CITY OF HOLDFAST BAY

Community Land Management Plan
Cemeteries

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Acknowledgement of Country

The City of Holdfast Bay acknowledges the Kaurna People as the traditional owners and custodians of the land. We respect their spiritual relationship with country that has developed over thousands of years and the cultural heritage and beliefs that remain important to the Kaurna people today.

1. What is Community Land?

Section 193 of *The Local Government Act 1999* (**the Act**) classifies community land as: All local government land (except roads) that is owned by a council or under a council's care, control and management.

2. Why a Management Plan is Required

Section 196 of the Act sets out the requirement for councils to prepare and adopt management plans for its community land (**CLMPs**). A CLMP is required where:

- The land has been, or is to be, specifically modified for the benefit or enjoyment of the public.
- The land is, or is intended to be, occupied under a lease, licence or permit.

Section 196 of the Act outlines that a CLMP must:

- Identify the land to which it applies
- State the purpose for which the land is held by the council
- State the council's objectives, policies (if any) and proposals for the management of the land
- State performance targets and how the council proposes to measure its performance against its objectives and performance targets.

Under Section 199 of the Act, a council must manage community land in accordance with any management plan for the relevant land.

CLMPs provide high-level guidance only; more detailed strategic and operational direction is available in Council's adopted strategies and plans.

3. Cemeteries

This CLMP applies to the following parcels owned or under the care and control of Council:

- North Brighton Cemetery
- St Judes Cemetery

The land to which this CLMP applies is more specifically identified in the Schedule to this CLMP and the Community Land Register.

Regarding the Community Land Register – Council is required under section 207 of the Act to keep a register of all community land in its area, and that register must contain the information required by the Local Government (General) Regulations 2013.

For lands under Council's care, control and management, the Community Land Register identifies the owner together with any trust, dedication or restriction applying to each parcel of land.

4. Purpose for which Cemeteries are held by Council

To provide dignified, well-managed burial and memorial places that honour the cultural, historical and community significance of St Jude's Cemetery and North Brighton Cemetery. These sites preserve important State and Local Heritage values, support respectful remembrance and reflection, and provide accessible facilities for families, visitors and the broader community.

The cemeteries also contribute to the City's cultural identity through the recognition of significant landscapes, memorial structures and heritage features, and are managed to ensure long-term sustainability, environmental care and service delivery.

The Land is also held for secondary purposes associated with Council's operational needs including but not limited to environmental, urban design, telecommunications, and heritage (cultural and built form). The St Judes Cemetery land also acts as the formal access way to the 'Clergy House' which forms part of this parcel of land, noting that the 'Clergy House' portion has had its classification as community land revoked.

5. Objectives for the management of Cemeteries

The objectives are to be considered collectively. No single objective is intended to have automatic priority over another, and a proposal is not required to advance every objective. Council may determine the weight to be given to each relevant objective having regard to the nature, location and circumstances of the proposal, provided that the proposal is not inconsistent with this CLMP when read as a whole.

- Recognise the cultural, historical and landscape heritage of the cemeteries.
- Maintain cemeteries in a manner that supports a welcoming environment for all visitors.
- Support efficient, respectful and legislatively compliant cemetery operations, administration and customer service, including the provision of vehicular and pedestrian access, if required, to Clergy House.
- Encourage the ongoing care and presentation of cemetery grounds.

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6. Leases and Licences for Cemeteries

Council will consider granting leases, licences, interments or other occupancy arrangements over the land subject to this CLMP, provided they are consistent with this CLMP and comply with the requirements of the Act.

Council's Community Land Register identifies any current leases and licences over land subject to this CLMP.

Council may grant leases and licences for the occupancy of land that is subject to this CLMP for terms of five years or less, without the need for public consultation, provided that they are consistent with this CLMP, in accordance with section 202(3) of the Act.

For leases or licences proposed for terms longer than five years, Council will consult the public in accordance with its Community Engagement Policy and section 202 of the Act.

Interment rights granted under Division 3 of the *Burial and Cremation Act 2013* are granted under that Act and are not leases or licences for the purposes of section 202 of the Act. The granting, renewal, transfer and cancellation of interment rights in accordance with the *Burial and Cremation Act 2013*, whether by Council or by a person managing the cemeteries on Council's behalf, is authorised by this CLMP as burial and interment use and does not require public consultation under section 202 of the Act, irrespective of the term of the interment right.

If the land is to be used for a business purpose under a lease or licence, that use must be consistent with this CLMP and may be approved by Council under section 200 of the Act. Council may, at its discretion, approve a business use over any part of the land, provided it is not inconsistent with this CLMP and, for Crown Land, aligns with the dedicated purpose.

If a proposed lease or licence is inconsistent with this CLMP, then it cannot be granted prior to this CLMP being amended in accordance with section 198 of the Act to allow for such use.

Where Council acts as custodian of Crown Land, leases and licences must be granted or renewed in accordance with the *Crown Land Management Act 2009*.

This CLMP expressly authorises Council to grant leases, licences and other lawful occupancy arrangements over any part of the land to which this CLMP applies for purposes associated with cemetery operations, memorialisation, heritage conservation, visitor services, cultural and commemorative activities, environmental management, public safety, infrastructure, utilities, telecommunications, and other uses that support the ongoing management, accessibility, preservation and respectful enjoyment of the cemeteries, where Council considers such use appropriate and consistent with the purpose and objectives of this CLMP.

Authorised uses include, but are not limited to:

- Burial, interment and memorial purposes.
- Funeral, commemorative, cultural and remembrance activities.
- Cemetery administration and operational activities.
- Heritage conservation, interpretation and restoration works.
- Visitor facilities and amenities.
- Landscaping, horticulture and environmental management activities.
- Public art, memorials and interpretive installations.
- Utilities, telecommunications and other service infrastructure.
- Vehicle access, parking, pedestrian access and accessibility infrastructure.
- Council activities that facilitate the maintenance and renewal of infrastructure.

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- Temporary activities, events and uses associated with the operation, management, heritage interpretation or community appreciation of the cemeteries.
- Easements and other interests that do not unreasonably interfere with the primary purpose, operation or amenity of the land.

Leases and licences authorised by this CLMP may provide for the construction, installation, placement, operation, maintenance, alteration and removal of buildings, service infrastructure and other permanent or temporary structures associated with an authorised use.

Nothing in this CLMP requires Council to approve any proposed activity, use, lease or licence. Council retains discretion to determine whether, and on what terms, a proposal should be approved, having regard to the characteristics of the relevant land, the purpose and objectives of this CLMP, applicable legislation and any other matter Council considers relevant. Authorisation under this CLMP does not remove the need to obtain any other approval, consent or authority required by law or by the owner or controlling authority of the relevant land.

7. Proposals for the management of Cemeteries

Council proposes to:

- Facilitate the conservation of heritage gravesites, structures and landscape features using heritage-appropriate methods.
- Upgrade paths, gates and circulation routes.
- Provide quiet, reflective spaces for personal remembrance and community use.

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8. Performance Targets and Measures

Objective	Performance Targets	Performance Measures
Recognise the cultural, historical and landscape heritage of the cemeteries.	Have regard to the cultural, historical and landscape heritage of the cemeteries when undertaking maintenance, improvements and other management activities.	Heritage considerations are incorporated into relevant cemetery maintenance and improvement planning, where appropriate.
Maintain cemeteries in a manner that supports a welcoming environment for all visitors.	Maintain cemetery facilities in a serviceable condition.	Four-yearly asset inspections on council owned assets.
Support efficient, respectful and legislatively compliant cemetery operations, administration and customer service, including the provision of vehicular and pedestrian access, if required, to Clergy House.	Maintain a management agreement with Adelaide Cemeteries Authority or another appropriate provider for the management of cemeteries.	Management agreement remains current and is being satisfactorily delivered on by the provider.
Encourage the ongoing care and presentation of cemetery grounds.	Maintain gardens, lawns and trees to service-level standards.	Four-yearly inspections of Council-managed cemetery assets and landscapes to confirm whether maintained to the required level.

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9. Relevant Policies and Plans

This CLMP is implemented alongside relevant Council strategies and policies, including:

Council Plans and Strategies

- Arts and Culture Strategy 2019-2024

  The Creative Holdfast Arts and Culture Strategy 2019–2024 provides a framework for strengthening arts, culture and creative expression across the City of Holdfast Bay by generating participation, celebrating identity, activating places, and supporting local creative talent.

- Asset Management Strategy 2024

  The Asset Management Strategy 2024 outlines how the City of Holdfast Bay will manage its $600 million asset portfolio in a cost effective, sustainable and service focused way by aligning asset planning, renewal, maintenance and investment with long term strategic, financial and community needs.

- Building Asset Management Plan

  The Buildings Asset Management Plan outlines how the City of Holdfast Bay will sustainably manage its 146 building assets—valued at over $142 million—through defined service levels, lifecycle planning, demand forecasting and compliance with legislative requirements to ensure safe, functional and climate resilient facilities for the community.

- Economic Development Strategy 2026-29

  The Economic Development Strategy 2026–29 sets a four year action plan within a 10+ year vision to build a resilient, innovative and sustainable local economy by supporting businesses, strengthening precincts, fostering entrepreneurship, and enhancing the visitor economy.

- Environment Strategy 2020-2025

  The Environment Strategy 2020–2025 sets Council's direction for protecting natural systems, reducing emissions, strengthening climate resilience, and enhancing biodiversity through practical, measurable actions across land, water, waste, energy and community stewardship.

- Events Strategy 2021-2025

  The Events Strategy 2021–2025 provides a framework for developing, managing and supporting a vibrant, diverse and sustainable calendar of events that strengthens community wellbeing, enhances destination appeal and drives economic activity across Holdfast Bay.

- Holdfast Bay Tourism Recovery Plan 2023

  The Tourism Recovery Plan 2023 sets out the City of Holdfast Bay's strategy to rebuild and strengthen its visitor economy post COVID 19 by driving demand, enhancing destination development, improving resilience and sustainability, and deepening partnerships across government and industry. It aims to return visitation and expenditure to pre-COVID levels while supporting a vibrant, diverse and sustainable tourism sector that benefits residents, businesses and visitors.

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- Holdfast Bay Youth Action Plan 2018-2023

  The Youth Action Plan 2018–2023 sets out Council's commitment to empowering young people in Holdfast Bay through strengthened engagement, inclusive events, and improved public spaces that reflect youth needs and priorities.

- Long Term Financial Plan 2026-27 to 2035-36

  The Long-Term Financial Plan outlines how the City of Holdfast Bay will maintain long term financial sustainability by balancing operating costs, asset renewal, new infrastructure, rates, and borrowings, ensuring services and assets can be delivered without unplanned rate increases or reductions in service levels. It provides 10-year financial projections based on key principles of balanced budgeting, intergenerational equity, efficient asset management, and predictable rating, supported by annual review and adjustment.

- Movement and Transport Plan 2026-2030

  The plan sets out how Holdfast Bay will deliver a safe, efficient, sustainable and integrated transport network through actions in transport planning, walking and cycling, alternative transport options and parking.

- Open Space Asset Management Plan

  The plan is a 10-year framework outlining how the City of Holdfast Bay will sustainably manage more than 6,000 open space assets to maintain quality, safety, accessibility and climate resilience for the community.

- Open Space Strategy 2018-2030

  The Open Space and Public Realm Strategy 2018–2030 sets a long-term framework for how the City of Holdfast Bay will plan, manage and enhance its parks, reserves, foreshore, streets and public realm to meet growing community needs, protect natural assets, and ensure equitable access to high-quality open space. It responds to population growth, climate pressures and limited land supply by prioritising better use of existing council land, improved connectivity, and innovative approaches to expanding open space.

- Our Holdfast 2050+

  The Our Holdfast 2050+ Strategic Plan sets out the City of Holdfast Bay's long-term vision to protect its heritage and coastline while fostering wellbeing, sustainability and innovation through inclusive public spaces, climate resilient infrastructure, and a thriving, creative local economy. It outlines goals, actions and aspirations to 2050+, supported by partnerships, community engagement and a four-year rolling delivery plan.

- Play Space Action Plan 2019-2029

  The Play Space Action Plan 2019–2029 sets out a ten-year, prioritised program to upgrade, create and rationalise play spaces across Holdfast Bay to improve play value, accessibility, intergenerational use and strategic distribution based on asset condition, demographic needs and walkability mapping.

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- Regional Public Health Plan

  The Regional Public Health Plan 2021–2026 outlines how the City of Holdfast Bay will promote community wellbeing, prevent disease, protect against environmental and public health risks, and strengthen local health systems through coordinated, evidence-based actions aligned with the State Public Health Plan.

- Stormwater Asset Management Plan

  The Stormwater Asset Management Plan provides a long-term framework for the sustainable management of Council's stormwater and drainage infrastructure. It establishes service levels and lifecycle requirements for the inspection, operation, maintenance, renewal and upgrade of these assets to support effective stormwater conveyance, reduce flood risk, protect public safety and amenity, and maintain reliable and climate-resilient infrastructure in a financially sustainable manner.

- Stormwater Management Plan Coastal Catchments Between Glenelg and Marino 2014 (City of Holdfast Bay and City of Marion)

  Coastal Catchments Between Glenelg and Marino Stormwater Management Plan outlines coordinated infrastructure, environmental and flood mitigation actions to improve stormwater capacity, reduce erosion and protect downstream coastal and urban environments.

- Transport Asset Management Plan

  The Transport Asset Management Plan 2024 outlines how the City of Holdfast Bay will sustainably manage its 17,000 transport assets—roads, footpaths, kerbs, bridges, traffic devices and bus stop infrastructure—through defined service levels, lifecycle planning, demand forecasting and long-term financial strategies to ensure safe, efficient and resilient movement across the city.

- Tree Asset Management Plan

  The Tree Asset Management Plan 2026 outlines how Council will sustainably manage, maintain, renew and enhance its urban forest to meet community expectations, legislative requirements and long-term environmental objectives.

- Urban Forest Plan

  The Urban Forest Plan sets out the City of Holdfast Bay's long-term approach to expand, protect and manage its urban forest so the city becomes cooler, healthier and more resilient by 2050.

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Council Policies

- Community Centres Policy

  The policy guides management of our community centres, emphasising community needs, safety, accessibility, sustainability, and collaboration. The policy supports program development, transparent management and sense of safety.

- Commercial Activation of Community Land Policy

  The policy governs temporary commercial activation of community land, focusing on areas like reserves, beaches, and plazas, with criteria for approval based on impact, location, and community access. Major impact activities require council approval, balancing economic growth with community needs.

- Temporary Street Traders Policy and Processes

  The policy regulates temporary street trading in Holdfast Bay, including permits for mobile vending, ice-cream vans, handcarts, event vending, and commercial activities, emphasising safety, access, and community benefit. Permits are issued for specific durations, locations, and activities, with conditions to balance vibrancy and commercial interests, ensuring compliance with relevant legislation and safety standards.

- Memorials Policy

  The policy manages memorial plaques on seats and seaside memorials, emphasising ownership, licensing, renewal, and maintenance. Memorial seats are licensed for ten years with renewal options, and plaques are maintained or removed based on condition. Seaside memorials allow inscriptions without reservation, with names added quarterly. Council owns seats and plaques, with responsibilities for upkeep and removal after license expiry.

- Personal Trainers Policy and Permit System

  The City of Holdfast Bay requires personal trainers to obtain permits for activities on designated community land, ensuring safety, minimising impact, and addressing liability. Permits depend on professional membership, insurance, and suitability of parks. The policy balances promoting outdoor fitness with protecting public spaces, with permits reviewed or revoked by council as needed.

- Public Art and Monuments Policy

  The policy guides public art and monuments in Holdfast Bay, emphasising community representation, cultural heritage, inclusivity, environmental impact, and site appropriateness. It prioritises high-quality, diverse artworks, community support, and suitable locations, with procedures for selection, procurement, maintenance, and decommissioning, including Indigenous protocols and periodic review of artwork distribution and impact.

- Outdoor Dining Policy

  The policy governs outdoor dining in Holdfast Bay, requiring permits for areas adjacent to businesses, with conditions on design, setbacks, and safety. Permits are annual, non-transferable, and can be revoked or

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amended for safety, health, or community impact. Owners are responsible for costs, maintenance, safety, and compliance with building codes and legislation. Permanent structures may require additional approvals.

- Sporting Community Leasing Policy

  The policy guides leasing of Council-owned community and sporting facilities, emphasising sustainability, community access, maximising usage, inclusion, and strategic upgrades. Leases are limited to five years with renewal options, rental based on equity or market value, and incentives for diversity, governance, and multi-use. Council retains naming rights and oversees sub-leases, with provisions for grants, upgrades, and ancillary facilities.

- Disposal of Land and Assets Policy

  The policy mandates transparent disposal of Council land and assets, emphasising fair processes, community consultation, and compliance with legislation. Disposals include market sales, tenders, expressions of interest, and negotiations, with criteria based on value, complexity, and strategic fit. Records and reasons must be documented; exemptions are possible for emergencies or better outcomes.

- Encroachments Policy – Section 202 and 201 *Local Government Act* 1999

  The policy outlines the criteria and assessment processes Council uses to determine whether structures or activities may occupy, cross, or project into Council-owned land, ensuring public safety, amenity, and equitable use of public space. It establishes requirements for permits, development approvals, fees, renewals, and public liability insurance for any encroachment erected or installed in, on, across, under or over Council land.

- Coastal Vegetation Management Policy

  The policy protects coastal vegetation for benefits like habitat, sand stabilisation, and aesthetics, balancing community access and infrastructure needs.

- Commercial Leasing and Licensing Policy

  The policy guides Council's commercial leasing and licensing of property, emphasizing maximizing financial return, ensuring equitable access, and maintaining asset value. It covers lease terms, rent setting, renewal, tenant responsibilities, and subletting, with selection via expressions of interest, requiring guarantees. Implementation involves regular reporting, legal review, and alignment with strategic plans.

- Parklet and Car Park Activation Policy

  The Parklets and Car Park Activation Policy establishes the principles and assessment criteria for approving parklets and other activations of parking spaces, ensuring they enhance public amenity and local vibrancy while maintaining safety, accessibility and responsible management of public land.

This CLMP is to be read and implemented consistently, as far as practicable, with relevant official plans and policies. If a provision of this CLMP is inconsistent with a binding requirement imposed by another Act or statutory instrument, the binding legislative requirement applies to the extent of the inconsistency.

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Schedule to Cemeteries CLMP

North Brighton Cemetery

Identification and Ownership Details	
Street Address	301 Brighton Road
Suburb	North Brighton
Postcode	5048
Site Area	31,095sqm
Certificates of Title	CT5791/500
Owner	City of Holdfast Bay
Lease/Licence Details	Refer to Community Land Register

Aerial Photo



St Judes Cemetery

Identification and Ownership Details	
Street Address	1/444 Brighton Road
Suburb	Brighton
Postcode	5048
Site Area	21,820sqm
Certificates of Title	CT5784/947 (portion)
Owner	City of Holdfast Bay
Lease/Licence Details	Refer to Community Land Register

Aerial Photo



*Clergy House outlined in blue. Clergy House has been revoked from Community Land Classification and is on the Exclusion List.