



# Rookwood Necropolis

## Plan of Management



Department of  
Primary Industries  
Catchments & Lands

**February 2014**





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# Minister's introduction

I am pleased to introduce this Plan of Management for Rookwood Necropolis, Australia's most significant cemetery and the largest in the Southern hemisphere.

The NSW Government is committed to ensuring burial needs are met now and in the future, and this is the next step in the Government's reforms of cemetery management and governance.

The Plan provides a strong focus on sustainability, in three key areas:

- ~ continued sustainable use of the land for burials or cremations;
- ~ the environment and preservation of the heritage values of the site; and
- ~ respect for the religious and cultural beliefs and practices of all communities.

The recently streamlined 'two trust' structure for Rookwood will help deliver these outcomes.

A key feature of the Plan is the division of Rookwood into 24 geographical areas or 'management units', distinct from the trust administrative boundaries, reflecting the principal management priorities of each area.

The Plan has been developed through a comprehensive consultation process ensuring that the views of the former denominational trusts at Rookwood, other stakeholders, and the broader community have been considered.

The Plan of Management is presented in an innovative format. It is designed to be a flexible document which can be amended to reflect changes to the plan over time and it will be available online.

The NSW Government is undertaking the most significant reforms since the 1860s when Rookwood Cemetery was established, and I look forward to the successful implementation of this Plan.

**Katrina Hodgkinson MP**

Minister for Primary Industries

20 February 2014



**CROWN OF THORNS SHRINE**  
Located in Catholic Trust lawn.





# Chairs'

# introduction

On 1st July 2009 the Rookwood Necropolis Trust (RNT) was established under the provisions of the Rookwood Necropolis Repeal Act 2009 to manage Rookwood's infrastructure and common areas, and to prepare this Plan of Management for the entire Necropolis.

On 2 April 2012, the Minister for Primary Industries, Katrina Hodgkinson MP, announced the first stage of cemetery reform in NSW. Key aspects of the announcement were a streamlined 'two trust' structure for Rookwood Necropolis and establishment of an overarching NSW Cemeteries and Crematoria Board with functions and powers under a single Cemeteries and Crematoria Act.

These reforms are rightly regarded as the most far-reaching for over 100 years and came about with the support of the O'Farrell Government and the initiative and drive of Minister Katrina Hodgkinson. Those responsible for driving the reforms include the Minister's Chief of Staff and Policy Adviser, Tim Scott and Ilse van de Meent respectively, Ahmad Kamaledine from the Muslim community, David Knoll from the Jewish Board of Deputies, Leo McLeay and Peter O'Meara from the Catholic Church, Derek Williams from Rookwood, and Craig Sahlin from the Department.

The Rookwood 'two trust' structure is a partnership between the Catholic Metropolitan Cemeteries Trust and the new integrated Rookwood General Cemeteries Reserve Trust. The new General Trust services all the faith communities previously serviced by the former Muslim, Jewish, Anglican

and General, and Independent Trusts. The Rookwood Necropolis Trust (RNT) remains in place as the entity responsible for common lands and whole-of-Rookwood functions, but is now managed by a three-person board comprising the CEO from each of the two operational trusts and a nominee of the Minister as Chair.

This is a wonderful, positive arrangement, cemented by a Memorandum of Understanding, which will ensure the future sustainability of the Cemetery. It is an arrangement based on mutual respect and mutual obligations.

Rookwood cemetery in 2013 has three aspects which need to be integrated to ensure its social, economic and environmental viability.

Firstly, Rookwood was established in 1867 as a cemetery. It is still, first and foremost, a cemetery. The previous RNT Board expressed it thus: "the original 19th century purpose of Rookwood remains today; the disposition of Sydney's dead". It is a place where people are buried, or now cremated, with the utmost dignity and respect. It is a place where different religious and cultural beliefs are protected and where families can rest their loved ones, should they choose, on consecrated land.

Secondly, the site at Rookwood boasts a plethora of flora and fauna and a glorious array of protected species and eco systems, unique to Sydney. There are significant heritage aspects of the cemetery demanding protection and conservation, critical to the sustainability of the site. The Rookwood trustees will be guided by Heritage and Environmental legislation in our governance.

Thirdly, there is the need to preserve all the aspects of religious and cultural beliefs and practices at Rookwood. All must be accorded the dignity of interment according to the multiplicity of beliefs. All must have equity in their quest for cemetery lands. This is a fundamental commitment of the Minister's reform process.

These three concepts are the interlocking threads which together form the basis of the Rookwood Plan of Management. Put simply, they are the three objectives of the Rookwood Cemetery.

Clearly, those customs and practices currently in vogue are sacrosanct. No one would argue against the principle that there is an inalienable right for people to be buried, nor would there be an objection to the conservation of the various heritage and threatened species aspects of the cemetery.



In pursuing these objectives, the Rookwood trustees must consider the broader cemetery reform agenda. The driving purpose of the Minister's reforms is to ensure that cemetery needs for current and future generations are met now and into the future. How can Rookwood and this Plan of Management play its part in the broader reform agenda?

The Rookwood objectives must be delivered under the principle of sustainability. The most significant threat to the sustainability of Rookwood is clearly the declining land space available for burials. The Rookwood Plan of Management must be the overarching and interlocking driving force that ensures a sustainable future for the site.

Sections of Rookwood are under-utilised and will be analysed for potential use as burial space. The road network at Rookwood is also inefficient and we will undertake studies to improve access and egress and as a by-product regain valuable land.

The so-called "pauper areas" of Rookwood also need re-evaluation as to how we can preserve the dignity of burial, irrespective of the circumstances in which these people died. Our view is that the dignity of burial has no boundaries. These areas should be recognised as equal to any others and should be in a similar condition.

For example, there should ultimately be a common accounting framework for all cemeteries in NSW, and Rookwood will be used as a pilot study for this initiative. The idea that all Trusts should have separate accounting and IT systems is anathema to effective and efficient governance. The former Rookwood Trusts also suffered from duplication of effort, over-expenditure on third-party service providers, and inconsistent policies and procedures.

We will develop training courses for the industry and we will share our innovations and creativity. We will offer expertise to other cemeteries on Plans of Management, future revenue streams from new products, revitalising old methodologies, and shared access to personnel.

Rookwood will demonstrate the ability to protect its natural heritage through a combination of conservation and preservation, and the lessons learned will be transferred to other cemeteries. Rookwood will also initiate policies to overcome the dwindling land supply available for burial that can serve as a model for the rest of the State. We will make Rookwood the centre of excellence for NSW cemeteries.

This Plan of Management is the guiding instrument for Rookwood Necropolis and is based on the principles enunciated above. The Memorandum of Understanding between the Catholic and General Trusts will help drive its effective implementation.

It is important to acknowledge the previous RNT Board and in particular we would like to thank its Chair John Desmond for his tireless and selfless work.

**The Hon. Leo McLeay**  
Chair, Catholic Metropolitan  
Cemeteries Trust

**Robert (Bob) Wilson**  
Chair, Rookwood General  
Cemetery Reserve Trust

**David Harley AM**  
Chair, Rookwood Necropolis Trust









SANDSTONE LOGIA ENTRY TO SYDNEY WAR CEMETERY



# Vision

In December 2009 representatives from all of Rookwood's management organisations met to agree a vision that would support the development of this plan of management.

The meeting began by developing a picture of what Rookwood may look like in fifty years' time. This period was chosen because current studies show that the land available for burial in Rookwood will be fully allocated, if not buried out, by 2060.

There was general agreement about a number of external influences that will affect future management strategies. Population growth and density, changing demographics, global warming, trends in disposition of the dead and increasing costs of compliance were among the potential drivers of change.

The process therefore confronted challenges that Rookwood will face beyond the

period of this plan but that need to be anticipated when formulating it.

All recognised that there were important matters that could not be addressed by good management alone. Principal among these was renewable tenure, something that would have a significant impact on the longevity of Rookwood and its sustainability but is in the hands of the legislators.

The spirit of the meeting can be captured by a concise statement of a vision for Rookwood that reflected these elements, but also made a comment about its primary and continuing purpose:

That the cemeteries within the Rookwood Necropolis be managed as attractive and sustainable resources for disposition of the dead and promoted to families and communities within Sydney and related communities as the preferred destination of the deceased. Whilst promoting the Necropolis as a cemetery continues to be its primary purpose, the Necropolis lands and management will also provide for:

- ~ Conservation, interpretation and presentation of important and representative samples of the built and natural environment
- ~ Conservation of threatened species in a manner consistent with sustainability of the cemeteries
- ~ Public access, including appropriate passive recreational use
- ~ The principles of sustainable land-use management.

“The original 19th century purpose of Rookwood remains today: the disposition of Sydney’s dead.”





# Planning context

This introductory section describes the need for a new Plan of Management for Rookwood, its scope, the dynamic environment in which the plan is set and the management bodies that will be required to meet these challenges over the period of the plan. The new plan builds on the strengths of the 1993 plan of management.

## Rookwood the place

The word ‘necropolis’ was coined in the early 1800s and in Greek means, literally, a city of the dead. This is a fitting designation for Rookwood. It is its own suburb with its own postcode, exceeds the CBD of Sydney in size and is the largest cemetery in the southern hemisphere. And like Sydney, Rookwood is divided into a number of self-governing jurisdictions each with its own workforce, and population that requires regular services. It also contains the biodiversity of a park and is a rich source of history; a timeline of people, culture, and customs stretching back over 150 years.

The original 19<sup>th</sup> century purpose of Rookwood remains today: the disposition of Sydney’s dead. This simple statement hides the complexities faced by those whose responsibility it is to manage Rookwood day-to-day.

While the word ‘disposition’ is used to include cremation, burial and other forms of interment, it does not convey the sensitivities required to manage the daily visitation of grief that accompanies the relatives and friends of the departed. Neither does it adequately describe the care that needs to be taken to ensure the many cultures, rituals and codes are respected in the process of ‘laying to rest’.



**Figure 1** Location plan



## Rookwood's challenges

Rookwood's managers face the challenges presented by the different faces of sustainability:

1. There is diminishing space for burial and Rookwood is likely to be full within 50 years.
2. There is an expectation that management will accrue funds for the long-term care and maintenance after Rookwood is 'buried out'.
3. Its governance is complex. The Necropolis is managed by four operating entities.
4. Each management body has to acknowledge responsibilities that go beyond the financial. These include:
  - a. **Legislative:** the cemetery industry operates in a complex legislative environment where the costs of compliance are significant
  - b. **Religious and cultural preferences:** respect for these is paramount, in many cases precluding the most efficient use of land
  - c. **History:** Rookwood's significance as a source of Sydney's history overlays a responsibility to be custodians of heritage
  - d. **Biodiversity:** threatened species legislation reduces management's scope to maximise revenue and therefore long term financial security.

This context is further complicated by Rookwood being a place where other interests, including some well beyond the boundaries of the Necropolis, intersect and need to be taken into account when making the plan. Figure 2 depicts the range of stakeholders and their interests in Rookwood.

## Governance

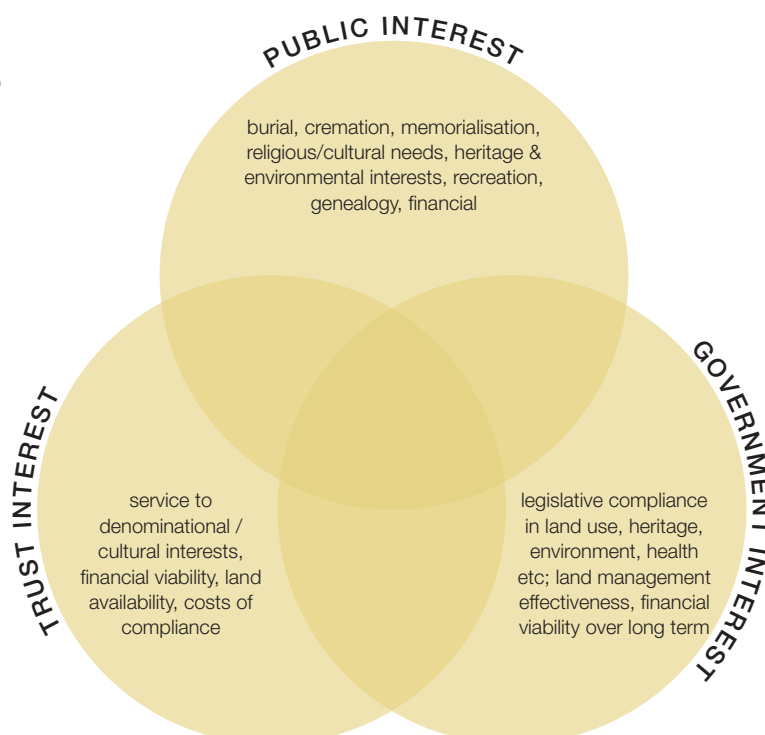
The Governance arrangements at Rookwood are determined by the Minister and during the preparation of this plan a 'Two Trust' management structure was implemented as part of the NSW cemetery reforms announced in April 2012. This section describes the new model, and the historical reasons that led to it to be restructured from six to three Trusts.

The operation of Rookwood, and therefore the responsibility for meeting the challenges it faces, is currently undertaken by four bodies, including the two Trusts jointly responsible for overall management of the cemetery. The Rookwood Necropolis Trust (RNT) remains in place as the entity responsible for common lands and whole-of-Rookwood functions, but is now managed by a three person board comprising the CEOs of the two Trusts and a nominee of the Minister as Chair appointed by the Minister. The four bodies are:

- ~ The Rookwood General Cemeteries Reserve Trust (RGCRT)
- ~ Catholic Metropolitan Cemeteries Trust (CMCT)
- ~ Lessee of the crematorium (Invocare)
- ~ Commonwealth War Graves Commission (CWGC a lessee of RGCRT and Commonwealth of Australia licensee for the Garden of Remembrance).

The plan primarily concerns the two Trusts.

**Figure 2** Spheres of influence





“The period from 2009 to June 2012 largely unshackled Rookwood from its past governance arrangements, and legislated a new structure that aspired to better meet current and future challenges.”

### Background to the 2012 restructure

The governance of Rookwood was shaped in the late 1850s when, during the planning for the cemetery, neither the Church of England nor the Roman Catholic Church could agree on a one trust model of managing the affairs of the Necropolis. As a result, the area was subdivided along denominational lines according to the census of 1861 and managed under terms outlined in the 1867 Necropolis Act.

Over time this arrangement created a number of challenges.

While the demographics of Sydney changed, Rookwood's boundaries were almost fossilised in the 1860s. As space for burial diminished it was the recent arrivals, such as the growing Muslim community around Rookwood, that ran out of space first. The 19th century allocations also failed to keep pace, with the Jewish Cemetery Trust – which conducted the first burial at Rookwood in 1867 – also with limited space by 2009.

The management of those areas outside denominational boundaries - unallocated lands and common infrastructure - was undertaken by the Joint Committee of Necropolis Trustees, a body created in an amendment to the Necropolis Act in 1901. This body could have been the forum in which many of the structural shortcomings were overcome. However rarely was it able to reach consensus on the strategic questions such as more equitable land allocation. Indeed the 2009 Department of Lands instructions for this Plan of Management emphasised the importance of cooperation between Trusts and an outward looking approach to future management.

### 2012 restructure

The period from 2009 to June 2012 largely unshackled Rookwood from its past governance arrangements, and legislated a new structure that aspired to better meet current and future challenges.

In 2009 the Rookwood Necropolis Act was repealed and the Joint Committee of Necropolis Trustees abolished. In its place the Crown Lands Act was amended to create the RNT to which the Minister for Lands appointed trustees with specialist knowledge of cemetery management.

On 27 April 2012 the NSW government took the first step to implement the two Trust model. The land allocated to the Catholic Cemeteries Board remained unchanged but the Anglican, General, Jewish, Muslim and Independent Trusts were dissolved and a new body, the Rookwood General Cemeteries Reserve Trust, created to manage the land dedicated to them.

Soon after this, the Minister directed the two trusts to draw up a memorandum of understanding to cover all matters relating to the management and administration of the common property including but not limited to the rights and responsibilities of each of the two Trusts in relation to:

- (a) perimeter fencing and set back;
- (b) opening and closing gates;
- (c) roads in common use;
- (d) security services;
- (e) use of offices and buildings formerly occupied by the Rookwood Necropolis Trust;
- (f) water main;

- (g) sewerage and septic systems;
- (h) garbage collection services;
- (i) electricity services; and
- (j) the Serpentine Canals

On 29 June, the Minister appointed the new RNT trustees and on 15 August the RGCRT and CMCT signed the Memorandum of Understanding.

### Other management bodies

Invocare is a public company that leases the crematorium land from the Crown. The Australian War Graves section is leased from the Anglican and General Trust to the Commonwealth War Graves Commission for the Sydney War Cemetery and the Commonwealth of Australia for the Garden of Remembrance. The commission and the Commonwealth of Australia have responsibility for maintaining the individual graves of eligible veterans within other Trust boundaries. Figure 3 describes the boundaries of the two Trusts while also showing the previous Trusts, now amalgamated into the RGCRT, and the conservation areas.

Consideration will need to be given to renewing existing leases, including the lease to Invocare, under this Plan.



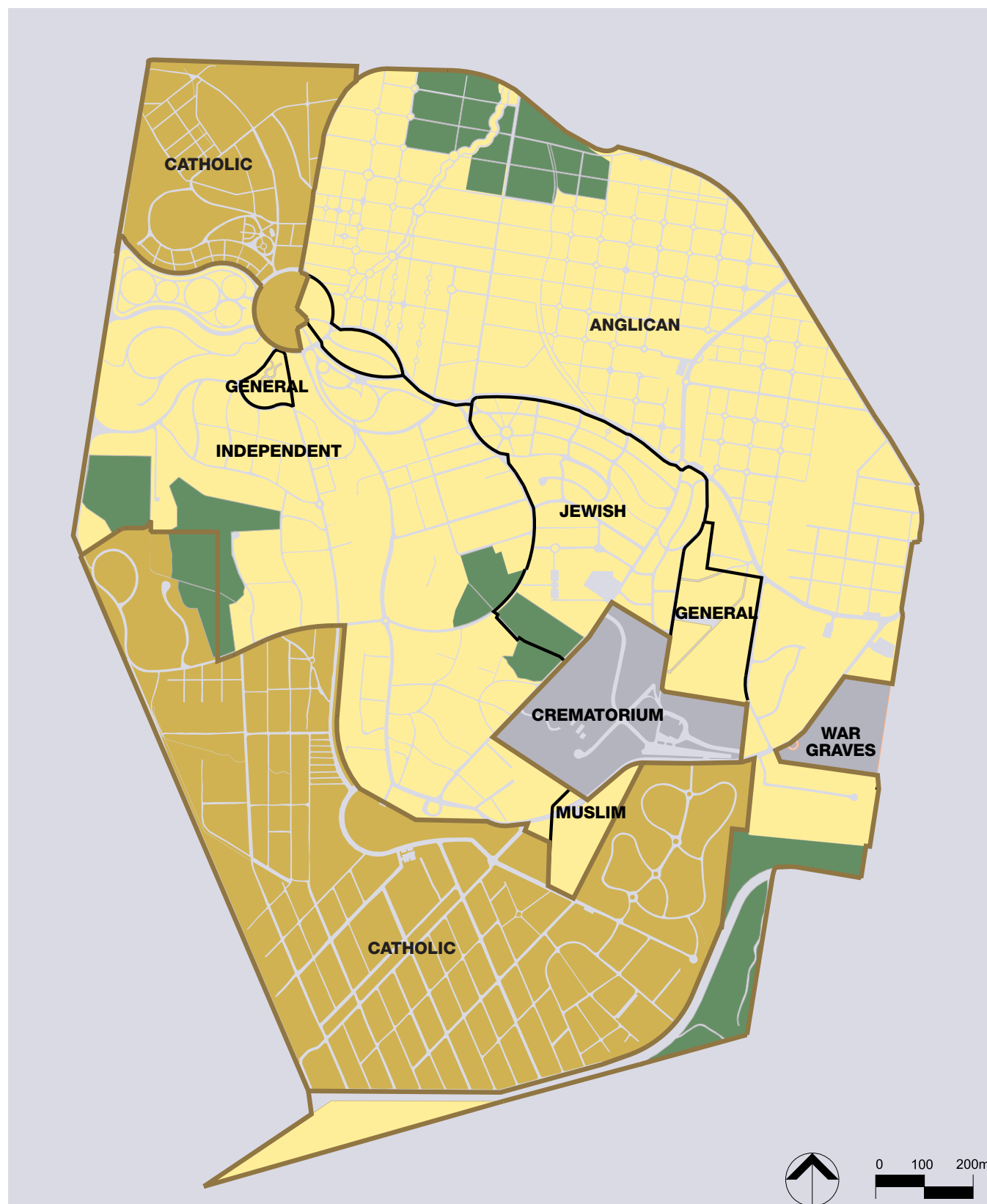
### Appendix A

[Two Trust Memorandum of Understanding](#)



**Figure 3** Map of trust boundaries and denominational sections

- Rookwood General Cemeteries Reserve Trust
- Catholic Metropolitan Cemeteries Trust
- Vegetation areas Conserved (PMP 2008)
- Denominational sections





## Major work timeline

Since the last Plan of Management 1993, a considerable number of projects have been completed. This has included buildings, landscape works, volunteer actions, upgrades to roads, vegetation and heritage conservation. Although many actions remain to be done, the timeline identifies achievements at Rookwood. It will be important that this plan continues these works and allows for an acceleration of activities within Rookwood to meet the often competing and complex demands of this Necropolis.

**Figure 4** Major work timeline





## This Plan of Management

This latest plan is being prepared on the direction of the Minister under the provisions of 92(6b) of the Crown Lands Act 1989. Specifically the Minister stated that the RNT must undertake 'the preparation, in consultation with other trust managers, of a draft Plan of Management for all lands within the Necropolis'. The scope of this plan therefore goes beyond the specific functions of the RNT and covers the whole of the Necropolis.

It takes a different approach to its predecessor, the 1993 Rookwood Plan of Management which in total comprised seven volumes. The 2013 plan is designed as a living document which can be amended regularly during its life, subject to the constraints set out in Part 5 of the Cemeteries and Crematoria Act. It has two parts:

- ~ **Part 1** The Plan of Management: a concise document that contains an account of the background, vision, strategies and management principles that will deliver the plan.
- ~ **Part 2** Supporting documents: detailed background documentation to each part of the plan, including related plans.

The philosophy behind this plan is to build upon the strengths of recent management practices in a way that will ensure the long term sustainability of Rookwood as a cemetery. Where there is scope for improvement, or differences of opinion between Rookwood's operating entities, the plan presents pathways to improved practices.

“The 2013 plan is designed as a living document which can be amended regularly during its life, subject to the constraints set out in Part 5 of the Cemeteries and Crematoria Act”.

The 2013 plan is produced in two formats:

- ~ Hard copy of the Plan of Management, the Two Trust Memorandum of Understanding (Appendix A) and an index of reference documents (Appendix B)
- ~ A web version of the above at [www.rookwood.nsw.gov.au](http://www.rookwood.nsw.gov.au) with links to reference documents. This will be the format that will change over time.



### Reference Documents



[Ministerial directions](#)  
[Rookwood Plan of Management 1993](#)  
[LPMA Chief Executive's letter](#)  
[Repeal of the Rookwood Necropolis Act 2009](#)



## Related management plans

A number of supporting documents and related management plans are already in place but the remainder of the plans will be developed over time. The most important planning elements are:

### **Property Management Plan –**

this is already in place and covers the management of the vegetation conservation areas, including threatened/vulnerable species and endangered ecological communities management. Complimentary to this plan are a number of reports and audits.

### **Conservation Management Plan –**

this has not been updated from the previous recommendations in the 1993 Plan of Management. When updated it will include an Interpretation Plan to incorporate all values, including Aboriginal. Complimentary to the CMP are a number of completed reports:

- ~ Significant buildings and monuments register – this covers a condition report of existing buildings and monuments along with suggested priorities
- ~ Archaeological appraisal of sites of Former Buildings – this identifies these sites and provides management recommendations.
- ~ Aboriginal archaeology study

### **Environmental Management Plan –**

this is to be prepared within the Plan of Management framework and will include environmental sustainability policies including low carbon emissions, energy use and waste management.

### **Traffic Study –**

the preliminary work on the delineation of the primary and secondary roadwork has already been completed but more detailed planning of the feeder roads and consideration of any alterations to the road network to service recent developments will be necessary. Traffic studies may need to be updated at regular intervals to cope with changes in both the cemetery usage patterns and the impact of the surrounding suburban and metropolitan traffic network. A high priority is the commissioning of a road condition report on the remaining life and condition of the key segments of the road hierarchy.

### **Infrastructure Management Plan –**

the infrastructure needs to service the cemetery operations with the level of convenience and operational efficiency balanced against the construction and maintenance cost. It will be important to develop a set of cemetery wide principles and priorities for future investment.

### **Canals Study –**

the management of these features will be impacted both by their significant heritage values and their role in stormwater and drainage management. This study has been updated in 2010 with recommended structural improvements.

### **Landscape Master Plan –**

this is a critical part of the planning framework and will be one of the first segments of the ongoing planning work after the Plan of Management is approved. The aim will be to develop a coherent approach to landscape management while preserving important heritage values, identify tree planting and replacement programs. Complementary to this plan is the development of:

- ~ Significant Tree Register
- ~ Tree Management Policy.

### **Information Plan –**

this covers both internal and external information users. The internal management information set will need to cover infrastructure condition and usage characteristics. The externally oriented information will cover burials, cremations and any other information likely to be accessed by the general public.

### **Disaster Management**

**Plan** – this covers disaster contingencies and policies.



**Figure 5** Related management plans



More detailed descriptions of the structure of the related management plans is in the supporting documents.

PLAN OF MANAGEMENT		<b>Property Management Plan</b> Endangered Ecological Communities and Threatened Vulnerable species/populations. Complementary Reports: <ul style="list-style-type: none"> <li>~ Bushland Plan of Management</li> <li>~ Threatened Plant Census</li> <li>~ Audits</li> </ul>	<i>Status:</i> <i>Review due 2012</i>
		<b>Landscape Master Plan</b> Complementary Reports <ul style="list-style-type: none"> <li>~ Significant Tree Register</li> <li>~ Tree Management Policy</li> <li>~ Signage policy</li> </ul>	<i>Status: to be undertaken during this current Plan</i>
		<b>Conservation Management Plan</b> Complementary Reports <ul style="list-style-type: none"> <li>~ Significant Buildings and Monuments Register</li> <li>~ Archaeology Appraisal of Former buildings Status: complete</li> <li>~ Aboriginal Archaeology Study Status: complete</li> <li>~ Interpretation Plan: to be completed</li> </ul>	<i>Status: to be undertaken during this current Plan</i>
		<b>Environmental Management Plan</b>	<i>Status: to be undertaken during this current Plan</i>
		<b>Traffic Study</b> Complementary Reports <ol style="list-style-type: none"> <li>1. Road hierarchy – Primary, Secondary and Tertiary Road network</li> <li>2. Road conditions</li> </ol>	<i>Status: to be updated</i> <i>Status: to be undertaken in this current Plan</i>
		<b>Infrastructure Management Plan</b> <ul style="list-style-type: none"> <li>~ Annual Capital Works Program – RNT and denominational Trusts</li> </ul>	<i>Status: to be undertaken annually</i>
		<b>Canal Study</b>	<i>Status: complete</i>
		<b>Information Plan</b>	<i>Status: to be updated</i>
		<b>Disaster Management Plan</b>	<i>Status: to be updated as part of this current Plan</i>







## Statutory framework

Cemeteries and crematoria operate in a complex legal environment in which at least 40 separate Acts of Parliament, regulations and religious canons and codes apply. Most relevant to this Plan of Management are:

Legislation	Summary
<b>Cemeteries and Crematoria Act 2013</b>  <div>  <b>Support Documents</b>  <a href="#">Cemeteries and Crematoria Act 2013</a> </div>	<p>The primary purpose of the Cemeteries and Crematoria Act is to ensure that the burial needs of current and future generations are met in a way that respects and upholds the beliefs of all religious and cultural groups. To do this, the Act establishes a new Cemeteries Agency to provide strategic oversight and sensible regulation of the cemetery industry for the first time in NSW. The intention is to increase transparency and accountability and improve service delivery to the community. The Act also enables the implementation of sustainable burial practices, such as renewable interment rights, on the basis of choice and non-retrospectivity.</p> <p>Importantly, the Act establishes a new governance regime for the Crown cemetery sector to ensure that cemeteries on public land are managed in accordance with best practice and in a way that ensures their long-term sustainability. Reserving land and designating its purpose, and establishing a trust for the care, control and management of reserved land, are matters covered by the Crown Lands Act 1989. However, once established, Crown cemetery trusts are regulated by the Cemeteries and Crematoria Act.</p> <p>The Part 5 governance arrangements include a range of provisions that regulate and standardise the administration and management of Crown cemetery trusts across the State. The Act re-enacts and strengthens many provisions from the Crown Lands legislation framework, including implementing new annual reporting requirements for all Crown cemetery trusts. The Act gives the Minister the power to appoint and replace trust boards, and the Cemeteries Agency can direct a Crown cemetery trust to prepare a plan of management.</p> <p>The financial contributions that the trusts are required to make for maintenance of common lands and other whole-of-Rookwood functions are covered in Schedule 5 of the Act.</p>
<b>Crown Lands Act 1989 and regulations</b>  <div>  <b>Support Documents</b>  <a href="#">Land Management Principles</a>  <a href="#">The Crown Lands Act 1989</a>  <a href="#">The Crown Lands Regulation 2006</a> </div>	<p>The objects of the Act are to ensure that such land is managed for the benefit of the people of NSW in accordance with the land management principles defined in section 11 of the Act. Under Part 5 of this Act, Rookwood is dedicated as a cemetery and a reserve trust is charged with its care, control and management. This Act provides guidance as to the financial powers of reserve trusts and the type of financial controls to be implemented.</p>
<b>Heritage Act 1977</b>	<p>The Heritage Act 1977 provides a number of mechanisms by which items and places of heritage significance may be protected. The Rookwood Necropolis is listed on the State Heritage Register (SHR) for its State heritage significance. The majority of areas which formed the initial allocations of Rookwood Necropolis are listed on the Register, (Catholic, Anglican, Jewish and Independent No. 1 areas). However, the No.1 General Cemetery area is not currently included in the SHR Listing.</p>



Legislation	Summary
 <b>Support Documents</b> <a href="#">Heritage Act 1977</a>	<p>The Heritage Council of NSW's approval is required for any proposed development within the site. This includes subdivision and other activities such as alterations or other works to the grounds or structures; disturbance of archaeological relics; display of signage or advertisements; removal of trees or other vegetation. Approvals to undertake controlled activities are made under Section 60 of the Heritage Act. As part of the application to undertake works, a Statement of Heritage Impact must also be submitted. Work that may disturb, destroy, remove or expose relics situated within the SHR boundary would require a Section 60 (excavation permit) approval, except where carried out in accordance with a gazetted exemption outlined in Section 57(2) of the Heritage Act. If an exemption applies, notification and endorsement by the Heritage Council may be required before works are undertaken.</p>
<b>Environmental Planning and Assessment Act 1979</b>   <b>Support Documents</b> <a href="#">Environmental Planning &amp; Assessment Act 1979</a>	<p>The Necropolis is zoned SP1 Special Activities – Cemetery under the Auburn Local Environmental Plan (LEP) 2010. Ongoing operational matters involving the maintenance of existing infrastructure such as roads, or the creation of new graves, the erection of monuments, or the disturbance of grounds for the purpose of repairing monuments or grave markers on individual grave sites do not require development consent. More significant forms of new developments such as administration buildings, works compounds, vaults, crypts and mausoleums do require development consent. The Plan of Management authorises specific development. However, some development is restricted by the plan though it may be permissible according to the LEP. The Environmental Planning and Assessment Act 1979 require all development applications obtain owners consent (the Department of Primary Industries) to ensure consistency with the Plan of Management. In addition, all development applications within the Rookwood Necropolis will be required to include heritage and environmental impact assessments.</p>
<b>Threatened Species Conservation Act 1995</b>   <b>Support Documents</b> <a href="#">Threatened Species Conservation Act 1995</a>	<p>The NSW threatened species legislation and the Commonwealth environmental protection and biodiversity legislation are part of the statutory framework affecting the indigenous vegetation at Rookwood. These pieces of legislation are concerned with threatened, vulnerable and endangered flora and fauna and are protected and managed by the Property Management Plan (PMP). The PMP controls the operations of works that may disturb these species. The PMP operates over a 10 year period with monitoring and auditing of operational activities occurring on a regular basis. A final audit of the first 10 years of implementation will occur in 2012.</p>
<b>Public Health Regulation 2012, Part 8</b>   <b>Support Documents</b> <a href="#">Public Health Regulation 2012, Part 8</a>	<p>Part 8 <i>Public Health Regulation 2012</i> controls the activities of cemetery and cremation authorities and any businesses engaged in the transportation, storage, burial, cremation or exhumation of human remains.</p>







“ The Government of New South Wales embarked on a great Victorian enterprise – mirrored only ten years earlier at Brookwood outside London – the search for a large enough parcel of land to bury Sydney’s dead in perpetuity.”



**MORTUARY STATION No. 1**

James Barnet, Architect. Opened in 1869 servicing trains from the Mortuary Station at Central.

Source: *The Sleeping city : the story of Rookwood Necropolis* / edited by David A. Weston

# Rookwood's history and values

Rookwood Necropolis is located within Auburn Council, adjacent to Strathfield and Lidcombe. It occupies an area of some 286 hectares.

## The place and its history

Prior to European settlement the traditional owners of the area now occupied by Rookwood were the Wangal people, a Darug language speaking 'clan'<sup>1</sup> group. The Wangal group originally extended from Sydney Cove westerly to Parramatta.

The Haslem Creek Cemetery, as Rookwood was originally named, was the result of urban encroachment. By the 1840s, only half a century after the arrival of the First Fleet, Sydney's third cemetery at Devonshire Street was facing the same fate as its predecessors: it was running out of space and suffering from urbanisation. Land values were increasing, and for a young city there were better uses for the space it occupied, ultimately in this case Central Railway Station.

In response the Government of New South Wales embarked on a great Victorian enterprise – mirrored only ten years earlier at Brookwood outside London – the search for a large enough parcel of land to bury Sydney's dead in perpetuity. Preconditions included being far enough away from centres of population, appropriate soil, adequate drainage and convenient transportation. In 1862, four years after Haslem's Creek station opened, this sparsely populated site was surveyed before being selected as Sydney's new burial ground. The first 200 acres was dedicated in 1867 with all evidence pointing to a design by Charles Moore, Director of the Royal Botanic Gardens. The Necropolis No. 1 mortuary station was completed in 1869 followed by three mortuary stations via a spur from the main line, an arrangement that survived until 1948<sup>2</sup>.

The recent management arrangements owe their existence to this period. As Carol Liston recorded in her history of Rookwood, during the planning phases 'the Church of England and Roman Catholics refused to participate in any general cemetery that did not allow them separate trustee, separate consecrated sites and fencing for the privacy of each denomination'. The end result was that the new cemetery was divided into denominational areas according to the 1861 census, the terms of which were legislated in the 1867 Necropolis Act. The first burial occurred in the same year, when six denominations had been allocated land.

Rookwood's reputation has always been variable. The residents of Haslem's Creek did not like their association with the burial industry and successfully lobbied to have their village renamed Rookwood only to find that the cemetery in turn became known by the new name. In 1919 their nominal association was finally broken by a second

name change to Lidcombe. By the mid 20<sup>th</sup> century Rookwood was falling into disrepair with inadequate maintenance, vandalism and other nefarious activities within its boundaries with the result, it is claimed, that 'crook as Rookwood' entered the Australian lexicon.

Today visitors to Rookwood see a better managed public space whose primary purpose remains the disposition of the dead. However, history may be catching up with it. Like Devonshire Street before it, urban encroachment has increased land values at the same time as the cemetery is running out of space for burial. There are now approaching one million people interred in Rookwood and some estimates believe there will be no more space within the next fifty years. Perpetuity was a 19th century aspiration that is facing a stern challenge, one that requires careful stewardship if in the next generation this priceless source of history is not again to fall prey to disrepair or, as likely, alternative uses.



## Financial imperatives

Of all the pillars that amount to sustainability, adequate funds for the long term maintenance of Rookwood is a structural imperative. However each management body has to act within their financial powers as determined by legislation and the Minister.

The Cemeteries and Crematoria Act and the Crown Lands Act and associated regulations provide some general guidance as to the financial powers which reserve Trusts have and the type of financial controls to be implemented. For instance a reserve Trust may, with the consent of the Minister, purchase land or expend Trust money for or in connection with the improvement of the land, exercise some limited borrowing powers and determine fees or charges payable for the services provided. There are also some defined expenditure authorisation procedures and the Cemeteries and Crematoria Act and contains special provisions relating to Rookwood which set down the method of determining the contributions payable by the Trusts for common Rookwood functions.

However financial objectives are not explicitly laid down, and it will therefore fall to the individual reserve Trust to implement financial management policies appropriate to the objectives of that particular reserve.

The regulations do require all Trusts to furnish a report to the Minister annually which includes details of income expenditure, assets and liabilities but with no measurement rules being specified.

Previous Plans of Management have made recommendations regarding consistency in accounting principles among the Trusts operating at Rookwood. A summary of the relevant recommendations from the 1993 Plan of Management is:

- ~ Fees should be reviewed regularly with a view to keeping them abreast of all financial needs, including provision for depreciation and perpetual care
- ~ Create a component in the fees structure to reflect the value of metropolitan cemetery land
- ~ Introduce one standardised computerised accounting model
- ~ Prepare an overall financial plan for the whole Necropolis.

No common actions have been taken on these recommendations although a number of individual Trusts reviewed their accounting systems and procedures to allow the aims of the recommendations to be more readily achieved.

“ There are now approaching one million people interred in Rookwood and some estimates believe there will be no more space within the next fifty years.”

Given that Trusts at Rookwood operate within the same location there is a clear public interest in having consistent publicly available reports about Trust operations and, particularly, the long term stewardship of public lands. It is therefore appropriate for this plan to make recommendations regarding accounting and reporting by Trusts and the general pricing policies which should apply across the Necropolis.

Trusts operating at Rookwood bear a responsibility for the effective financial management of the resources under their control. The theoretical monitoring of this responsibility by way of submission of annual reports to the Minister has some drawbacks, mainly due to inconsistency in accounting standards and the lack of a sustainability framework for analysis. Common accounting standards are necessary but not sufficient to ensure financial sustainability. It will also be necessary to mandate reporting on issues such as:

- ~ land used
- ~ number of interments both first and second
- ~ pricing schedules
- ~ overall grave yield expressed in burials per hectare.

Implementation of common financial policies and performance monitoring by all Trusts operating at Rookwood will provide one path to meeting the sustainability objectives described in the Vision statement.

“Rookwood is a place of outstanding cultural and environmental heritage significance.”

## Heritage and social values

Rookwood Necropolis has a long and layered history reflected in a variety of physical and intangible elements. It embodies a range of values which vary in their levels of significance and in their tolerance for change. The identified values of the place (the heritage significance) will help determine which management options are most appropriate.

The heritage value of Rookwood Necropolis has been recognised through inclusion in statutory and non-statutory heritage lists and registers from 1980 onwards. Rookwood is a place of outstanding cultural and environmental heritage significance.

Through its existing fabric and documentary records Rookwood clearly demonstrates an extensive range of aesthetic, historic, scientific and social values. It contains critical habitat for rare and endangered native plant species and comprises a unique environment of social, genealogical, landscape and architectural significance. The scale of design, design features, use of plants, gardenesque layout, high quality and diversity of structures, monuments and detailing of the oldest sections of Rookwood Necropolis represent a rare surviving example of mid to late 19th century planning, design, layout and ideals for a major public cemetery. The choices of plants in the older sections also demonstrate

Victorian and Edwardian era funerary etiquette and fashion by way of plant symbolism.

The views and expertise of a number of prominent individuals are manifest in the historic fabric and design of Rookwood Necropolis. This includes its original design and subsequent development over almost 150 years. The Necropolis was designed as a pleasant setting both for the dead and a comforting site for visiting mourners. The landscape was equipped with visitor amenities such as carriageways, paths, plantings, fences, signs, chapels, shelters and drainage.

The Necropolis memorials form a set of monumental masonry without parallel in Australia. They include examples

which are unique or display a high degree of technical accomplishment, and others which reflect the changes in society and burial customs since 1867. There are also monuments saved from earlier cemetery sites which have been preserved and protected at Rookwood.

As a social document and genealogical resource, Rookwood Necropolis is unique in its scale and comprehensiveness. With more than one million souls, the Necropolis is the burial place of a large number of noteworthy individuals prominent in the history of Sydney and NSW. Headstones record members of the First Fleet, convicts, bushrangers, artists, scientists, businessmen and politicians alongside victims of accident, drowning, fire, epidemics and mass disasters. The 20<sup>th</sup> century areas record the multicultural origins of the present-day Sydney and Australian communities.

Recognition of the significance of this rich aesthetic, historic, scientific and social history will assist in the ongoing management and balance of resources for the next phase in Rookwood's history.



*Rangers House (end of William Drive) now demolished*



## Ecological and environmental values

The Government Surveyor described Rookwood's vegetation in 1861 as 'dense ti-tree and wattle scrub, and wooded with mahogany, stringybark, hollybutt and ti- tree'. Due to the expanding nature of Sydney's suburbs vast areas of the indigenous vegetation of Western Sydney were cleared in the 19th century.

Rookwood however includes areas which are now dominated by indigenous or 'naturalised' plant species providing an important sanctuary for native fauna and birdlife. Rookwood acts as the lungs of this area of Western Sydney. Its ecological values, biological diversity and natural systems provide a unique area of significant green space. This green cover and shade reduces heat load and stores carbon. As a large area of just under 300 hectares with no activity, traffic or lights at night, Rookwood's green spaces provides significant shelter for fauna and potentially connect with other green reserves in this area of Sydney.

The significant ecological values to be found within Rookwood were recognised in 1995 by listing within the Threatened Species Conservation Act.

Due to this high ecological conservation value Rookwood actively manages these values.

- ~ Vegetation Conservation Areas within Rookwood have been legislated for protection in the Threatened Species Conservation Act 1995, are managed under the control of a Property Management Plan (PMP), and comprise some 21 hectares.
- ~ A Bushland Plan of Management implements specific strategies and actions for the conservation and management of the Vegetation Conservation Areas including flora and fauna populations/species occurring within the Necropolis. These include: two vulnerable flora species – *Acacia pubescens* and *Epacris purpurascens* var. *purpurascens*; two endangered flora populations – *Pomaderris prunifolia* and *Wahlenbergia multicaulis*; two Endangered ecological communities- Cooks River Castlereagh Ironbark forest and Cumberland Plain Woodland; four threatened or vulnerable fauna populations – Grey Headed Flying Fox, Green and Golden Bell Frog, Regent Honeyeater, Common Bent Wing Bat.

- ~ The State legislation is reinforced by the Commonwealth Environment Protection and Biodiversity Conservation Act 1999 also listing some of these species. These are also managed through an annual bushland management program within the Rookwood Necropolis.
- ~ Rookwood has some 368 species of indigenous plants and 90 species of native birds and fauna. A further 281 introduced species occur, including Australian species not native to the site. (PMP, 2008)
- ~ Rookwood's population of Cooks River Castlereagh Ironbark Forest represents approximately 25% of the total community remaining within the Sydney Basin. (PMP, 2008)
- ~ Ecological corridors provide connectivity and habitat for fauna and are being encouraged along canals, streets and boundaries.



### Reference Documents

[Property Management Plan Rookwood 2008](#)

[Plant Census \(Annual update\)](#)

# flora issues

“Rookwood has 368 species of indigenous flora and 90 species of indigenous fauna.”



## 1. VULNERABLE FLORA

*Acacia pubescens*

Downy Wattle.  
Shrub 1-5 metres tall, occurring in open woodland. Concentrated around Bankstown, Fairfield and Rookwood.

## 2. VULNERABLE FLORA

*Epacris purpurascens* var.

Shrub 0.5-1.8 metres tall, occurring in shale soil environs.

## 3. ENDANGERED FLORA

*Pomaderris prunifolia* (var.)

Shrub 1-3 metres, isolated population at Rookwood.

## 4. ENDANGERED FLORA

*Wahlenbergia multicaulis*

Tadgell's Bluebell.  
A perennial tufted herb found in disturbed sites.



Figure 6 Vegetation Conservation Areas





## Visual values

Many areas in Rookwood exhibit a balance of heritage structures, built form and landscape, contributing to a highly evocative cultural landscape. This combination allows the history of Rookwood to be 'read' and appreciated. It is possible to stand on the ridgeline at Hawthorne Avenue and see the Harbour Bridge and Centrepont tower in one direction and the Blue Mountains in the other. Panoramic views over much of the cemetery are also possible from the highpoints, with the rich tapestry of monuments unfolding in the valleys of the Necropolis.

A Visual Significance Study (DEM 2010) has been prepared for

Rookwood, updating the previous Visual Analysis, part of the 1993 Plan of Management. The previous analysis assessed only the 'aesthetic' value at Rookwood whilst the Visual Significance Study not only provides a review of the visual character of Rookwood, but identifies significance based on key contributing factors.

The cultural landscape values of Rookwood have been assessed including a review of significance of the heritage, built, natural, and visual character. This recognises that Rookwood is a result of human intervention in the natural landscape and records human activities and values over time, not only physical changes in the landscape.

Many landmarks are present and not only serve as orientation points within the cemetery, these important markers are visible beyond the cemetery and define its presence from well beyond Rookwood itself. Noteworthy examples are the distinctive pines planted at Rookwood in the Victorian and Edwardian burial grounds, that tower over the landscape. The spires of buildings, St Michael's Chapel and the crematorium, are landmarks within the cemetery and beyond, creating a sense of the cultural significance the place holds. Smaller structures and trees also provide orientation and focal points within smaller precincts of Rookwood.



*Sydney War Cemetery walled memorial garden*





**ROOKWOOD CEMETERY**

Rookwood's rich layers of significant vegetation, heritage monuments with a background of city views, within the Anglican Cemetery.







The core cultural landscape, heritage and visual fabric at Rookwood of high interpretive value and visual significance includes:

- ~ Major visual corridors and viewpoints identified in the Visual Significance Study
- ~ Historic circulation routes, providing a sense of where Rookwood has come from and how it has developed – including their setting and material fabric
- ~ Landscape pattern of areas within the State Heritage Register including circulation routes, brick kerbs, trees, vegetation massing and structures
- ~ Landscape design and influences of prominent individuals
- ~ Heritage monuments, features and landmarks of artistic, creative, technical value -identified in separate heritage and archaeological studies
- ~ Landscape setting of historic structures, landmarks, features and heritage vaults
- ~ Street hierarchy where established
- ~ Tree planting within the street network and cemetery – plant species reflect the landscape trends and fashions over time, provide ecological corridors and are often associated with spiritual/religious meaning
- ~ Significant trees/vegetation/ botanical items of rarity- Rookwood is a horticultural gem where rare species, often near endangered species, heritage roses and show piece horticultural obscurities are present
- ~ The railway alignment and remaining evidence of this important transport mode no longer present within the cemetery
- ~ Historic serpentine and canals – often designed as a highly ornate garden features complete with urns, fountains, pools and channels
- ~ High points and ridgelines being highly visible and commanding long views

#### *Historic circulation routes within Anglican Trust*



“Many areas in Rookwood exhibit a perfect balance of heritage structures, built form and landscape, contributing to a highly evocative cultural landscape.”

- ~ Representative examples of social/religious group burial practices illustrating the strong social history at Rookwood
- ~ Walled crematorium garden and Spanish Mission style building in its setting, displaying a landscape character unseen elsewhere in the cemetery
- ~ Sydney War Cemetery walled garden and setting – unique at Rookwood
- ~ Areas of relocated heritage monuments from Old Sydney Burial Ground, Devonshire Street, Lewisham and St Thomas Cemetery

Maintenance of this fabric, revival of avenues, boundary definition and amenity planting at Rookwood will be important in maintaining this significant built and natural resource.



#### Reference Documents

[Rookwood Visual Significance Study 2010.](#)



## Management Units

The heritage, ecological and visual values at Rookwood vary within the Necropolis and do not conform to the current cemetery boundaries. Management to date has been defined by Trust boundaries. This plan proposes the concept of Management Units. The area of each unit is determined by the commonality of the values within it, with some units transcending Trust boundaries. The implication is that common approaches need to be adopted between Trusts where this occurs. This approach has been agreed in principle by all Trusts.

The values of the Management Units have been defined in the Visual Significance Study by grouping areas with similar physical, cultural and visual values. These Units recognise that Rookwood is a large cultural landscape of often competing and complicated management requirements. By dividing Rookwood into smaller, more manageable precincts activities can focus on the special characteristics of these precincts.

Twenty four Management Units have been defined and group areas of similar characteristics based on a range of factors:

- ~ Visual catchment and topographic features
- ~ Heritage and cultural characteristics
- ~ Circulation routes
- ~ Denominations and character of monumentation
- ~ Vegetation and landscape pattern.

For a detailed description and assessment of the Visual Significance of the Management Units an Inventory of all Units is included in the Rookwood Visual Significance Study.

A summary of these Management Units is included in Section 4, Towards Sustainability.

“ By dividing Rookwood into smaller, more manageable precincts activities can focus on the special characteristics of these precincts.”



### Reference Documents

[Rookwood Visual Significance Study 2010](#)  
[Management Unit Policies 2013](#)



**WAY OF THE CROSS**  
Memorial gardens, Catholic Trust.





# Towards sustainability

A central issue for the long-term management of the Rookwood Necropolis is the demand for burial places and the ability to meet this demand.

## Demand and supply

### Challenges

1. Estimating the demand for burial places
2. Maintaining accurate measurements on the available supply of burial places

### Description

#### Use of Burial Places

Rookwood Necropolis' contribution to the supply of burial places, and in particular the provision of grave sites, in Sydney over the last decade has been significant. The table below shows burials and cremations for Sydney and Rookwood between 2001 and 2010.

Activity	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Sydney Burials ('000)	8.55	8.31	7.99	8.43	7.79	7.88	7.67	8.37	6.29	8.49
Sydney Cremations ('000)	13.74	14.92	14.70	14.77	14.10	14.51	15.03	15.38	16.40	14.67
<b>Total Sydney Deaths ('000)</b>	<b>22.29</b>	<b>23.23</b>	<b>22.69</b>	<b>23.19</b>	<b>21.88</b>	<b>22.39</b>	<b>22.70</b>	<b>23.75</b>	<b>22.68</b>	<b>23.17</b>
Sydney Burials as % of Sydney Total	38.4%	35.8%	35.2%	36.3%	35.6%	35.2%	33.8%	35.2%	27.7%	36.7%
Rookwood Burials	2,869	2,949	2,876	2,999	2,964	2,909	2,806	2,874	2,888	2,926
Rookwood Cremations	2,405	2,495	2,391	2,383	2,254	2,282	2,444	2,268	2,291	2,426
<b>Rookwood Total</b>	<b>5,274</b>	<b>5,444</b>	<b>5,267</b>	<b>5,382</b>	<b>5,218</b>	<b>5,191</b>	<b>5,250</b>	<b>5,142</b>	<b>5,179</b>	<b>5,352</b>
Rookwood Burials as a % of Rookwood Total	54.4%	54.2%	54.6%	55.7%	56.8%	56.0%	53.4%	55.9%	55.8%	54.7%
Rookwood Total as % of Sydney Total	23.7%	23.4%	23.2%	23.2%	23.8%	23.2%	23.1%	21.7%	22.8%	23.1%

Source: RNT Burials and Cremation Monitor and ABS The main points evident from the above table are:

- ~ The level of activity in Sydney and at Rookwood has been highly consistent over the decade;
- ~ Rookwood accounts for almost a quarter of Sydney's activity (23%); and
- ~ The average percentage of burials was lower for Sydney (35.0%) than Rookwood (55.2%).



Estimating demand

A central issue for the long-term management of the Rookwood Necropolis is the demand for burial places and the ability to meet this demand. It has generally been assumed that there will be an eventual shortage of grave sites in Sydney but not for other forms of burial places. For example, in 1989 a detailed study of metropolitan cemeteries<sup>3</sup> concluded that in about 40 years the cemeteries in Sydney would be full, that is by 2030. A subsequent discussion paper<sup>4</sup>, released by the State Government in 2005, estimated that by 2050 capacity would be reached in the Greater Sydney Metropolitan Area.

The projections contained in the studies mentioned above were based on surveys of undeveloped land in existing cemeteries, population projections, and the ratio of burial to cremation. Although it is difficult to increase the supply of graves sites, the supply in Sydney can be increased by opening new cemeteries and through the introduction of sustainable burial practices.

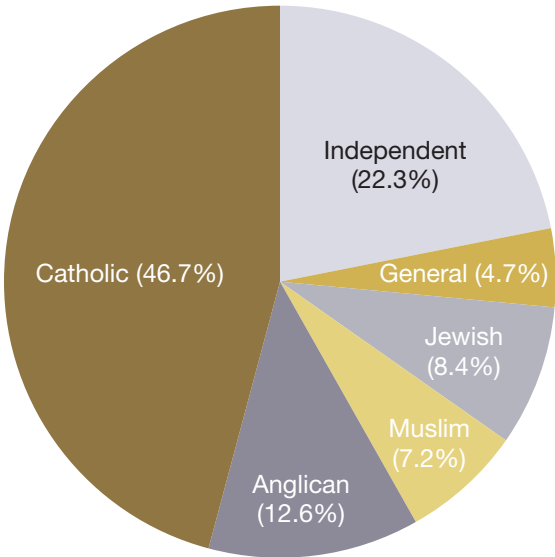
The number of deaths and hence the demand for burials and cremations for Sydney can be estimated using a number of assumptions including population growth, mortality rates and rates of cremation. In Sydney over the last decade cremations averaged 65% of total deaths.

	2005	2010	2016	2026
NSW Population ('000)	6,756	7,233	7,560	8,395
Sydney Population ('000)	3,942	4,256	4536	5,079
NSW Deaths ('000)	44.89	48.0	52.9	58.8
Sydney Deaths ('000)	21.88	23.17	25.8	28.2
Actual and Projected Cremations in Sydney	14,097	14673	16,770	18,330
Actual and projected Burials in Sydney	7,787	8,493	9,030	9,870

As demonstrated in the table above<sup>5</sup>, the total number of deaths in Sydney actually fell between 2004 and 2009 despite an increase in population. However, it is assumed in this plan that mortality rates will remain at the current level for the foreseeable future and that the total number of deaths in Sydney will increase as Sydney’s population increases. If it is further assumed that the ratio of cremations to burials in Sydney will be approximately 65%/35%, the number of grave sites required in Sydney per annum will rise from 9,030 to 9,870 between the years 2016 and 2026 based on current population projections.

The level of activity within trusts areas changes each year and a high annual variability is likely to continue over the next decade as social and cultural patterns in Sydney continue to change. The share of burials at Rookwood by individual denominational Trusts over the last decade is illustrated in Figure 7.

Figure 7 Burials by Denominational Trusts – 2001 – 2010





## Issues for the strategy and plan

### Estimating supply

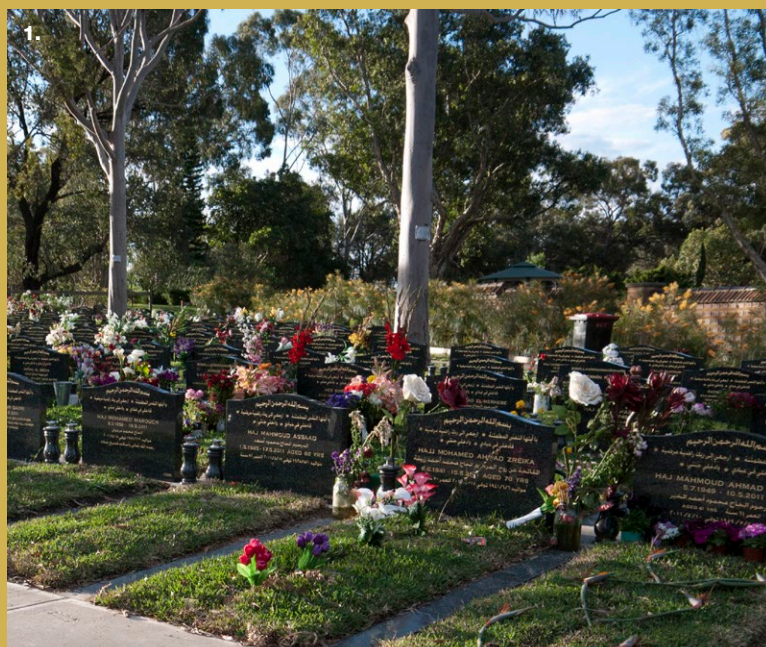
The available projections suggest that for next decade if the Rookwood Necropolis continues to contribute its existing share of Sydney's demand, the number of interments will need to increase by 600 to 700 interments per annum above current levels.

Data on the supply of current and potential burial places is not readily available for the whole of Rookwood or for the areas of each denominational Trust. Most of the recently dissolved Trusts had a supply of unused or underutilised burial places. However, from discussions with each of these, with the exception of the Muslim Trust, there was sufficient capacity within each Trust area, with the exception of the Muslim Trust, to allow operations at or above recent levels of activity to 2016 and most likely to 2026.

There is a substantial area in the southern area of the Necropolis (called lot 10) to accommodate various burials. Elsewhere an increasing proportion of burial activity will be geared to infilling existing areas.

Issue	Strategic Direction
Accurate estimation of demand for burial places	Adopt sustainable management practices
Accurate estimation of supply of burial places	Adopt sustainable management practices

“A central issue for the long-term management of the Rookwood Necropolis is the demand for burial places and the ability to meet this demand.”



1. MUSLIM SECTION

2. CATHOLIC SECTION

3. JEWISH SECTION



# Financial sustainability

## Challenges

- 1. Meet operational costs for the cemetery from the cemetery’s own resources
- 2. Build reserves to meet long term maintenance
- 3. Develop policies to ensure long term use as a working cemetery

## Description

At the most basic level financial sustainability simply means the capacity to meet operational costs for the cemetery from its own resources, either recurrent revenue or reserves. To achieve sustainability reserves need to be set aside to cover the costs of maintenance over the long term. An accurate estimate of the reserves required will require explicit assumptions regarding the level of future usage, the type of maintenance to be carried out and the level of investment returns. Even when completed with a high degree of financial sophistication such estimates are subject to a significant degree of uncertainty due to the long time frames involved. It could be expected that as the time to practical capacity of the cemetery approaches the estimates will be refined.

Some Trusts operating at Rookwood have completed this exercise and used the results to inform pricing and operational policies. Those that have not considered the issue in any depth have now effectively been incorporated into the Rookwood General Cemeteries Reserve Trust, a body that will be in a position to apply a consistent approach to both estimation and standard accounting measurement rules.

An alternative approach to long term sustainability would involve the development of operational policies which would

ensure Rookwood’s long term use as a working cemetery. This latter approach is favoured in the new Plan of Management and it will therefore be important to establish appropriate opportunity cost measurements to aid resource allocation. For instance under this sustainable operations model some assets or some parcels of land may have alternate uses which are much more valuable in the long term than use as grave sites.

A key part of the financial reporting system will require information on land classification. Unlike many Crown reserve Trusts which use land on an ongoing basis as part of their service delivery function, cemeteries allocate land for burial and this precludes its use for other purposes, at least in the short term. It is therefore appropriate for some value to be placed on land which reflects the different stages of usage. All land in a cemetery can be placed into one of four categories:

- ~ **Undeveloped land** – to be developed for future burial usage
- ~ **Interment land** – developed and available for burials or memorials
- ~ **Allocated land** – Interment land which has been sold
- ~ **Infrastructure land** – required to support cemetery operations but unavailable for interment.

Separate valuation rules will be required for the different categories, as well as accounting rules for the transfer of land between different categories if the intended usage of the land changes. The recommended approach is to define the land categories together with a general approach to valuation, and then to compare these with the relevant accounting standards.

For all categories of land, appropriate accounting standards can be developed and applied in a consistent manner. These accounting rules will not of themselves lead to optimum decision making. However they will ensure that land allocation decisions in all areas are based on



similar financial criteria and will allow the sustainable development of the Necropolis to be facilitated, together with the necessary monitoring of financial management by all Trusts operating at Rookwood.

Stage one of this process is to specify a coherent set of accounting standards which will be universally applied. Normal commercial accounting standards are believed to be appropriate for this purpose and in the Australian context an interlinked series of statements are accepted as the starting point for the development of all accounting standards. These are formulated as 'Statements of Accounting Concepts' and standards derived from these concepts are formulated and issued by the Australian Accounting Standards Board which is a Commonwealth agency. They acquire legal status through the Companies legislation, but also provide guidance on reporting issues for other entities, including governments and not for profit entities.

Statement of Accounting Concept, SAC3 – 'Qualitative Characteristics of Financial Information' sets out four desirable characteristics of all financial information

- ~ relevance
- ~ reliability
- ~ comparability
- ~ understandability.

The reporting framework covered by these concepts and the standards derived from them is restricted to general purpose financial reporting as it is considered that special reports such as cash flow and security reports which may be required by bankers can be obtained as required.

In the case of the Rookwood Trusts the Government as the major stakeholder would have the power to demand reports in whatever format they choose, but it is considered that an approach following conventional accounting standards has the advantage of consistency and of providing relevant information to other stakeholders.

Given the potential range of interests there are clear efficiency arguments for developing a set of general purpose financial reports which have the capacity to satisfy most needs. The first step in such a development will be to review accounting standards which apply to other organisations and assess their relevance to the Trusts at

Rookwood. A description of the main standards applying is contained on the documentation supporting this plan. The only variation or expansion of the normal standards necessary is a more detailed set of rules for land classification. It will also be necessary for all accounts to be audited to ensure compliance with the agreed set of standards.



*Dixon Memorial – old Independent section*



## Issues for the strategy and plan

### Concepts of financial sustainability

There are a number of potential areas of conflict between the various concepts of sustainability, the most common of which could be:

- ~ Some cultural practices have a demand for larger grave sites, and are prepared to pay extra for these. However, even if this maximises revenue per unit of allocated land, it decreases long term usage of the cemetery.
- ~ Pre sale of grave sites may be financially advantageous if the returns on invested funds are greater than the expected increase in grave prices. However it decreases operational flexibility and may make it harder to implement cemetery renewal plans if burials in a specific area take place over a longer time frame.

### Value conflicts

Single use of grave sites are strongly preferred by some groups, potentially cutting the available burial options in those sections by half. This raises the question of whether a financial premium should be placed on single graves sites.

Land allocated to heritage and environmental uses may not be available for burials. Some restrictions are legislatively mandated but others will need to be resolved by cemetery management, through the adoption of Management Units.

### Common costs

Common costs such as the major road network, perimeter security and main drainage networks at present are funded by a levy on Trusts which is based on the number of services performed. As the level of activity decreases it will be necessary to develop some other funding mechanism to ensure that common maintenance costs may be met in an equitable manner.

“ If Rookwood is seen as a sustainable resource for the disposition of the dead and also for other conservation values and social values it is clear that some compromises will be necessary.”

### Financial policies

The current Plan of Management cannot cover all aspects of sustainability or all details of financial management. It can however specify the accounting standards and pricing policies in general terms. Other policies relating to issues such as grave sizes, multiple burials, cemetery redevelopment and renewable tenure will need to be incorporated into the ongoing financial plans for each Trust operating at Rookwood.

As a starting point it will be necessary for grave prices to be set at a level which will cover:

- ~ the value of the land used
- ~ direct development costs
- ~ contribution to associated infrastructure
- ~ reserves for perpetual maintenance.

The way forward in the resolution of these issues should be determined by reference to the Vision statement. If Rookwood is seen as a sustainable resource for the disposition of the dead and also for other conservation values and social values it is clear that some compromises will be necessary. In this context the central role of the finance system will be to accurately measure the financial impact of these compromises on differing values.

Issue	Strategic direction
Ensure financial or operational sustainability	Adopt sustainable management practices
Resolve value conflicts by specifying core values for different Management Units	Adopt sustainable management practices
Meet common costs by allocating to Trusts on basis of area used	Adopt sustainable management practices
Set grave prices to cover both short and long term costs	Adopt sustainable management practices



# Sustainable burial practices

## Challenges

1. Introduction of sustainable burial practices across the cemetery
2. Introduction of a uniform system of burial licences
3. Pricing of burial licences to reflect sustainability principles
4. Scoping opportunities to create new interment sites in existing space and to introduce renewable interment rights.

## Description

### Legislative framework

A sustainable cemetery is one that uses and reuses its finite land resources efficiently to ensure the availability of land for burials over many centuries.

Interments can be below ground (eg in a grave) or above ground (eg in a vault, crypt or mausoleum). At Rookwood there are many opportunities for additional above ground interments and the placement of ashes. Opportunities for below ground interments, however, are far more constrained – the area of Rookwood is finite and areas within the cemetery need to be maintained for conservation as a historic site or for environmental conservation purposes. Accordingly, sustainable burial practices are mainly concerned with the use of land in cemeteries for the use and reuse of grave sites.

In 2011 the Government amended the Crown Lands (General Reserves) By-Laws 2006 to reform existing policy to make Crown cemeteries become more sustainable. These reforms are now carried forward into the Cemeteries and Crematoria Act. Some of the key reforms include:

- ~ Allowing cemetery Trusts the discretion to determine ownership of burial rights where there is uncertainty
- ~ Restrict the sale of burial rights within a single Crown Reserve to two plots per person
- ~ Reduce the minimum period required before unused burial rights can be revoked from 60 to 50 years.

The introduction of renewable tenure - termed renewable interment rights in the Cemeteries and Crematoria Act - was also considered in NSW through the work of the Crown Cemeteries Advisory Committee. Trusts within Rookwood whose faith allows, showed support renewable interment rights because they believed it will facilitate long term sustainability.



*The Priests' burial Catholic No.1*

## Issues for the strategy and plan

### Sustainable burial practices

The term ‘sustainable burial practices’ can be considered as a spectrum of burial activities. The following approach which builds on the Government’s recent reforms illustrates one approach to understand this concept. In this Plan of Management each Trust is encouraged to adopt as many elements of the concept as possible to make their portions sustainable.

It should be noted that all of the approaches identified in Figure 8 are lawful under the current legislation for Crown cemeteries. The correct pricing of the land will also be important in achieving financial sustainability. In addition, the implications of the practice of selling burial licences on ‘demand needs’, particularly in relation to sustainability, needs to be carefully assessed by Trusts. This practice passes control of graves sites to a third party and imposes contingent liabilities which are extremely difficult to quantify.

Opportunity for ‘natural’ burials may be explored to provide additional choice and multiple uses of vegetated sites within the cemetery.

### Burial licences

Properly constructed burial licences are essential to ensure the efficient operation of the cemetery and to provide consumer protection and certainty to the public.

Cemetery Trusts also have the freedom to create new burial licences to meet particular needs – for example to address specific management issues involved in the upkeep of vaults and crypts or to limit the term of the burial licence and define their terms. Some of the sustainable burial practices, particularly the re-use of existing graves, may require changes to existing enterprise agreements and new forms of burial licences.

### Pricing of burial licences

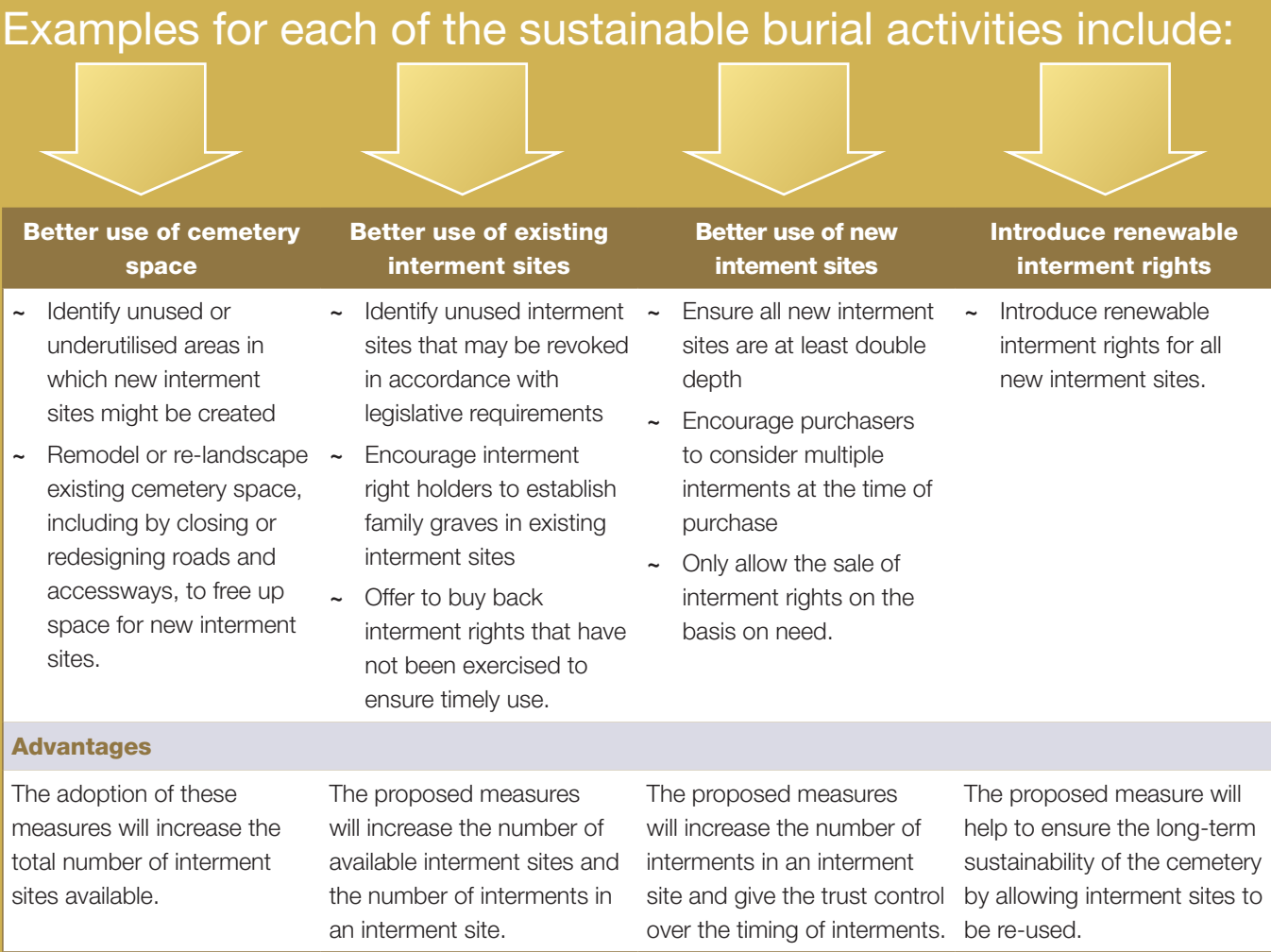
An associated issue to sustainable burial practices is the affordability of burial licences. New forms of burial licences including the introduction of limited and renewable tenure will reduce the ongoing cost of interment through increasing the supply and availability of burial licences. The timeline for planning renewable tenure of a given grave is necessarily at least 25 years from the date of

the last interment in the grave. In the introductory phase there are practical and emotional problems in cemetery renewal that need to be carefully addressed. These problems will be much less in greenfield situations, so it would be perverse to continue the use of traditional burial licence in areas most amenable to new forms of tenure. The reuse of graves will continue to be harder in older areas than in those pre-planned for limited tenure. Even with an immediate transition, various sections of Rookwood may run out of space before the maturation of the first renewable tenures. However, this Plan of Management does not rely on the introduction of renewable tenure to meet anticipated levels of demand over the coming decade.

Issue	Strategic Direction
Prepare renewal schemes	Adopt sustainable burial practices
Adopt sustainable burial licences	Adopt sustainable burial practices
Align pricing of burial licences with underlying entitlements	Adopt sustainable burial practices



Figure 8 Common types of sustainable burial activity



# Ecological and environmental issues

## Challenges

- 1. Balance between threatened species conservation and land allocation for burial
- 2. Management of groundwater and drainage to protect ecological values and areas beyond Rookwood
- 3. Sustainable use of materials, reduced emissions and waste management
- 4. Consistency in approach to development at Rookwood – sustainability of the cemetery
- 5. Retaining and improving the amenity, landscape character and maintenance of Rookwood
- 6. Improving wildlife corridors and connectivity of landscape

## Description

### Balance threatened species conservation – burial land allocation

With diminishing land resources at Rookwood, the need for burial space, and the requirement to protect ecological communities, conflicts arise in determining the most appropriate uses for the land that is available. The Property Management Plan has provided certainty for some of the threatened species areas identified within Rookwood, whilst identifying burial areas. Ongoing regeneration and maintenance of vegetation within burial areas, including weed management, pest and rubbish control, also increases the green spaces in Rookwood and is important in biodiversity, provision of shade and amenity. Allocation of funds and adequate resources to maintain these areas is required for the timeframe of the plan, with these being complimentary to the prime purpose of disposition of the dead.

### Management of groundwater and drainage

Runoff from Rookwood reaches the Cooks River, Powells Creek and Haslam Creek catchments requiring responsible management of drainage and groundwater outside the cemetery. Management of groundwater and drainage is also important in the biodiversity of the landscape and protection of ecological values. Nutrient laden runoff leads to weed

“Balancing the burial needs at Rookwood whilst conserving heritage, vegetation and ecological values will require a sound management regime.”

growth and undesirable vegetation. Many improvements have already been achieved. Continued implementation of stormwater improvements, ecological initiatives in reducing nutrient levels (water sensitive urban design), retention and detention, and reducing concentrated water flows will assist in achieving ongoing responsible stormwater management.

### Sustainable use of materials and energy, reduced emissions and waste management

Energy use at Rookwood is higher in the crematoriums and mausoleums, whilst emissions are concentrated in the crematoriums and vehicular use. Water use is limited at Rookwood as few areas are irrigated and few areas require large amounts of water. The major waste comprises soil resulting from excess bulk from grave digging. Rookwood endeavours to use this fill on site to reduce truck movements and disposal requirements off site. A whole of Rookwood approach to environmental sustainability will assist in responsible management of all of these resources.



## Issues for the strategy and plan

### Consistency in development and sustainability of the cemetery

It is paramount that Rookwood continue to provide burial if it is to remain sustainable. Balancing the burial needs at Rookwood whilst conserving heritage, vegetation and ecological values will require a sound management regime. Guidelines to assist in sustainability would benefit Rookwood overall and ensure that each Trust approaches renewal schemes and infill whilst conserving the environment and ecology.

### Preparation of an Environmental Management Plan

The preparation of an Environmental Management Plan for Rookwood will assist in a consistent approach to sustainable uses of resources and protection of the environment in a way that also addresses the challenges created by climate change. This plan will include; sustainable energy technologies, water efficiencies in use and harvesting, waste management, recycling and minimisation of CO<sub>2</sub> emissions, thereby reducing Rookwood's carbon footprint.

### Retaining and improving the amenity/ landscape character and maintenance

The approach to the retention/rehabilitation of vegetation, as well as landscape works at Rookwood, varies across Trust boundaries. Whilst improving the ongoing tree planting program, street tree and road hierarchy implementation will assist in improving the landscape character at Rookwood, the longevity of this program is not assured.

Committing resources to this important amenity issue, sometimes considered secondary to provision of burial space, will ensure that Rookwood remains a sought after place for burial and will improve its profile.

### Improving wildlife corridors and connectivity of the landscape

Whilst the threatened species areas have been protected and street tree planting is continuing, the landscape/ tree corridors can be isolated and lack connectivity. In preparing this plan the recommendation to prepare an updated Landscape Master Plan to complement the management of threatened species will provide focus on the continued establishment of the landscape corridors along the canals, streets, boundaries and buried areas (where possible). This will provide for wildlife movement across Rookwood, between larger vegetation areas and areas beyond Rookwood.

Issue	Strategic direction
Balance threatened species conservation – burial land allocation	Protect Rookwood's heritage and conserve its environment
Manage groundwater and drainage	Protect Rookwood's heritage and conserve its environment
Adopt strategies identified in the Environmental Management Plan including- sustainable use of materials/ energy, reduced emissions and waste management	Adopt sustainable management practices
Prepare an Environmental Management Plan	Protect Rookwood's heritage and conserve its environment
Ensure consistency in sustainability of the Cemetery	Adopt sustainable management practices
Improve amenity/landscape character and maintenance	Protect Rookwood's heritage and conserve its environment
Improve wildlife corridors and connectivity of the landscape	Protect Rookwood's heritage and conserve its environment

# Heritage and cultural landscape

## Challenges

1. Balance between Rookwood's future land use and heritage conservation
2. Cost of maintaining Rookwood's heritage
3. Understanding what is significant – Provisions of the Heritage Act
4. Cultural landscape and visual significance are often not readily apparent

## Description

### Balance between Rookwood's future land use and heritage conservation

The process of maintaining the most efficient use of land can compromise the conservation of heritage.

### Cost of maintaining Rookwood's heritage

Maintenance of Rookwood's heritage can be seen as non income producing. However the benefits in maintaining and interpreting the significant heritage resources are complimentary to the prime purpose and assist in promotion of Rookwood as a preferred location for burial/cremation.

### Understanding what is significant- Provisions of the Heritage Act 1977

Working in a heritage environment can be challenging, particularly at Rookwood where excavation and ground disturbance is part of daily practice. The Act is designed to protect known heritage items of State significance, and also heritage items that may not be immediately obvious, for instance potential archaeological remains. Understanding what is significant, the requirements under the Act, as well as the approved exemptions of the Act all contribute to successful management of heritage.

### Cultural landscape and visual significance are often not readily apparent

It is often only when significant heritage items, views, trees or landscape character are lost that they are recognised and appreciated. These factors are often experienced in a subtle, sub-conscious manner. By identifying the significance of these items in advance, planning can proceed on an informed basis.



*Fireman George Alchin, old Independent section*



*General Cemetery showing Quong Sin Tong Monument, Bee Miles grave in foreground*



## Issues for the strategy and plan

### Inventory of significance

The inventory of Rookwood's significant items of heritage will require updating, maintenance and incorporation into management plans to assist in the management of heritage and potential renewal. Recording all ongoing works within a centralised inventory will assist in the protection of these important items.

### Consistency in heritage conservation

Each Trust's resource allocation for maintenance of the heritage within their allocated portions varies. Not all Trusts have established a heritage conservation plan and undertake conservation work on a regular basis. The new simplified management structure will work to establish procedures for heritage conservation, funding strategies and maintenance of the inventories to ensure these initiatives are recorded.

### Management Units – a consistent approach across Rookwood

Protection of view corridors, interpretation of historic circulation routes, landscape design and interpretation of heritage are some of the items that can be recognised and implemented within each Management Unit. Guidelines for these elements will ensure consistency across Rookwood and reduce the variation in approach. This plan offers a process for attaining consistency and, if achieved, will result in a 'whole of Rookwood' outcome. Using the Management Units as the basis for this has been recommended as the best management approach.

“It is often only when significant heritage items, views, trees or landscape character are lost that they are recognised and appreciated.”



*Memorial in the Independent section*

Issue	Strategic direction
Balance Rookwood's future land use with heritage conservation	Protect Rookwood's heritage and conserve its environment
Provide for maintenance of Rookwood's heritage	Raise the profile of Rookwood
Protect cultural landscape and visual significance	Protect Rookwood's heritage and conserve its environment
Establish an Inventory of Significance	Protect Rookwood's heritage and conserve its environment
Adopt consistency in heritage conservation	Adopt sustainable management practices
Apply Management Units – a consistent approach across Rookwood	Protect Rookwood's heritage and conserve its environment Raise the profile of Rookwood

# Infrastructure

## Challenges

1. Maintenance of existing cemetery infrastructure
2. Introduction of new technologies to support and improve cemetery wide operations
3. Improving the visual appeal of cemetery through consistent approach to landscaping and signage



*Jewish Trust conservation*

## Description

### Primary Infrastructure

Even though the Rookwood Necropolis is a city of the dead it relies on key infrastructure and services for its operation. Under the Ministerial Directions the RNT is responsible for the provision and maintenance of all common infrastructures across the cemetery.

Major service utilities provide electricity, water and sewerage, rubbish disposal and communications to the cemetery. Each Trust is responsible for connection to and payment for its use of these services.

The key infrastructure at Rookwood for which the RNT is responsible includes:

- ~ Boundary fencing, gates and security
- ~ Stormwater Drainage – the heritage system of canals
- ~ Certain parts of the primary and secondary road system including some bridges
- ~ Landscaping of common areas and unallocated lands
- ~ Management of the threatened species lands – Vegetation Conservation Areas
- ~ Signage.

“Even though the Rookwood Necropolis is a City of the Dead it relies on key infrastructure and services for its operation.”

The Trusts are responsible for the infrastructure within their respective portions of the cemetery including:

- ~ Operational buildings
- ~ Tertiary and lower order roads
- ~ Pathways
- ~ Stormwater drainage
- ~ Reticulation of water and sewerage
- ~ The provision of amenities – toilets, shelters and furniture
- ~ Landscaping and protection of significant trees
- ~ Local signage
- ~ Work compounds.

The condition and useful life of the key infrastructure needs to be monitored and assessed on an annual basis. Emerging technologies to improve the environmental sustainable of the cemetery also need to be assessed and if appropriate introduced.



## Issues for the strategy and plan

### Fencing, Gates and Security

The boundary of the Necropolis is approximately 7.2 km and of this boundary 2.2km has direct frontage to a public road. Perimeter security fencing must be maintained to minimise illegal waste dumping, vandalism and antisocial behaviour.

Access to the Necropolis is controlled by two entrance gates at Weeroona Road and East Street on the eastern and western boundaries respectively. These gates open and close at 6 am to 7pm (April-September), and 6am-9pm (Oct-March) 365 days a year, and at other times as required to cater for special events.

Security to and within the cemetery is provided by a private contractor. Individual Trusts also engage the services of private security firms and there is scope to reduce the cost of security by adopting a common approach.

### Stormwater Drainage

The Necropolis covers the headwaters of three separate catchments. Although parts of the Necropolis are elevated much of the land is low lying and poorly drained. Prior to the creation of the Joint Committee much of the cemetery drainage was undertaken by the denominational Trusts. Their legacy is a drainage system of variable age and condition.

The condition of the canals, ponds and bridges and selected drains within the Necropolis has been examined in detail<sup>6</sup> and this

has revealed that some of the canals are in urgent need of repair.

### Landscaping

Each Trust is responsible for the management of landscaping in their portions of the cemetery. The RNT has particular responsibility for the maintenance with the Trust portions of the road verges, boundary landscaping and the setback areas to the stormwater canals.

A Landscape Master Plan is required which establishes the planting and maintenance regime for road verges, the setbacks to the primary and secondary canals and drains, boundary planting and unallocated areas. Policies to ensure a consistent approach to landscape maintenance within the framework provided by the Management Units will be essential. Integrated in the plan should be provision of street furniture and public amenities.

### Signage

A coherent system of signage throughout the cemetery is an essential requirement to provide directional and location guidance. At present the signage system of the Necropolis is of variable quality. The signage used throughout the Necropolis system needs to be reviewed and updated as part of the preparation of the Landscape Master Plan to ensure consistency, legibility and completeness.

### New Technologies

The RNT has a key role in encouraging and facilitating the introduction of new technology on a cemetery wide basis. There are significant opportunities for initiatives by the Trusts. These technologies also apply to environmental issues. Some suggested initiatives to be examined are:

- ~ Crematoriums to examine co-generation technology to minimise CO<sub>2</sub> emissions and create energy efficiencies through exhaust heat recirculation
- ~ Group wide tendering to improve procurement of utility and other services
- ~ Strategies to improve water harvesting and water consumption
- ~ Strategies to improve waste management – especially soil and green waste
- ~ Adoption of sustainable energy technologies
- ~ Compatible technologies to be adopted across trusts to promote interoperability
- ~ Review mobile communications network across cemetery
- ~ Introduce smart information technologies, for example virtual reality application
- ~ Ensure resources are shared amongst Trusts to add to centralised information storage.

### Roads

The original road system in the northern section of the Necropolis was constructed by the Department of Public Works in the 1860s although the current road system was constructed from the mid 1930s by unemployed labour.

The road hierarchy defined in the previous Plan of Management, which was based on a three tier road network, is proposed to be revised<sup>7</sup> as described in the following table.

### Disability Discrimination Act (DDA) Compliance

Design for people with a disability is required in accessible areas at Rookwood, particularly public buildings, amenities and pedestrian access paths. These facilities need to be audited and updated throughout Rookwood.

Proposed road hierarchy		
Primary Roads	Secondary Roads	Tertiary Roads
Necropolis Drive	Therry Street	Haslem Drive North
Memorial Avenue	Oliver Avenue	Gilroy Avenue
Weekes Avenue	Part Haslem Drive	Tenison Woods Drive
Cohen Avenue	William Drive	Freeman Street
Necropolis Circuit	Phillips Street	Clancy Street
Farrar Avenue (part)	Field Avenue	Manning Place
Necropolis Circuit	Blashki Avenue	Van Vorst Drive
Paton Street	Farrar Avenue	Penola Street
	Barnet Avenue	Various un-named roads
	Hawthorne Avenue	
	Haslem Drive	
	Sheey Avenue	
	Courtney Avenue	
	Carpenter Avenue	
	Whelan Avenue	

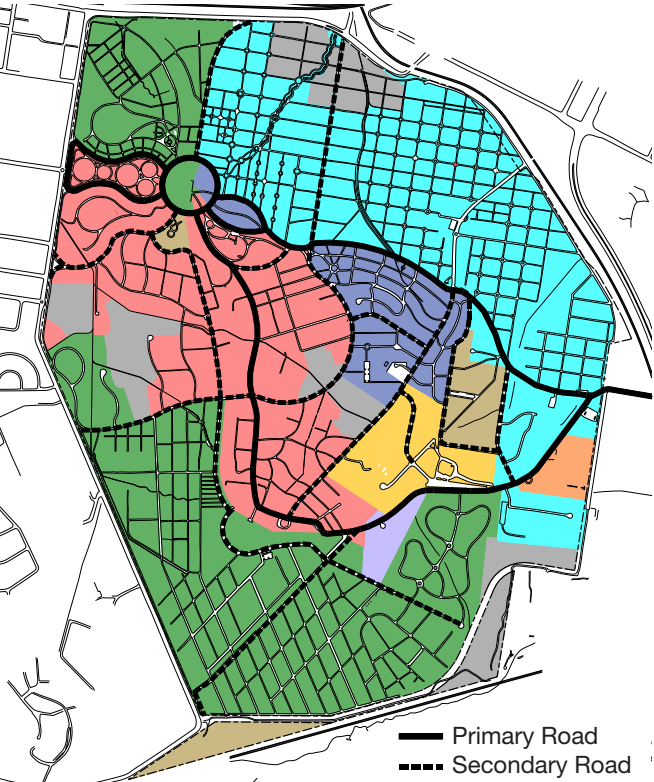
The Necropolis contains over 9 km of primary roads that connect the cemetery to its main entry and exit points and provide access to key sections of the Necropolis. The current landscape master plan for the cemetery which has only been implemented in part provides a consistent approach to the landscaping of the verges to the primary roads.

The secondary roads provide access to key sections of the cemetery or often act as boundaries between denominational trust areas.

The tertiary roads provide access to different ends of large cemetery sections – some of which do not provide all weather access.

A detailed study of the current road condition and the priorities for future maintenance of the road hierarchy is required and will be completed as part of this Plan.

Figure 10 Existing road hierarchy



Issue	Strategic Direction
Maintain existing security infrastructure	Adopt sustainable management practices
Maintain and improve stormwater drainage network	Protect Rookwood's heritage and conserve its environment
Maintain and improve road hierarchy	Adopt sustainable management practices
Update the Landscape Master Plan	Protect Rookwood's heritage and conserve its environment
Adopt a Signage policy	Raise profile of Rookwood
Incorporate new technologies where appropriate	Adopt sustainable management practices



# Governance and communication

## Challenges

1. Consistency of management practices across the Necropolis
2. Cooperation between operating entities
3. Raising the profile of Rookwood across the Sydney region

## Description

### Consistency

The idea of consistency in Rookwood is contentious because by its nature it is a place of diversity. However, in the context of governance, there are obvious areas where through co-operation its management bodies will be better able to support the Vision of managing Rookwood as an 'attractive and sustainable resource for the people of Sydney'. These include many elements described elsewhere in the plan – financial reporting, burial practices, maintenance regimes and resource sharing, for example.

### Cooperation and agreement

Despite the simplified management structure, it is inevitable that on occasion there will be difficulty in reaching consensus about some matters. Most would agree that in the past there have been times when this has occurred. While disagreements may occur in the course of business, this plan recommends a communication protocol be developed to guide communication and address disagreements at the earliest possible time.

“The platform for achieving consistency is in cross-organisational communication and co-operation.”

### Raising profile

In 2009 the Chief Executive of Land and Property Management Authority made two points about the profile of Rookwood. First, the higher the profile of Rookwood the better able it would be to 'compete for resources [and] the interest of the public and public officials'. Second, he noted that promotion was largely left to the Trusts whose responsibilities are necessarily to the needs of those they serve, not the broader public. He concluded that the plan of management should 'look at how Rookwood as a whole sees itself and how it represents itself to the rest of the world'.

Since this was written a whole-of-Rookwood website has been developed.

## Issues for the strategy and plan

### Consistency

The platform for achieving consistency is in cross-organisational communication and co-operation. The formal structures that provide for this are the RNT and the Rookwood Common Property Management Committee established under the Memorandum of Understanding between the Catholic Metropolitan Cemeteries Trust and the Rookwood General Cemeteries Reserve Trust. These forums will require a clear statement of purpose, an annual plan and adequate resources in order to increase whole of Rookwood service levels and deliver efficiencies for its constituent bodies.

### Cooperation – Agreement

There needs to be agreed protocols established for when there are disagreements between Trusts that intervene prior to Ministerial and other external representations being made.

### Cooperation – Knowledge management

Each of Rookwood’s management organisations has its own website, databases and archives. An outsider can understandably have trouble navigating these diverse sources of information. However, the history of the place is such that in the short term there is little opportunity to centralise this knowledge. Trusts are understandably reluctant to ‘outsource’ their records to third parties over which they have little control.

However, there is a clear opportunity to work cooperatively when planning new initiatives. This could both prevent the type of duplication that has occurred with websites, and

encourage the adoption compatible platforms for data storage and retrieval.

While this plan offers a process for addressing promotion, rather than specific (and unilateral) ideas, it is clear that, for example, social media and Web 2.0 technologies offer opportunities to develop applications that will open up Rookwood to new audiences in new ways. In another example, each organisation will increasingly need to store their archives digitally. A common centralised archival system could maintain a degree of independence, but would be more cost effective than each organisation running its own project.

### Raising profile – Resources for conservation and promotion

In the past 30 years a voluntary group, the Friends of Rookwood (FoR), has dedicated itself to the following aim: ‘to promote the interests of Rookwood Necropolis, raise public awareness of the social, cultural and historical aspects of Rookwood Necropolis and ... to raise funds and provide financial assistance for special projects within the Rookwood Necropolis’. In pursuit of this goal they have raised over \$250,000 for conservation work, and in doing so have had the practical support of many of the Trusts within the Necropolis. The

FoR could be seen as an exemplar of a whole-of Rookwood approach.

In preparing this plan, the FoR has expressed concern about its long term future. The number of active volunteers has diminished to approximately six, and the average age of volunteers is high.

No employee in the RNT has specific responsibility for promotion, and given this view from FoR, one of the challenges in the next ten years is to attract the people and skills to achieve a whole-of-Rookwood approach to promotion. A dedicated promotional/marketing position could assist with this.

### Passive recreation, education, cultural celebration

A number of Trusts have linkages to schools, and the FoR conducts many tours during the year and organises an annual open day. However Rookwood does not have the vibrancy of many international cemeteries which have become centres of religious celebration, festivals and arts events. With proximity to road and rail access, Rookwood clearly has untapped potential as a centre for activities that do not conflict with its primary purpose, but that offer a greater range of services to the people of Sydney. Again, a dedicated promotional/marketing position could assist with this.

Issue	Strategic direction
Adopt consistency in governance	Strengthen management through collaboration
Ensure cooperation – agreement and knowledge management	Strengthen management through collaboration
Promote conservation, recreation, education and cultural celebration	Raise the profile of Rookwood



# Management Unit policies

**Figure 9** Management Unit boundaries

In this plan the Management Units form the basis for implementing the Vision at Rookwood, following agreement in principle from all of the Trusts. The challenges, identified in this section have raised issues of infrastructure, demand and supply, burial practices, ecology and environment, heritage, financial sustainability, governance and communication. The Management Units provide a framework in which these issues can be addressed.

For each Management Unit the Trusts will need to build on the Principles and Guidelines specific to their Unit, as well as maintain an awareness of the policies that apply across their units. These policies will be sensitive to denominational requirements, particularly where renewable tenure is being considered.

The key management priority within each Management Unit identifies the core priority as cemetery, crematorium or conservation as an historic site. Where any vegetation conservation areas are located within the Management Unit these are also identified.



Management Unit Boundaries

**Management Unit 1 Wesleyan No. 1**

**Description** State Heritage Register- Listed area. One of the most intact areas with the SHR- intimate in scale, circular parterres and gardens, vaults, and trees. Highly articulated with interpretation of the historic layers available. Design accredited to Charles Moore.

**Desired Future Character** Heritage landscape pattern- brick edges, gardens, trees, vaults, entire Victorian design maintained and interpreted. Visual connection with Mortuary Station site reinforced.

**Key Management Priority** **Conservation as an historic site** and interpretation.

**Management Unit 2 Catholic No. 1**

**Description** State Heritage Register- Listed area. First burial 1867. Alignment of railway spur is visible. Vaults reduce interpretation potential. Landmarks include St Michael the Archangel chapel, some Devonshire St monuments relocated here, Large Bunya, Hoop pines, trees and palms define circulation route.

**Desired Future Character** Trees and circulation avenues defined and maintained, Serpentine protected, Railway spur interpreted, Views to Mortuary Station site reinforced.

**Key Management Priority** **Heritage conservation** and interpretation, Possible burial in areas to be identified whilst not compromising heritage conservation  
**Some cemetery purposes** – may be possible without compromising the area.

**Management Unit 3 Anglican No. 1**

**Description** State Heritage Register- Listed area. First burial 1868. Monuments from Old Sydney Burial ground, George St, relocated here. Strong grid arrangement of circulation paths and trees. Grid layout attributed to Pearce, articulated, ornamental design. Serpentine Victorian gardens provided pleasure ground character to cemetery. Large mature stone, hoop, bunya pines, cedars of Lebanon, palms. Botanic Garden style of planting recommended by JH Maiden. Includes Vegetation Conservation Area.

**Desired Future Character** Heritage landscape pattern- brick edges, circular gardens, fountains, statuary, monuments, vaults, maintained. Tree planting maintained and reinforced.

**Key Management Priority** **Conservation as an historic site.**  
**Vegetation Conservation Area** maintained in accordance with PMP.  
**Some cemetery purposes** – in select areas

**Management Unit 4 Anglican**

**Description** Monuments early to late 20<sup>th</sup> Century. Complimentary to Unit 3 with less detail and smaller nodal features, structures. Pines, palms, trees are visible landmarks. Structures on ridgeline at Hawthorn Ave- All Souls Chapel are also landmarks. Includes Vegetation Conservation Area.

**Desired Future Character** Western portion from Canal attributed to JH Maiden to be maintained in its landscape pattern, trees and materials. Grid arrangement retained.

**Key Management Priority** **Cemetery purposes** – burial in areas to be identified, identification of intensification of use, re- use and renewal schemes.  
**Heritage conservation** – Some areas  
**Vegetation Conservation Area** maintained in accordance with PMP.



**Management Unit 5** Anglican

<b>Description</b>	Post 1940-70's burial in modified grid- simpler pattern to Edwardian burials of earlier Anglican areas. Bunya and Hoop pines, Date/Canary Is. palms punctuate the grid. Part is located on Hawthorne Ave ridges with panoramic views to CBD.
<b>Desired Future Character</b>	Views to east retained to CBD, axial pattern of circulation routes defined by palm/pine/tree planting retained and reinforced. Alignment of Railway interpreted.
<b>Key Management Priority</b>	<b>Cemetery purposes</b> – burial in areas to be identified, identification of opportunities to intensify use and/or introduce renewable interment rights.

**Management Unit 6** Anglican Russian/Serbian Orthodox

<b>Description</b>	1940 to post 1950's burial, in grid layout. Russian Orthodox shrine is a focal point.
<b>Desired Future Character</b>	Areas retained to represent social/religious burial of Russian, Serbian Orthodox faith.
<b>Key Management Priority</b>	<b>Cemetery purposes</b> – burial in areas to be identified, identification of opportunities to intensify use and/or introduce renewable interment rights.

**Management Unit 7** Mortuary Station No. 1 site

<b>Description</b>	State Heritage Register – Listed area. Central focus of Victorian cemetery layout attributed to Charles Moore. Mortuary Station No. 1 completed in 1869-James Barnet Architect. Area includes lawn burial, columbarium, Jewish Martyrs Memorial. Prominent high point located on spur ridge, views afforded to and beyond the site.
<b>Desired Future Character</b>	Heritage significance of this focal point respected in complimentary burial treatment. Current disjointed layout integrated better to reflect heritage significance.
<b>Key Management Priority</b>	<b>Conservation as an historic site.</b> <b>Some cemetery purposes</b> – may be possible without compromising the area.

**Management Unit 8** Presbyterian No. 1

<b>Description</b>	State Heritage Register – Listed area. Intact layout of circular and intricate burial pattern, vaults and heritage monuments. Frazer vault provides impressive focal point.
<b>Desired Future Character</b>	Original landscape pattern of circular brick kerbs, gutters, cross patterns and tree planting retained.
<b>Key Management Priority</b>	<b>Conservation as an historic site.</b> <b>Some cemetery purposes</b> – may be possible

**Management Unit 8A** General No. 1

<b>Description</b>	Not listed in the SHR, although a No. 1 area. Chinese pavilion- 1877 provides Chinese cultural focal point. Area is sparsely marked with sandstone stelae and open in character.
<b>Desired Future Character</b>	Alignment of the Railway spur identified and interpreted, Chinese pavilion protected.
<b>Key Management Priority</b>	<b>Conservation as an historic site.</b> <b>Some cemetery purposes</b> – may be possible

**Management Unit 9 Catholic**

<b>Description</b>	Late 19 <sup>th</sup> and 20 <sup>th</sup> Century burials in grid layout defined by tree lined streets. Brushbox, Canary Is. palms and pines define areas with Serpentine canal draining the western slope. Vaults, stelae, slab and desk monuments.
<b>Desired Future Character</b>	Palm/tree planting, significant vegetation retained and reinforced. Brushbox tree avenue on Gilroy Ave, Canary Is. palms on Freeman St protected and progressively reinstated where necessary. Canals protected and defined, axial views along circulation paths retained defining burial areas.
<b>Key Management Priority</b>	<b>Heritage conservation.</b> <b>Cemetery purposes</b> – burial in areas to be identified, identification of opportunities to intensify use and/or introduce renewable interment rights.

**Management Unit 10 Independent**

<b>Description</b>	Late 19 <sup>th</sup> - early 20 <sup>th</sup> Century burials. Parts included elaborate circular patterned layout with vaults as central focal points. Modified grid layout to remainder
<b>Desired Future Character</b>	Protection and conservation of original landscape pattern of one segment in grid – including kerbs, gutters, cross patterns, tree planting and vaults.
<b>Key Management Priority</b>	<b>Heritage conservation</b> to one segment of grid including John Paul Vault and John Dunmore Lang vault. <b>Cemetery purposes</b> – burial in areas to be identified, identification of opportunities to intensify use and/or introduce renewable interment rights.

**Management Unit 11 Independent and Catholic**

<b>Description</b>	Majority of area – 20 <sup>th</sup> Century burials. Low areas and poorly drained around canals, large area allocated to Vegetation Conservation Area in two portions.
<b>Desired Future Character</b>	Protection of Vegetation Conservation Areas. Sensitive burial and renewal in other areas- not fully utilised at present.
<b>Key Management Priority</b>	<b>Cemetery purposes</b> – burial in areas to be identified, identification of opportunities to intensify use and/or introduce renewable interment rights. <b>Vegetation Conservation Area</b> maintained in accordance with PMP.

**Management Unit 12 Jewish and Independent**

<b>Description</b>	State Heritage Register – Listed area. Significant architectural qualities, rich display of monuments, high visibility located on ridgeline and strong connections to Unit 7- Mortuary station site. Jewish area first to be consecrated in Dec. 1866. First burial to entire Rookwood in Feb. 1867.
<b>Desired Future Character</b>	Original landscape pattern of circular brick kerbs, gutters, burial layout and orientation protected. Trees and shrub planting protected and reinforced. Significant as early Jewish burial area and highly articulated layout in both Jewish and Independent. Views are significant.
<b>Key Management Priority</b>	<b>Conservation as an historic site.</b> Visual corridors and views retained.



**Management Unit 13** Independent

<b>Description</b>	A large unit including varied Independent areas – Russian Orthodox, Muslim, Salvation Army, Greek Orthodox, Ukrainian Orthodox. Railway alignment visible in parts with Railway culvert remaining on Barnet Ave. Russian Shrine provides. Landmark on ridge. Vegetation Conservation Area located centrally within valley of this visually enclosed unit.
<b>Desired Future Character</b>	Tree avenue following railway alignment protected and reinforced. Railway alignment interpreted, railway culvert identified, Vegetation Conservation Area protected, burials sensitive to social groupings, quality and views from unifying ridgeline on edges maintained, Russian Shrine maintained as focal point, trees reinforced.
<b>Key Management Priority</b>	<p><b>Cemetery purposes</b> – burial in areas to be identified, identification of opportunities to intensify use and/or introduce renewable interment rights.</p> <p><b>Vegetation Conservation Area</b> maintained in accordance with PMP.</p>

**Management Unit 14** Jewish

<b>Description</b>	Includes the only Jewish Cemetery in use in Sydney pre WW2. Pattern of burial and vegetation reflects distinct periods of design. North-western area- features, layout and monuments of high conservation value.
<b>Desired Future Character</b>	The cultural and historical significance of Area 14A west maintained with possible listing on the SHR. Vegetation protected and reinforced along edges and streets. Complimentary infill/ burial whilst respecting the cultural/religious requirements.
<b>Key Management Priority</b>	<p><b>Cemetery purposes</b></p> <p><b>Heritage Conservation</b></p>

**Management Unit 15** Crematorium

<b>Description</b>	First Cremation in 1925 saw burial's decline at Rookwood. Crematorium tower is a major landmark visible from within and outside Rookwood, reinforced as it is located on the ridgeline. Eastern area includes walled garden complimentary to the Spanish Mission style crematorium. Significant trees are located in enclosed courtyard. Western area of open lawn and tree groupings is less developed.
<b>Desired Future Character</b>	Significant trees retained and reinforced. Walled garden and setting of crematorium Chapel retained.
<b>Key Management Priority</b>	<b>Crematorium purposes</b> – Further utilisation for these purposes is possible with an intensification of use.

**Management Unit 16** Lutheran

<b>Description</b>	Located on the ridge burial from 1890's commenced. Rectilinear enclosed courtyards, defined by trees and hedges. Intimate in scale with garden character. World War 1 memorial is a focal point on the central axial path.
<b>Desired Future Character</b>	Trees and enclosed outdoor rooms retained.
<b>Key Management Priority</b>	<b>Cemetery purposes</b> – burial in areas to be identified, identification of opportunities to intensify use and/or introduce renewable interment rights.

**Management Unit 17 Catholic and Lutheran**

<b>Description</b>	Mortuary Station No. 3 completed in this area in 1897- footings remain. Administrative centre of Catholic Cemetery. Mausoleum, Chapel, crematorium and condolences lounge located on major ridgeline with views south. Lawn burial radiates from 'Crown of Thorns' shrine, a landmark on the ridge.
<b>Desired Future Character</b>	Importance of the visibility of this ridgeline identified- any structure on it is highly visible. Trees reinforced on ridge, views retained. Railway alignment and station footings interpreted.
<b>Key Management Priority</b>	<b>Cemetery purposes</b> – burial in areas to be identified, identification of opportunities to intensify use and/or introduce renewable interment rights. <b>Heritage conservation</b> – Mortuary Station footings and location.

**Management Unit 18 Catholic**

<b>Description</b>	Located south of the main Rookwood ridgeline, includes large variety of 20 <sup>th</sup> Century burials- Croatian, Melkite, Ukrainian, Slovene, Maronite- mostly post 1940's. Large areas of lawn burials with crypts in the south. Brushbox and Canary Is. Date palms line the streets in part. Lewisham Cemetery monuments relocated here.
<b>Desired Future Character</b>	Tree avenues and pattern of circulation retained. Lewisham monuments protected and maintained. Additional tree planting to define and soften areas, and reinforce aging/declining trees. View along Sheehy Ave retained in both directions, as a significant avenue.
<b>Key Management Priority</b>	<b>Cemetery purposes</b> – burial in areas to be identified, identification of opportunities to intensify use and/or introduce renewable interment rights.

**Management Unit 19 Catholic**

<b>Description</b>	Recent 1980's development, with tree avenues lining circular road pattern. Well defined and enclosed by vegetation with central water feature in gully. New pavilion at top of gully provides a focus.
<b>Desired Future Character</b>	Enclosed landscape character retained with tree avenues retained.
<b>Key Management Priority</b>	<b>Cemetery purposes</b> – burial in areas to be identified, identification of opportunities to intensify use and/or introduce renewable interment rights.

**Management Unit 20 Anglican and Jewish**

<b>Description</b>	Mortuary Station No. 4 completed in 1908- no longer present with alignment of railway fully buried in Jewish area. Mostly 20 <sup>th</sup> Century burials with Chinese pavilion as a landmark in the centre. Few trees are present, large area of Chinese monumental burials. Trees along Whelan Avenue are important visual definition. The ridge on Hawthorne Ave is significant with its views to the CBD.
<b>Desired Future Character</b>	Panoramic views from Hawthorne Avenue to CBD retained. Views to Chinese pavilion as a central landmark retained. Additional tree planting on edges and streets to define areas.
<b>Key Management Priority</b>	<b>Cemetery purposes</b> – burial in areas to be identified, identification of opportunities to intensify use and/or introduce renewable interment rights.



**Management Unit 21** Sydney War Cemetery – Garden of Remembrance

<b>Description</b>	Immaculately maintained areas, defined by hedging and enclosed walls. Lawn burial area is uniformly laid out with roses and gardens defining each plot. Niche walls in the Garden of Remembrance. Sandstone loggia is an attractive entry point
<b>Desired Future Character</b>	Large trees defining the area retained and reinforced, character of hedged areas protected.
<b>Key Management Priority</b>	<b>Special cemetery purposes</b> – commemorating eligible veterans whose death can be attributed to operational service.

**Management Unit 22** Anglican and General

<b>Description</b>	Recent burial area dating from 1990's. Includes large monuments with few trees. Vegetation Conservation Area included in the south. Newly released area for burial in south.
<b>Desired Future Character</b>	Character of social/religious group burials identified. Opportunity for additional burials. Tree planting to boundaries reinforced.
<b>Key Management Priority</b>	<b>Cemetery purposes</b> – burial in areas to be identified, identification of opportunities to intensify use and/or introduce renewable interment rights.

**Management Unit 23** Muslim

<b>Description</b>	Dense palm planting within graves identifies area as significant cultural diversity at Rookwood. Burial orientation to Mecca – Muslim office provides orientation point. Views south into Unit from Memorial Ave.
<b>Desired Future Character</b>	Cultural burial practices retained and diversity legible. New lawn burial area complimentary.
<b>Key Management Priority</b>	<b>Cemetery purposes</b>

**Management Unit 24** Lot 10: Anglican and General, Lot 7053

<b>Description</b>	New burial area in Lot 10. Open and requires additional planting to define and soften. Vegetation Conservation Area present in the east with large transmission towers over.
<b>Desired Future Character</b>	Planted boundaries with landscape to define burial areas. Railway boundary treed to screen industrial areas beyond.
<b>Key Management Priority</b>	<b>Cemetery purposes</b> – new burial in Lot 10. <b>Vegetation Conservation Area</b> maintained in accordance with PMP.

One representative Management Unit has been selected to illustrate the Management Unit policies that apply to one representative unit. The complete set of Management Units is included in the Support Documents.

**Reference Documents**

[Management Unit policies – Management Units 1 to 24.](#)  
Chapter V 1993 Rookwood  
POM survey by Dr S Lavelle  
1988

# Example Management Unit profile

## (Unit 1 – Wesleyan No 1)

	Desired future character:	Key management priorities:
<p><b>Description:</b> One of the most intact areas within the SHR – intimate in scale, circular parterres and gardens, vaults, trees- highly articulated with interpretation of historic layers possible.</p>	<p>Heritage landscape pattern – brick edges, gardens, trees, vaults – entire Victorian design maintained and interpreted.</p>	<p><b>SD 1 Adopt Sustainable Management Practices</b></p> <p><b>P12 Identify opportunities for burial and renewable tenure</b> whilst maintaining Rookwood values (heritage, social, visual, vegetation):</p> <p>12.1 The Unit is in SHR and is not generally suitable for renewable tenure.</p> <p><b>SD 2 Protect Rookwood’s heritage and conserve its environment</b></p> <p><b>P1 Maintain Visual Corridors:</b></p> <p>1.1 Maintain the internal foreground views to the circular grassed/ gravel circulation paths.</p> <p>1.2 Maintain visual connection with Unit 7.</p> <p><b>P2 Maintain Historic Circulation Routes including setting and material fabric:</b></p> <p>2.1 Maintain curvilinear paths in scale, materials and landscape character.</p> <p><b>P3 Maintain landscape pattern of areas within State Heritage Register (SHR):</b></p> <p>3.1 Protect historic circulation routes in entire area.</p>



**P4 Maintain landscape design including influences of prominent individuals:**

- 4.1 Maintain the pattern of intact fabric and highly articulated paths and planning of the Charles Moore plan (one of the best examples of this style at Rookwood).

**P5 Maintain heritage monuments, features, landmarks of artistic, creative and technical value including their settings:**

- 5.1 Protect and maintain historic vaults including the landscape planting and setting.
- 5.2 Protect all heritage monuments identified in heritage study- maintain inventory.
- 5.3 Maintain the spatial qualities and landscape context/setting of all vaults and burial areas.
- 5.4 Protect character of the Lidcombe gates, walls, sculpture by Hossein Valamanesh and the landscape setting.

**P6 Interpret significant heritage features and/or heritage items no longer present:**

- 6.1 Strengthen the visual connection with Unit 7, original Mortuary station site.

**P7 Implement and reinforce established street hierarchy- primary, secondary, tertiary.**

- 7.1 Maintain Necropolis Drive, Necropolis Crt and Cohen Ave – primary roads – Rookwood Common Property Management Committee to manage existing tree planting as part of a tree management policy

**P8 Maintain significant trees/ vegetation/ botanical items of rarity- refer Significant Tree Register and threatened species:**

- 8.1 Maintain all trees and replace via an ongoing tree planting program – high priority are trees at high points near Unit
- 8.2 Tree management needs to take account of the Jewish law Halacha that determines where trees are to be planted and maintained.
- 8.3 Maintain all heritage roses.
- 8.4 Review Camphor Laurels within the Unit – damage to monuments. Take remedial action, in accordance with permissible heritage activities if required
- 8.5 Identify and record all significant trees and plantings as part of significant tree register

**P10 Recognise high points and ridgelines: visually prominent areas:**

- 10.1 Consult guidelines for ridgeline if undertaking activities in the high point – connection to Unit 7.

**SD 4 Respect cultural diversity and equitable allocation of resources**

**P11 Maintain representative examples of social/religious group burial practices:**

- 11.1 Retain and protect areas identified in the social mapping study
- 11.2 Not suitable for renewable tenure.







# Strategy and plan

In order to meet the challenges of the next ten years and beyond, five strategic directions are recommended, each of which has been agreed by the bodies that manage Rookwood.

1. Adopt sustainable management practices
2. Protect Rookwood's heritage and conserve its environment
3. Strengthen management through collaboration
4. Respect for cultural diversity and equitable allocation of resources
5. Raise the profile of Rookwood as a resource for the whole of Sydney

All of these have a single goal captured in the Vision for Rookwood over the next ten years; to manage Rookwood as an attractive and sustainable resource for the people of Sydney.

Each of these directions has an influence on the others, and therefore none of them should be seen as standing alone. Sustainability often involves trade-offs, something Rookwood's managers understand in their daily decision-making. Their primary goal may be financial viability but this has to be balanced against respect for culture, preservation of heritage and conservation of biodiversity.

In preparing the strategic directions Rookwood's management bodies adopted the following approach.

- a. The future management of Rookwood Necropolis should build on past successes. While there is no doubt that there have been criticisms of past management practices – both from within and outside the Necropolis – it is also undeniable that since the last Plan of Management was adopted in the 1990s Rookwood has experienced a revival largely driven by the managers on the ground, their boards, other volunteers from the community and the NSW Government.
- b. If this is recognised, then it follows that future directions should also be informed by a study of the aspirations of those who have had, and continue to have, an interest in the Necropolis; its key stakeholders.
- c. This Plan of Management is part of a continuum and should therefore pay due attention to previous plans and progress to meeting the goals described in those plans.
- d. The directions should accord with and build on the areas of consensus that have been reached amongst these stakeholders; most particularly the agreed vision for the Necropolis and the concept of Management Units that often transcend Trust boundaries.



## Reference Documents

[The Chief Executive of LPMA's letter to the RNT – LPMA 2009](#)

[Sustainable burials in the Sydney Greater Metropolitan Area, Discussion Paper– NSW Department of Lands 2008](#)

[Rookwood Plan of Management, Pricing and Accounting Working Party Report – RNT October 2010](#)

# 1. Adopt sustainable management practices

Each strategic direction is presented in the same format:

Description

Management principles

Guidelines and actions

Performance indicators

## Description

Long term sustainability at Rookwood will rely on sound financial management by all organisations; and the application of sustainable burial practices in each portion of the cemetery. Fees will need to be reviewed regularly with a view to keeping them abreast of all financial needs, including provision for the long term maintenance of the grounds after land for burial has been exhausted.

## Management principles

- ~ Aim for financial viability: price burial licenses to cover the cost of operations and perpetual maintenance of graves, monuments landscape and infrastructure
- ~ Achieve financial consistency across Trusts; adopt the same financial year and standardised accounting, pricing and reporting methodologies
- ~ Establish financial benchmarks that allow easy assessment of each Trust’s commercial sustainability
- ~ Each Trust to maintain financial and operational risk management processes
- ~ Comply with agreed management guidelines for each of Rookwood’s Management Units
- ~ Maintain an inventory of significant infrastructure and a capital works program to maintain and improve the Necropolis
- ~ Agree standard protocols and procedures early in the development cycle to share information about development proposals and applications
- ~ Seek market efficiencies and new approaches to the disposition of the dead, where cultural sensitivities allow this
- ~ Actively seek to revoke unused burial licences after 50 years
- ~ Develop plans that account for the possible introduction of renewable tenure in the medium to long term.



## Guidelines and actions

### 1.1 Update existing records across the cemetery and maintain in a consistent format.

- ~ Undertake audits of available supply of burial spaces across all Trusts.
- ~ Maintain statistics on interments and cremations.
- ~ Improve methods of estimating demand.

1.1

### 1.2 Identify opportunities for additional burial places whilst maintaining Rookwood wide values- heritage, social, visual, vegetation and ecological.

Prepare a plan for each Management Unit that could accept additional interment sites that identifies opportunities to:

- ~ re-model or re-landscape existing space, including by closing or re-designing roads and accessways, to free up space for new interment sites
- ~ create new interment sites in unused or unerutilised areas with appropriate landscape management and accessibility
- ~ revoke unused interment sites in accordance with legislative requirements i.e. unused sites where the interment right is older than 50 years.

Establish a 'natural burial' policy and design guideline for implementation across Rookwood – consult with Trusts on current policies.

### 1.3 Collaborate in developing infill guidelines to apply across Rookwood.

- ~ Establish architectural/design guidelines for infill working in collaboration with the Trusts.

Guidelines should respect cultural diversity and values, including recognition of Aboriginal archeology.

- ~ Establish architectural guidelines for built form at Rookwood to provide a whole of Rookwood character whilst respecting each Management Unit character.
- ~ Develop a materials palette that is sympathetic to Rookwood as a whole, whilst allowing for diversity.

### 1.4 Develop environmentally sustainable policies.

- ~ Prepare an Environmental Management Plan to guide all environmental issues at Rookwood.
- ~ Work with the Trusts in recording and sharing current sustainability and environmental initiatives.

### 1.5 Evaluate infrastructure requirements to ensure suitability to the needs of the cemetery uses.

- ~ Maintain existing level of service provided by primary and secondary road network and review to respond to changes when required.
- ~ Maintain existing security infrastructure to protect assets of the cemetery.
- ~ Adopt new technologies where efficiencies in management can be made.
- ~ Share resources across Trusts, described in environmental sustainable policies, along with sharing security services.

### 1.6 Develop uniform approach to pricing and licensing across Trusts.

- ~ Introduce a uniform system of licensing.

- ~ Align price of burial licences with underlying entitlements.
- ~ Review extent of single burial sites and the impact on 'value' of burial.

### 1.7 Develop common financial reporting standards.

- ~ Pursue operational sustainability as a working cemetery subject to maintenance of minimal financial reserves.
- ~ Develop alternative cost base for allocation of common costs.

### 1.8 Develop an Interpretation Plan

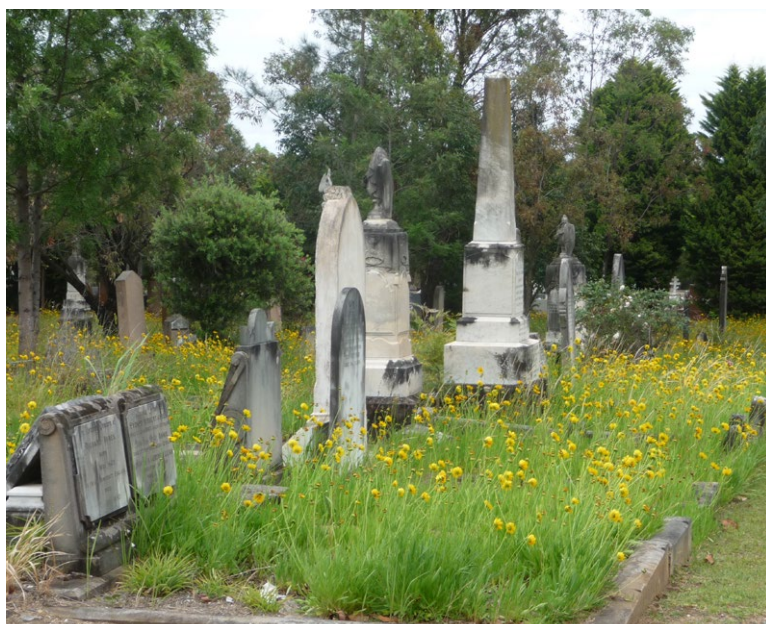
- ~ To include all values of the site, including Aboriginal.

## Key performance areas

- ✓ Consistent format for reporting across the Trusts
- ✓ Timely financial reporting from all Trusts
- ✓ Quantum of reserves invested for long term maintenance
- ✓ Improved efficiency in land use across the Trusts
- ✓ Better use of cemetery space, including new and existing interment sites
- ✓ Introduction of renewable interment rights
- ✓ Best practice sustainability in the use of materials and resources
- ✓ A whole of Rookwood character

## 2. Protect Rookwood's heritage and conserve its environment

Description	Management principles	Guidelines and actions
<p>Rookwood is at the source of three catchments, contains a variety of threatened species and is a “tangible manifestation of the social history of Sydney, documenting the cultural and religious diversity of the Australian community since 1867”<sup>8</sup>. Management therefore needs to be mindful of its biodiversity and heritage when it makes decisions.</p>	<ul style="list-style-type: none"> <li>~ Assess the value of visual, vegetation and heritage significance within the context of the entire Necropolis and ongoing cemetery operations</li> <li>~ Adopt the Management Units as described in the Rookwood Visual Significance Study, and subsequently developed guidelines for their management</li> <li>~ Conserve threatened species in a manner consistent with both legislation and the sustainability of the cemeteries</li> <li>~ Maintain an inventory of significant items of heritage, regularly update and incorporate into management plans</li> <li>~ Regenerate native vegetation where desirable.</li> </ul>	<p><b>2.1 Maintain Visual Corridors identified in Visual Significance Study.</b></p> <ul style="list-style-type: none"> <li>~ Recognise all existing visual corridors and consider effect when any building or major planting program is proposed</li> <li>~ In particular recognise important viewpoints for community lookouts and establish interpretation at these points – ie where bus stops, offices interpretive structures are located at these points</li> <li>~ Provide special consideration to high points and ridgelines: visually prominent areas.</li> </ul> <p><b>2.2 Maintain historic circulation routes including setting and material fabric.</b></p> <ul style="list-style-type: none"> <li>~ Identify the historic circulation routes (including roads and former rail corridors) from the heritage study and visual significance study-protect and interpret the routes</li> <li>~ Ensure the alignment of all existing heritage routes is maintained, while maintaining roads.</li> </ul> <p><b>2.3 Maintain landscape pattern of areas within the State Heritage Register.</b></p> <ul style="list-style-type: none"> <li>~ Where Management Units are within the SHR ensure the heritage values, landscape character, vegetation and visual values are retained</li> <li>~ Identify additional interpretation opportunities.</li> </ul> <p><b>2.4 Friends of Rookwood</b></p> <ul style="list-style-type: none"> <li>~ Recognise that Friends of Rookwood is a resource that has a significant archive of knowledge, both in its records and amongst its membership that will assist in achieving this strategic direction.</li> </ul>



*Coreopsis in flower, Old Presbyterian section*



#### 2.4 **Maintain areas of landscape design and influences of prominent individuals.**

- ~ Ensure integrity of areas of existing design characteristic are retained- landscape character, vegetation, visual and built form characteristics.

#### 2.5 **Maintain heritage monuments, features, landmarks of artistic, creative and technical value including their settings- record within an updated inventory.**

- ~ Develop further the significant buildings register into a pro-forma for an inventory of all heritage monuments; issue to Trusts for maintenance and update where items fall within Management Units
- ~ Maintain inventory for whole-of-Rookwood to be kept in central records.

#### 2.6 **Interpret significant heritage features and/or heritage items no longer present, in accordance with heritage guidelines.**

- ~ Develop a plan to ensure interpretation is effective, functional and relevant. Identify significant monuments in this Interpretation Plan

- ~ Establish design guidelines for interpreting the railway alignment, previous stations, railway corridor
- ~ Establish design guidelines for burial places along the railway corridor
- ~ Maintain a consistent signage theme for all areas of interpretation.

#### 2.7 **Implement and reinforce established street hierarchy- primary, secondary, tertiary to assist in orientation and way finding.**

- ~ Maintain primary and secondary road design hierarchy- Continue to upgrade in accordance with strategy
- ~ Plant and replace street trees in accordance with tree management policy.

#### 2.8 **Maintain significant trees/vegetation/ botanical items of rarity in accordance with results of the Significant Tree Register.**

- ~ Establish a Landscape Master Plan, including a Significant Tree Register and Tree Management Policy. Keep register updated across all Management Units

- ~ Continue ongoing tree planting program to maintain longevity of landscape at Rookwood
- ~ As part of Landscape Master Plan address timeline and replanting program to ensure tree cover is maintained/established prior to vegetation removal (subject to approval processes)
- ~ Conserve threatened species in accordance with current legislation, by continuing current Vegetation Conservation Management program
- ~ Review Trust reserves in relation to Vegetation Conservation Management program and possible land re-allocation for central management.

#### 2.9 **Maintain historic serpentine and canals.**

- ~ Maintain and improve stormwater drainage network- in particular canals in urgent need of repair include – primary canals 9 and 3 and secondary canals 6, 7, 8(a) and 8(b)
- ~ Undertake maintenance in accordance with the Canal Study
- ~ Maintain vegetation- flora and fauna habitat corridor adjacent to canals; establish vegetation corridor where it is not present
- ~ Manage trees along canals to prevent destruction of heritage fabric.

### Key performance areas

- ✓ Adoption of and compliance with management unit guidelines
- ✓ Currency of inventory, protection and maintenance of significant items of heritage
- ✓ Legislative compliance
- ✓ Increased biodiversity
- ✓ Maintenance/reinforcement of landscape character

### 3. Strengthen management through collaboration

Description	Management principles	Guidelines and actions
<p>The complex nature of Rookwood’s management arrangements places a premium on inter-Trust collaboration, transparency in long term planning, and consulting with the broader community about the process of managing the area.</p>	<ul style="list-style-type: none"><li>~ Use the Committee of Managers as the primary forum to provide a co-ordinated approach to management and operational issues</li><li>~ Agree a mechanism for cross-Trust communication in the early planning stages of development projects, particularly when they may have commercial, environmental or other impacts beyond Trust boundaries, or where the sharing of investment costs may produce efficiencies</li><li>~ Incorporate the insights and views of the wider community on Rookwood’s planning through consultative processes</li><li>~ Act together to collectively to influence external decision-makers about matters that will increase the sustainability Rookwood.</li></ul>	<p><b>3.1 Establish a Plan of Management Implementation Committee.</b></p> <ul style="list-style-type: none"><li>~ Membership of the Committee to be a nominated trustee from each Trust, the National Trust, the War Graves Commission, crematorium lessee and the Department of Primary Industries. This committee should meet at least quarterly</li><li>~ Committee of managers to work jointly where projects apply across Trust boundaries and where efficiencies of investment may be applied</li><li>~ Within the first year of the plan the Committee of Managers to initiate a project that explores the potential for greater co-operation to provide a centralised system for knowledge capture, retrieval and public dissemination.</li></ul>



Heritage monuments, Jewish section

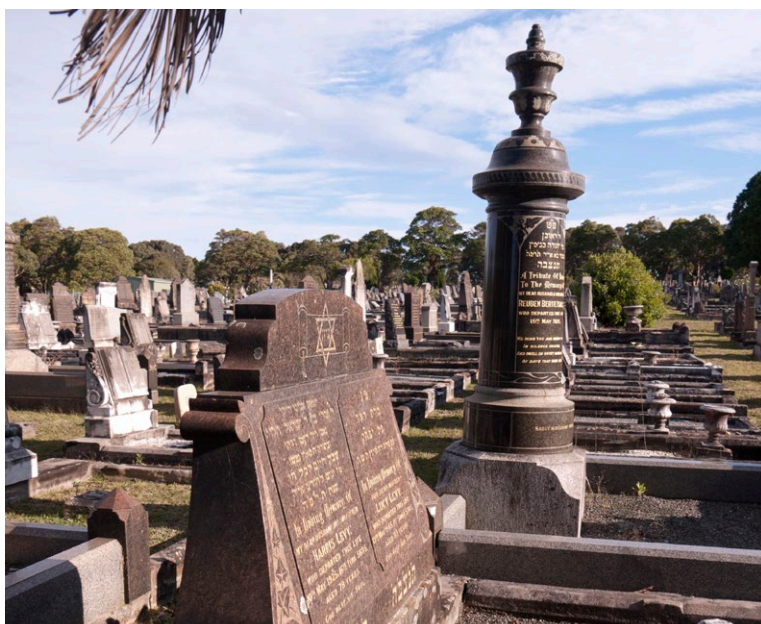
Key performance areas

- ✓ Resource sharing
- ✓ Joint projects
- ✓ Consultation mechanisms and processes



## 4. Respect for cultural diversity and equitable allocation of resources

Description	Management principles	Guidelines and actions
<p>This refers to the need to demonstrate continuing respect for cultural/faith diversity and the compromises that are often required between the most efficient use of land, and cultural/religious preferences. It also recognises the importance of management keeping pace with the changing demographics/demand of Sydneysiders in decisions about the allocation of Rookwood's resources.</p>	<ul style="list-style-type: none"> <li>~ Management Units should not stifle cultural/religious difference within the one area</li> <li>~ Renewable tenure should not be imposed on areas within Rookwood where it is in conflict with cultural/religious values</li> <li>~ The available land for burial within Rookwood should consider changes in religious and cultural preferences of Sydney's population</li> <li>~ Rookwood's social value should be enhanced as a place of passive recreation and education (this is also applicable to Strategic Direction 5).</li> </ul>	<p><b>4.1 Maintain representative examples of social/religious group burial practices when considering sustainable burial -intensification, re-use and renewal.</b></p> <ul style="list-style-type: none"> <li>~ Identify areas within Management Units where intensification of use can occur without compromising cultural diversity and beliefs</li> <li>~ Allow for cultural/religious differences within each Management Unit while considering impact of adjacent burial styles</li> <li>~ Review opportunities for burials of specific religious groups within all Management Units.</li> </ul>



*Jewish section*

### Key performance areas

- ✓ Feedback from the funeral industry and clients
- ✓ Linkages to and programs with schools and other educational bodies
- ✓ Involvement of the community in Rookwood's events

## 5. Raise the profile of Rookwood as a resource for the whole of Sydney

Description	Management principles	Guidelines and actions
In addition to its principal business, Rookwood has significant social, educational and recreational value to its many publics. A whole-of-Rookwood approach to promoting this is required if this value is to be maximised.	<ul style="list-style-type: none"> <li>~ Present and promote a 'whole-of-Rookwood' image</li> <li>~ Interpret and promote significant heritage features</li> <li>~ Gain the public's esteem by effective and ongoing maintenance of Rookwood</li> <li>~ Commit resources to a unified program to promote Rookwood as a place of passive recreation and educational value</li> <li>~ Ensure a sustainable base of volunteers exists who will continue to conserve, promote and protect Rookwood</li> <li>~ Explore opportunities to make archival material available to the public through a central point of access.</li> </ul>	<p><b>5.1 Improve resources.</b></p> <p>A marketing and promotions manager will be appointed whose role will include:</p> <ul style="list-style-type: none"> <li>~ Maintenance of the Rookwood Necropolis website</li> <li>~ Coordinating media responses to provide a whole of Rookwood response</li> <li>~ Scheduling and organising events that promote Rookwood as a centre for passive recreation</li> <li>~ Creating linkages across Sydney including to schools and Sydney-wide festivals</li> <li>~ Support for the activities of the Friends of Rookwood</li> <li>~ Support to the promotional activities of Rookwood's Trusts</li> <li>~ Continue and promote sponsorship by Crown Lands Division of Events – "Hidden Art Festival".</li> </ul> <p><b>5.2 Expand on existing interpretation initiatives.</b></p> <ul style="list-style-type: none"> <li>~ Interpret the alignment of the railway corridor by identifying significant elements- location of the four stations. Mortuary Station No 1 is the only station currently interpreted and identified; surviving railway culvert and railway reversing area</li> <li>~ Interpret the railway connection with the Mortuary Station at Central</li> <li>~ Review funding/grant opportunities for interpretation projects.</li> </ul>



### 5.3 Adopt and expand on design guidelines for promotion of 'whole of Rookwood' image.

- ~ Coordinate with Guidelines and Actions identified in Strategic Direction 2
- ~ Achieve greater consistency in signage across the Necropolis.

### 5.4 Identify public profile initiatives as well as passive recreational opportunities

- ~ Explore web/social media communication of Rookwood and interpretive projects
- ~ Expand on the Rookwood events by publicising a Rookwood events program coordinated across Trusts
- ~ Promote and update the calendar on the website.



## Key performance areas

- ✓ Resources committed to joint marketing initiatives
- ✓ Linkages to Sydney-wide festivals and activities
- ✓ Support and succession planning for the Friends of Rookwood



#### 1. ROOKWOOD OPEN DAY

*An event undertaken every 2 years organised by the Friends of Rookwood, with assistance from the RNT. Activities include parades, tours and demonstrations of activities within Rookwood.*

#### 2. ST MICHAEL THE ARCHANGEL Chapel Catholic No.1



#### 3. INTERIOR VIEW ST MICHAEL Chapel Catholic No.1





SYDNEY GARDEN OF REMEMBRANCE



# Glossary

Term	Meaning
<b>Burial licence</b>	Means a licence granted by a reserve trust that confers an exclusive right to bury the remains of one or more persons in a burial place.
<b>Burial place</b>	Means a grave site, vault site, crypt site or other place for the disposition of the remains of the dead.
<b>Denominational trust</b>	In relation to land within the Rookwood Necropolis that is set aside for use as a cemetery or crematorium, means the reserve trust that has been, or is taken to have been, appointed as trustee of that land under section 92 (1) of the Act, and includes a person conducting a crematorium on the general crematorium site (if there is no other denominational trust for that site), but does not include the Rookwood Necropolis Trust.
<b>Family graves</b>	Are graves designed to accommodate two or more burials accommodating other family members from the current or future generations.
<b>Interment</b>	Means the placing of human remains in a burial place but does not include interment of ashes arising from a cremation.
<b>Lift and deepen</b>	A common cemetery practise in many countries around the world where an old grave is excavated and all remains are reburied at a lower depth. The practice is only carried out after a minimum amount of time has passed since the last burial eg 25 years or more. Lifting and deepening allows additional burials to take place.
<b>Natural burials</b>	In this plan natural burial refers to the interment of body in the soil in a manner that does not inhibit decomposition but allows the body to recycle naturally. The site is usually without monumentation.
<b>Ministerial Direction</b>	Means a direction given by the Minister under the provisions of Part 5 of the <i>Crown Lands Act 1989</i> .
<b>Principles of Crown land management</b>	Are the principles given in section 11 of the Crown Lands Act 1989: (a) that environmental protection principles be observed in relation to the management and administration of Crown land, (b) that the natural resources of Crown land (including water, soil, flora, fauna and scenic quality) be conserved wherever possible (c) that public use and enjoyment of appropriate Crown land be encouraged, (d) that, where appropriate, multiple use of Crown land be encouraged, (e) 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 (f) that Crown land be occupied, used, sold, leased, licenced or otherwise dealt with in the best interests of the State consistent with the above principles.
<b>Renewable tenure</b>	Means limiting the term of a burial licence for an initial period, for example 25 years, after which the registered holder would have the option to renew the tenure or not. If not renewed the licence would be cancelled to allow a new licence to be created.

Term	Meaning
<b>Rookwood Necropolis</b>	Means the land comprising Lot 500, Deposited Plan 1015565, Lot 7053, Deposited Plan 1029128, and Lot 10, Deposited Plan 829656, being land at Haslem's Creek and Rookwood that, immediately before the appointed day, was set aside for use as a cemetery or crematorium, or for conservation as a historic site, under the 1901 Act.
<b>Selling on demand</b>	Is the practice of selling burial licences before the grave is needed for an interment. This is not a sustainable practice.
<b>Sustainable burial practices</b>	Includes such practices as: <ul style="list-style-type: none"> <li>~ take up of unused burial rights</li> <li>~ more intensive use of family graves</li> <li>~ renewable tenure for graves</li> <li>~ extinction of tenure for old graves</li> <li>~ increased use of mausoleums</li> <li>~ adoption of alternative interment practices such as cremation and</li> <li>~ green burials</li> <li>~ changes to the sale of burial space.</li> </ul>
<b>Sydney</b>	Is the Sydney Region excluding Gosford and Wyong LGAs
<b>Sydney Greater Metropolitan Area</b>	Includes the Sydney, Newcastle/Lower Hunter, Central Coast and Wollongong Regions
<b>Unused burial rights</b>	Are burial licences for a burial place where an interment has not occurred.



## Endnotes

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- 1** Rookwood Necropolis Aboriginal Archaeological Potential Desk-Top Assessment AHMS Pty Ltd, July 2010
- 2** More comprehensive, referenced, histories of Rookwood can be sourced in the 1993 Plan of Management and a number of websites associated with Rookwood ([www.rookwood.nsw.gov.au](http://www.rookwood.nsw.gov.au))
- 3** *Report on the Need, Method of Introduction and Operation of the Renewable Tenure for Burials in cemeteries in New South Wales*. A report to the Minister for Natural Resources, December 1989, P13.
- 4** *Burial Space in the Sydney Greater Metropolitan Area*, Discussion Paper, NSW Government, 2008, p7. The discussion paper assumes that the ratio of cremations to burials would be two thirds cremations to one third burials.
- 5** Population data taken from ABS Publications 3218 & 3302. Population projects based NSW Department of Planning population projections.
- 6** Rookwood Necropolis – Report on the Canals, Ponds and Bridges and Selected Drains, Hyder Consulting Pty Ltd, December 2010.
- 7** Rookwood Necropolis – Road Hierarchy Study, Tar Technologies Pty Ltd, August 2010.
- 8** National Trust 1988 and Significance updated 1997

## Acknowledgements

The Rookwood Necropolis Trust (RNT) would like to thank all parties involved in the development of this Plan of Management. It also takes this opportunity to acknowledge the major contributors to its content:

### The trustees of the RNT 2009-12 (Plan of Management Sub-committee)

Name	Expertise
John Desmond	Finance and accounting
Derek Sinclair	Committee chair, sustainability, statutory framework
Dr Siobhan Lavelle	Heritage
Margaret Thorne	Reviewer

### The consultant team

Name	Organisation	Expertise
James Evans	Elton Consulting	Workshop facilitation, planning context, history, editing
Carolyn Tallents	DEM (Aust)	Visual significance, management units, ecology, editing
David Walker	Elton Consulting	Graphic design

### Photographic credits

Credit	Pages
David Walker	Front cover, 2, 4, 7, 8, 10, 16, 21, 29, 34, 37, 62, 66, 69, 72
Carolyn Tallents	27 ( 1), 30-31, 32, 39, 46 (right)
Derek Sinclair	3, 46 (left), 47
Laurie Gatt	27 ( 2 and 3)
P and J Smith	27 (4)
Sach Killam	68
State archives	22,25
Jewish Trust	48
Friends of Rookwood	Inside cover, 71 (1)
Catholic Metropolitan Cemeteries Trust	41, 71(2,3)



# Appendix A

## Two Trust Memorandum of Understanding





**DATED:**

2012

# Rookwood Common Property Memorandum of Understanding

ROOKWOOD GENERAL CEMETERIES RESERVE TRUST  
(**RGCRT**)

CATHOLIC METROPOLITAN CEMETERIES TRUST  
(**CMCT**)

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**THIS MEMORANDUM OF UNDERSTANDING** dated

2012

**BETWEEN**

**ROOKWOOD GENERAL CEMETERIES RESERVE TRUST ABN [ ] of**  
[Hawthorne Avenue Rookwood ] (RGCRT)

**CATHOLIC METROPOLITAN CEMETERIES TRUST (ABN 85 744 325 709) of Unit**  
E2, 101 Rookwood Road, YAGOONA NSW 2199 (CMCT)

**RECITALS**

- (i) The Minister wishes to reform the management of NSW cemeteries and crematoria on Crown Land to assist in meeting burial needs now and into the future. This includes implementation of a 'Two Trust' model for management of Rookwood Necropolis.
- (ii) Accordingly, the Rookwood General Cemeteries Reserve Trust was created by Gazette Notice 44 dated 27 April 2012.
- (iii) The Catholic Metropolitan Cemeteries Trust is responsible for the management of the existing Catholic portion of the Rookwood Necropolis dedication.
- (iv) The Rookwood General Cemeteries Reserve Trust is responsible for the management of the portions of the Rookwood Necropolis established by Gazette Notice 44 dated 27 April 2012.
- (v) The Rookwood Necropolis Trust (RNT) will remain in place and will be managed in accordance with the Ministerial Directions dated 25 June 2009 until and unless amended. It is intended that the Two Trust model will be implemented by the RNT delegating its management functions to the RGCRT and to the CMCT with the consent of the Minister and by replacing the current RNT trust board by a trust board comprising the persons holding the position of Chief Executive Officer of the CMCT and RGCRT respectively, together with a nominee of the Minister who will act as Chair.
- (vi) A draft Plan of Management has been prepared by the Rookwood Necropolis Trust for submission to the Minister, with the support of CMCT and RGCRT, for placing on public display. Implementation of the Plan of Management will be facilitated by this MOU.
- (vii) These arrangements are intended to have the effect that:
  - (A) The CMCT is responsible for the Rookwood Catholic Cemetery Land;
  - (B) The RGCRT is responsible for the remaining denominational Rookwood Cemetery Lands;
  - (C) The RNT is responsible for the unallocated lands and the functions allocated to it by the Ministerial Direction; and

- 
- (D) The CMCT and RGCRT agree to cooperate in the management of Rookwood Necropolis pursuant to the terms of this Memorandum of Understanding.
- 

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## 2. DEFINITIONS

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### 2.1 Definitions

In this document, unless otherwise indicated by the context:

**Rookwood Necropolis Land** means those dedicated lands which have been commonly referred to as a cemetery for the disposition of the dead at Haslem's Creek and Rookwood, which includes the lands contained within Lot 500, DP 1015565, Lot 7053, DP 1029128 and Lot 10, DP 829656.

**Rookwood Catholic Cemetery Land** means that part of the Rookwood Necropolis Land of which the CMCT is the trustee together with roads internal to burial sections which are within the external boundaries of the separate areas of the Rookwood Catholic Cemetery which are not in common use.

**Rookwood General Cemetery Land** means that part of the Rookwood Necropolis Land of which the RGCRT is the trustee together with roads internal to burial sections which are within the external boundaries of the separate areas of the Rookwood General Cemetery which are not in common use.

**Common Property** means that the land for which Rookwood Necropolis Trust is responsible together with common facilities and infrastructure such as common fences, roads, paths, drains and setbacks and any other necessary works or services for the Rookwood Necropolis.

**Act** means the *Crown Lands Act 1989* and regulations and by-laws made pursuant to it.

**CMCT** means Catholic Metropolitan Cemeteries Trust.

**Funds** mean the Administration Fund and Sinking Fund.

**Lease** means the general crematorium lease granted by the Minister under section 34A of the Act for the purposes of cremation otherwise known as the Rookwood Gardens Crematorium.

**MOU** means this Memorandum of Understanding.

**RCP** means Rookwood Common Property.

**RGCRT** means Rookwood General Cemetery Reserve Trust.

**RNT** means Rookwood Necropolis Trust.

**Common Use** means all major public access roads being part of Common Property which are roads in common use by CMCT & RGCRT in respect of which there is joint responsibility.



**Note:** The CMCT and RGCRT shall agree on a common maintenance protocol for all roads in Rookwood maintained by them jointly and individually. A detailed dilapidation survey of the major roads will be undertaken to confirm which roads are in common use and their present condition. The two Trusts will meet the cost of this road survey.

**Trusts** mean the RGCRT and the CMCT.

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### 3. ALLOCATION OF RESPONSIBILITY

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- (a) The CMCT and the RGCRT will each be responsible at their own cost for the following areas of responsibility in relation to the Rookwood Catholic Cemetery Land and the Rookwood General Cemetery Land respectively:
  - (i) metering and paying for their own electricity consumption;
  - (ii) maintaining their respective internal sewerage and septic systems;
  - (iii) maintaining and paying for their respective garbage collection services;
  - (iv) maintaining the roads internal to their burial sections;
  - (v) metering and paying for their own water consumption;
  - (vi) maintain the verges and fifteen (15) metre set back adjacent to their respective cemeteries.
- (b) The CMCT and the RGCRT agree that the responsibilities of the RNT under the Ministerial Direction include but are not limited to:
  - (i) perimeter fencing;
  - (ii) opening and closing of gates;
  - (iii) all roads deemed to be in Common Use including street lighting and other maintenance on Roads in Common Use;
  - (iv) water main (but not water consumption);
  - (v) electricity services and use for Common Property purposes;
  - (vi) security services for Rookwood Necropolis;
  - (vii) maintenance of the serpentine canals and areas defined under the *Threatened Species Conservation Act 1995*;
  - (viii) maintenance and management of Common Property; and
  - (ix) maintenance of the existing records of the RNT and the RCP Management Committee.

---

#### **4. TERM AND EXCLUSIVITY OF THIS MOU**

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The parties agree that this MOU commences on the date hereof and terminates on the earlier of:

- (a) the commencement date of legislation substantially providing for the issues contained herein; and
- (b) the date of commencement of any MOU or other agreement created to replace this MOU.

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#### **5. COLLABORATION**

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- (a) Throughout the term of this MOU the parties will cooperate with one another, in both discussions and in the execution of agreed action, in relation to:
  - (i) issues affecting the Catholic Metropolitan Cemetery and the Rookwood General Cemetery that are not covered by this MOU and do not arise from the Common Property;
  - (ii) any direction by the Minister to terminate this MOU and to create a new MOU in relation to the issues (and any further issues) herein; and
  - (iii) issues affecting the Common Property.
- (b) The parties will, in collaborating as required by clause 5(a), act reasonably and in good faith with each other. Both parties acknowledge the benefits which will arise from the successful implementation of this MOU.
- (c) Each of the parties undertake to maintain their respective cemeteries to an agreed standard taking into account the landscape master plan which is to be prepared as part of the POM, and which does not detract from the appearance, marketability and attractiveness of Rookwood Necropolis. The agreed standard is to be documented and form an annexure to the MOU.
- (d) The parties acknowledge that they each have not, in entering into this MOU, relied upon any warranty, representation or statement, whether oral or written, made or published by the other party or any person on behalf of the other party.
- (e) The parties agree to present a united and supportive position when communicating with external parties about joint management arrangements.

---

#### **6. LEVIES AND COMMON FUND**

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- (a) The Trusts are to establish one joint administration fund and one joint sinking fund, called an "Administration Fund" and "Sinking Fund" respectively. These Funds are to be administered by the Trusts through the RCP Management Committee (see clause 7).



- (b) The sole purpose of these Funds is to fund common services and maintain the upkeep of common facilities on Common Property.
- (c) The Crown Lands Act 1989 and Regulations sets out in detail the procedures and requirements for setting the annual rental payable by the lessee of the General Crematorium Site and determining burial levies etc payable by the Trusts and the lessee of the General Crematorium. Until and unless the Act and Regulations are amended, this regime will continue. The quantum of levies and the method of calculation will be reviewed by the RCP Management Committee before recommendation to the Minister for approval.
- (d) The Act and Regulations require the levies and rent under the lease to be paid to the RNT. If any monies comprising such rent or levies are paid by decision of the RNT to the RGCRT and to the CMCT, the CMCT and the RGCRT shall pay such monies into the Administration Fund and the Sinking Fund in such proportions as the Trusts shall decide with the approval of the Minister or a nominee of the Minister.

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## 7. FINANCIAL MANAGEMENT

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- (a) The financial year in respect of management of the RCP shall end on 30 June.
- (b) Upon the delegation of the management functions of the RNT to the RGCRT and to the CMCT, the Chief Executive Officers of the two Trusts are to form an RCP Management Committee comprising the new RNT trustees referred to at Recital (v) together with the Operations Manager (or equivalent) of each Trust.
- (c) The RCP Management Committee is to be chaired by the chair of the new RNT trustees and at its first meeting terms of reference are to be agreed.
- (d) Each year the Chief Financial Officers for each of the Trusts must prepare an annual budget which is to be reviewed and agreed by the RCP Management Committee. The budget will form the basis for contributions by each Trust to the Funds for the relevant year.
- (e) Following a review of the functions of the RNT, back office accounting systems and software for the two trusts, a secretariat for the RCP Management Committee will be appointed and will provide reports for both Trusts on a monthly basis and audited accounts annually. The costs will be charged out on a basis agreed by the Management Committee. The review will be undertaken by 30 September 2012.

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## 8. PLAN OF MANAGEMENT

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The principles outlined in this MOU shall not be inconsistent with the principles outlined in the draft Plan of Management referred to in Recital (vi), once adopted. The primary objective of the MOU is to ensure the sustainability and standards of the Rookwood Necropolis and to protect the heritage values and items of the place.

- (b) The parties agree to update the POM as a working document from time to time in accordance with the relevant Acts and direction from the Minister.
- (c) The parties agree to prepare a new POM at the end of the term of the POM referred to in Recital (vi) at the direction of the Minister or appointee.

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## 9. REPORTING OBLIGATIONS

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- (a) The Trusts will each prepare a report on the activities relating to the RCP and submit it to the Minister annually commencing the year ending 30 June 2013.
- (b) The Trusts and the RNT will each prepare an annual report in accordance with Section 122 of the Act and the requirements set out in Clause 32 of the *Crown Lands Regulation 2006*. The Trusts and the RNT will submit those annual reports to the Minister within three months of the close of the Trust's and RNT's financial year using the Crown Reserve Reporting System (CRRS).
- (c) In addition, the Trusts and the Rookwood Common Property Management Committee will be expected to report to the Minister upon request at any time.

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## 10. GST

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- (a) In this clause 10:
  - (i) words and expressions which are not defined in this agreement but which have a defined meaning in GST Law have the same meaning as in the GST Law; and
  - (ii) GST Law has the meaning given to that expression in the *A New Tax System (Goods and Services Tax) Act 1999*.
- (b) Unless otherwise expressly stated, all prices or other sums payable or consideration to be provided under this agreement are exclusive of GST.
- (c) If GST is payable by a supplier or by the representative member for a GST group of which the supplier is a member, on any supply made under this agreement, the recipient will pay to the supplier an amount equal to the GST payable on the supply.
- (d) The recipient will pay the amount referred to in clause 10(c) in addition to and at the same time that the consideration for the supply is to be provided under this contract.

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## 11. INSURANCE

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The Trusts must ensure that they are jointly insured (in respect of the RCP) with, or are the beneficiaries under a policy with, a reputable insurance company with respect to:



- (a) Public liability insurance of not less than \$50 million for all claims in the relevant period of insurance; and
- (b) Directors and officers indemnity insurance of at least \$20 million in the aggregate for all claims in the relevant period of insurance, and will produce evidence of such insurance to each other and the Minister upon request.

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## **12. EXTENT TO WHICH MOU IS CONTRACTUALLY BINDING**

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None of the clauses of this MOU are contractually binding.

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## **13. DISPUTE RESOLUTION**

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- (a) If a Dispute arises out of or in relation to this MOU, then either party must deliver by hand or send by certified mail to the other party a notice of the Dispute in writing (as per 17.1) identifying and providing details of the Dispute.
- (b) Despite the existence of a Dispute, each party must continue to perform its obligations under the MOU. The existence of a Dispute will not prejudice any parties' rights to terminate the MOU for any reason.
- (c) Within 10 days of service of a notice of Dispute, a representative of the RGCRT and a representative of CMCT must meet and, in good faith, attempt to resolve the Dispute.
- (d) If the dispute is not resolved through negotiation within ten (10) days of the date that the delegates meet under this clause 13(c) the parties to this document expressly agree to endeavour to settle the Dispute by mediation by a nominee of the Minister. The mediation will be conducted in accordance with the Australian Commercial Disputes Centre Guidelines for Commercial Mediation which are operating at the time the matter is referred to the mediator (Guidelines). The terms of the Guidelines, which set out the procedures to be adopted and the costs involved, are incorporated into this document.

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## **14. RELATIONSHIP BETWEEN THE PARTIES**

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Nothing in this MOU creates a partnership, joint venture, relationship of employment, agency or similar relationship between the parties.

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## **15. NOTICES**

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### **15.1 Service of Notices**

A notice or other communication required or permitted to be given by one party to another must be in writing and:

- (a) delivered personally;

- 
- (b) left or sent by pre-paid mail to the:
    - (i) address of the addressee specified in this document; or
    - (ii) registered office of any party to be served which is a company; or
  - (c) sent by facsimile transmission or email to the facsimile number or email address of the addressee.

## 15.2 Addresses for Service

The address and facsimile number of each party for the purpose of service of notices is:

### **RGCRT**

Name: Derek Williams, Administrator  
Address: PO Box 4 Lidcombe NSW 1825  
Facsimile: 02 9764 2689  
Email: derekw@rookwoodcemetery.com.au

### **CMCT**

Name: Peter O'Meara, Chief Executive Officer  
Address: PO Box 10, Lidcombe NSW 1285  
Facsimile: 02 9643 2869  
Email: peter@catholiccemeteries.org.au

## 15.3 Timing

A notice or other communication is taken to have been given (unless otherwise proved):

- (a) if mailed, on the third Business Day after posting; or
- (b) if sent by facsimile before 4.00 pm on a Business Day at the place of receipt when the transmission is completed on the day it is sent and otherwise at 9.00 am on the next Business Day at the place of receipt, upon production of a transmission report by the sender which confirms that the facsimile was sent in its entirety to the facsimile number of the addressee.

## 15.4 Change of Address for Service

A party may change its address for service by giving notice of that change in writing to the other parties.



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## 16. VARIATIONS AND WAIVERS

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Any variation or waiver of this MOU shall be in writing and signed by both parties and will require the approval of the Minister or the Minister's nominee.

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## 17. APPLICABLE LAWS

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This MOU shall be governed by the laws of New South Wales.

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## 18. ENTIRE AGREEMENT

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This MOU embodies the entire understanding between the parties at the date of execution and shall not be affected by any previous negotiations, representations, warranties or statements not included in this MOU.

### SIGNED

SIGNED by DEREK WILLIAMS on behalf of )  
 ROOKWOOD GENERAL CEMETERIES )  
 RESERVE TRUST in the presence of: )



Derek Williams  
 Administrator  
 Rookwood General Cemeteries Reserve  
 Trust

---



Witness signature


CRAIG SAMELIN

Witness name in full

2 Koonah St Dulwich Hill NSW

Address of witness

SIGNED by THE HON LEO MCLEAY on )  
behalf of CATHOLIC METROPOLITAN )  
CEMETERIES TRUST in the presence of: )



The Hon Leo McLeay  
Chair  
Catholic Metropolitan Cemeteries Trust



Witness signature

CRAIG SAHLIN

Witness name in full

2 Koonah St Duburich Hill NSW

Address of witness



# Appendix B

## Index of Reference Documents





## Index of Reference Documents

Throughout this Plan of Management reference is made to documents that will give greater insight to the legislative, governance and planning framework that supported the development of the plan.

Below is an index of these documents in the sequence they are referenced in the plan and a brief description of each.

If readers wish to view these documents they should visit Rookwood's official website ([www.rookwood.nsw.gov.au](http://www.rookwood.nsw.gov.au)) where the web version of this appendix provides links to them.

Document	Description
<a href="#">Ministerial directions 2009</a>	In 2009 the then Minister required that this Plan of Management be prepared under the provisions of 92(6b) of the Crown Lands Act 1989.
<a href="#">Rookwood Plan of Management 1993</a>	The predecessor to this plan.
<a href="#">Land and Property Management Authority (LPMA ) Chief Executive's letter 2009</a>	A letter from the Chief Executive of the then LPMA to the newly appointed Chair of the Rookwood Necropolis Trust giving guidance about the Authority's expectations of the plan, particularly priority areas of focus.
<a href="#">Repeal of the Rookwood Necropolis Act 1901</a>	Legislation that repealed the Rookwood Necropolis Act, abolished the Joint Committee of Necropolis Trustees and established the Rookwood Necropolis Trust (RNT).
<a href="#">Land Management Principles</a>	Section 11 of the Crown Lands Act 1989 describes the principles by which all Crown Land, including the Rookwood Necropolis, should be managed.
<a href="#">Crown Lands Act 1989 and regulations</a>	Rookwood Necropolis is dedicated as a cemetery under Part 5 of this Act. Among other provisions, the Act also empowers the Minister to create and abolish Trusts, appoint and replace trust board members and the authority to prepare or require the preparation of plan of management.
<a href="#">Heritage Act 1977</a>	The Heritage Act 1977 provides a number of mechanisms by which items and places of heritage significance may be protected. The Rookwood Necropolis is listed on the State Heritage Register (SHR) for its State heritage significance.
<a href="#">Environmental Planning &amp; Assessment Act (EP&amp;AA)1979</a>	The Necropolis is zoned SP1 Special Activities – Cemetery under the Auburn Local Environmental Plan (LEP) 2010, itself prepared under the EP&AA and approved by the Minister for Planning. The Act requires any proposed developments by Trusts obtain owner's (the Department of Primary Industries) consent to ensure consistency with this plan.

Document	Description
<a href="#">Threatened Species and Conservation Act 1995</a>	This Act protects threatened, vulnerable and endangered flora and fauna, some of which fall within the boundaries of Rookwood Necropolis.
<a href="#">Public Health Regulation 2012</a>	Part 8 Public Health Regulation 2012 controls the activities of cemetery and cremation authorities and any businesses engaged in the transportation, storage, burial, cremation or exhumation of human remains.
<a href="#">Property Management Plan Rookwood Necropolis 2008 (PMP with subsequent revisions).</a>	The PMP provides for the ongoing operation of the Necropolis and the protection of high conservation value native vegetation, while at the same time maximising the cemetery's capacity for burial.
<a href="#">Plant Census – annual – latest 2012</a>	Required by the PMP, this census monitors and reports upon threatened plant species populations at Rookwood. Updated annually.
<a href="#">Rookwood Visual Significance Study 2010 (DEM Aust)</a>	This study is an important building block for the future management of the Necropolis. In particular it informed the development of management units as described in this Plan.
<a href="#">Management Unit Policies 2013 (DEM Aust)</a>	This sets the detailed policies and priorities for each of Rookwood's 24 management units as summarised in pages 54-59 of this plan.
<a href="#">Sustainable burials in the Sydney Greater Metropolitan Area, Discussion Paper– NSW Department of Lands 2008</a>	The discussion paper sought industry and public comments and suggestions on the options available to the Government to address the problems associated with management of burial space in the Sydney Greater Metropolitan Area.
<a href="#">Rookwood Plan of Management Working Party Report 2010</a>	An internal RNT working paper that laid the ground for the financial aspects of the strategy and plan as described on pages 63-71 of this Plan of Management.





