



Notice is given that an Ordinary Meeting of Council of the Shire of Christmas Island is to be held at the Council Chambers on **Tuesday 14 June 2022** commencing at 7.00pm

David Price
Chief Executive Officer

AGENDA

- 1 **Declaration of Opening of Meeting/Announcement of Visitor**
- 2 **Record of Attendance/Apologies/Leave of Absence/Declaration of Financial/Proximity/Impartiality Interests**
 - 2.1 Attendance
 - 2.2 Leave of Absence
 - 2.3 Apologies
 - 2.4 Declaration of Interests
- 3 **Response to Previous Public Questions Taken on Notice**
- 4 **Public Question Time**
- 5 **Applications for Leave of Absence**
- 6 **Petitions/Deputations/Presentations**
- 7 **Confirmation of Minutes of Previous Meetings/Business arising from the Minutes of Previous Meetings**
 - 7.1 Minutes of Ordinary Council Meeting held on 24 May 2022 (pg 1-4)
 - 7.2 Business Arising from the Minutes of Previous Meetings
- 8 **Announcements by Presiding Member Without Discussion**
- 9 **Reports of Committees**
- 10 **Reports of Officers**
 - 10.1 **Chief Executive Officer**
 - 10.1.1 UV Rates Setting (pg 5-9)
 - 10.1.2 CEO Delegated Authority – Finance 22/23 (pg 10-11)
 - 10.1.3 Christmas Island Cemeteries (pg 12-25)
 - 10.2 **Manager Finance & Administration**
 - 10.2.1 Schedule of Accounts – May 2022 (pg 26-32)
 - 10.2.2 Financial Statements – May 2022 (pg 33-37)
 - 10.3 **Manager Community/Recreation Services & Training**
 - 10.4 **Manager Works, Services & Waste**
 - 10.5 **Manager Governance Research Policy & Grants**
 - 10.5.1 Christmas Island Townsite Designation (pg 38-39)
- 11 **Elected Members Motions of which Previous Notice has been given**
- 12 **New Business of an Urgent Nature Introduced by Decision of the Meeting**
- 13 **Behind Closed Doors**
- 14 **Closure of Meeting**
- 15 **Date of the next Ordinary Meeting**
26 July 2022



UNCONFIRMED MINUTES

Ordinary Meeting of the Shire of Christmas Island held at the George Fam Chambers at 7.00pm on Tuesday 24 May 2022

1 DECLARATION OF OPENING/ANNOUNCEMENT OF VISITORS

- 1.1 The Shire President declared the meeting open at 7.00pm.
- 1.2 Shire President THOMSON welcomed Heritage Consultant Helene BARTLESON.

2 RECORD OF ATTENDANCE/APOLOGIES/LEAVE OF ABSENCE/DECLARATIONS OF FINANCIAL INTEREST

2.1 Record of Attendance

Shire President	Cr Gordon THOMSON
Deputy President	Cr Kee Heng FOO
Councillors	Cr Philip WOO
	Cr Kelvin Kok Bin LEE
	Cr Hafiz MASLI (7.22pm)
	Cr Morgan Boon Hwa SOH
	Cr Azmi YON
Chief Executive Officer	David PRICE
Acting Manager Finance and Admin	Kevin WILSON
Manager Community/Recreation Services	Olivier LINES
Manager Research, Policy, Governance & Grants/Minute Taker	Chris SU

2.2 Leave of Absence

Councilor	Cr Farzian ZAINAL
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2.3 Apologies

2.4 Declarations of Financial/Impartiality/Proximity Interest

Cr FOO declares a Proximity Interest in relation to item 10.1.1 'Outbuilding and attached patio' development approval application from a resident as he is a neighbour to the property.

3 RESPONSE TO PREVIOUS PUBLIC QUESTIONS TAKEN ON NOTICE

4 PUBLIC QUESTION TIME

- 4.1 Cr YON informs Council that the Malay Association of Christmas Island will have its Hari Raya Festival at the Malay Club on Saturday 28th May at 7pm. Advised Council that a meeting he had with the AFP in regards to COVID safety for the event required MACI to serve food outside, socially distanced, to meet the current rules. MRST manager Oliver LINES offered to assist with COVID safety planning if needed.

Cr YON requested additional sulo bins to be deployed to the Malay Club for the event night.

- 4.2 Cr FOO advised that the Sheng Wong Drumsite Temple will be having its observation on Thursday June 9th and requested additional sulo bins for the festival day. MRST manager Oliver LINES also offered to assist with COVID safety planning if needed.

Council discussed the COVID safety plan rules and the last two years' of cancelled festivals and other events; adherence to COVID rules is seen as necessary going forward.

- 4.3 Cr YON passes on positive feedback from residents on the municipal works happening around the Island.
- 4.4 Shire President THOMSON invites Heritage Consultant Helene BARTLESON to brief the Council on her visit to review and develop the next 10 Year Cemeteries Management Plan.

Helene BARTLESON informs the first 10 Year Cemeteries Management Plan has reached its end and states that a great deal has been achieved. She is on Island for 18 days to engage with the communities on their cemetery needs and assess the large memorial preservation needs. Recalled the 2021 visit from master stonemason Nick and his assistant which was frustrated as their specialised tools did not make it to the Island. They did do their best with tools on hand on the Island and relayed back reports on masonry preservation needs.

Foresaw this logistics crunch going into the future and informed Council that greater care needs to be taken to ensure goals are met. Helene BARTLESON informed Council that the Coolies Memorial and Gordon Bennett memorial needs masonry preservation; she will assess and inform Council again.

5 APPLICATIONS FOR LEAVE OF ABSENCE

5.1 Leave of Absence – Cr ZAINAL

Council Resolution

Moved: Cr YON

Seconded: Cr WOO

Res. No: 41/22

That the leave of absence application submitted by Cr Farzian ZAINAL (16/5/2022 to 25/5/2022) be approved.

Carried: 6/0

6 PETITIONS/DEPUTATIONS/PRESENTATIONS

7 CONFIRMATION OF MINUTES OF PREVIOUS MEETINGS/BUSINESS ARISING FROM THE MINUTES OF PREVIOUS MEETINGS

7.1 Minutes of Ordinary Council Meeting held on 26 April 2022

Members considered the unconfirmed minutes.

Council Resolution

Moved: Cr WOO

Seconded: Cr LEE

Res. No: 42/22

That Council adopt the unconfirmed minutes of the 26 April 2022 Council Meeting.

Carried: 6/0

7.2 Business Arising from the Minutes of Previous Meetings

8 ANNOUNCEMENTS BY PRESIDING MEMBER WITHOUT DISCUSSION

9 REPORTS OF COMMITTEES

10 REPORTS OF OFFICERS

10.1 Chief Executive Officer

Cr FOO leaves the meeting room at 7.15pm

10.1.1 Additions – Outbuilding and Attached Patio

Council Resolution

Moved: Cr YON

Seconded: Cr LEE

Res. No: 43/22

Council grants development approval for an Outbuilding and Attached Patio at Lot 131 Silver City, Christmas Island, subject to the following conditions:

1. All development shall be in accordance with the approved development plans (attached) that form part of this development approval unless modified by other conditions of approval.
2. This development approval will expire if the approved development is not substantially commenced within two (2) years of the date of issue of this approval, or, within any extended period of time for which the Shire of Christmas Island has granted prior written consent.
3. Stormwater is to be contained on-site, or appropriately treated and connected to the local drainage system. Prior to the commencement of site works, detailed drainage plans are to be submitted for approval, to the satisfaction for the local government.
4. On application for a building licence, the applicant shall provide engineer certified drawings demonstrating that the all structures are compliant with Building Code requirements.
5. The retaining wall in the street frontage is to be modified and reinstated to Council specification following completion of works.
6. The outbuilding is to be utilised for commercial purposes.

Carried: 5/0

Cr FOO returns to the meeting at 7.17pm

10.1.2 Rates, Fees and Charges 2022/23

Council Resolution

Moved: Cr LEE

Seconded: Cr SOH

Res. No: 44/22

1. Council adopts the rates, fees and charges for financial year 2022/23 as listed in the attachment.
2. All rates, fees and charges to apply from 1 July 2022.
3. The Internal rate will apply to any work carried out for the Commonwealth within the Road Funding/Contract Agreement.

Carried: 6/0

10.2 Manager Finance & Administration

Cr MASLI joins the meeting at 7.22pm

10.2.1 Schedule of Accounts – April 2022

Council Resolution

Moved: Cr YON

Seconded: Cr FOO

Res. No: 45/22

That Council approves the expenditure as presented in April 2022 Schedule of Accounts.

Carried: 7/0

10.2.2 Financial Statements - April 2022

Council Resolution			
Moved: Cr YON	Seconded: Cr FOO	Res. No:	46/22
That Council receives the Financial Statements of April 2022 for the Municipal Fund.			
Carried:	7/0		

10.2.3 Transition to Altus – Corporate Solution

Council Resolution			
Moved: Cr MASLI	Seconded: Cr FOO	Res. No:	47/22
Council approves the strategy to transition from SynergySoft suite of financial modules to Altus.			
Carried:	7/0		

10.3 Manager Community/Recreation Services & Training

10.4 Manager Works, Services & Waste

10.4.1 T03/2022 Sale of Surplus Trailers

Council Resolution			
Moved: Cr YON	Seconded: Cr LEE	Res. No:	48/22
That Council accepts the tender from Kok Seong Tee for the Sale of trailer P0152 at price \$100.00.			
Carried:	7/0		

10.5 Manager Governance, Research, Policy & Grants

11 ELECTED MEMBERS MOTIONS OF WHICH PREVIOUS NOTICE HAS BEEN GIVEN

12 NEW BUSINESS OF AN URGENT NATURE INTRODUCED BY DECISION OF THE MEETING

13 BEHIND CLOSED DOORS

14 CLOSURE OF MEETING

The Shire President closed the meeting at 7.30pm

15 DATE OF NEXT MEETING: 14 June 2022



SHIRE OF CHRISTMAS ISLAND

SUBMISSION TO	Council meeting 14 June 2022
AGENDA REFERENCE	10.1.1
SUBJECT	UV Rates Setting
LOCATION/ADDRESS/APPLICANT	N/A
FILE REFERENCE	1.5.6
INTEREST DISCLOSURE	NIL
DATE OF REPORT	31 st May 2022
AUTHOR	David Price CEO
SIGNATURE OF CEO	SIGNED

RECOMMENDATION

The Council adopts an Unimproved Valuation rate of 0.37c for the 2022-23 Budget.

BACKGROUND

Council Resolution 128/20 in the December 2020 Ordinary Council Meeting was to engage a consultant to assist in the rating area of the mandatory Local Planning Strategy review. Moore Australia were selected in 2021 and have submitted their final report in April 2022.

Council received the Moore Australia Shire of Christmas Island Strategic Rating Review 2022 at the April 26th 2022 Ordinary Council Meeting. It passed as Resolution 37/22 'That Council receives the Strategic Rating Review and request the CEO to develop recommendations based on the Review for consideration.'

Moore Australia noted the need to address management of unimproved value lands more equitably and the possibility of a differential rating practice applied to Christmas Island that aligns with the Dept. of Local Government's five principles of Objectivity, Fairness and Equity, Consistency, Transparency and Administrative Efficiency in this area.

Consideration should be given to the significant cost impact of mining operations on the island network when making rating decisions. To minimize the current subsidization of mining operations by other ratepayers, the UV rate yield should be at a level to produce a fair and equitable contribution to general Shire operations in addition to considering the cost of the rural road maintenance by mining traffic. This would achieve a far higher level of fairness and equity in rating than the current rating structure. More equitable apportioning of the burden of mine operations on the Shire may be achieved.

Rates should be applied fairly and equitably resulting in each property making a fair contribution to rates revenue based on the method of valuation. The rating principles should be applied, and determinations made, in a consistent way and should be clearly documented and available for public inspection, while the rating structure should also be cost effective.

COMMENT

Manager for Works and Services and the Manager for Governance worked to calculate the impost of mining activity on the municipal budget.

The Shire's operations are made up of the following sections:

- Works and Services
 - i) Parks and Gardens Division
 - ii) Road Construction and Maintenance
 - iii) Special Projects Construction
- Building, Health and Safety
- Ranger Services
- Community Services
- Waste Management Services
- Administrative and Technical

The management team considered which roads that the mine utilized the most frequently that came under Shire management. It then gathered the five-year historical cost of those roads and apportioned the attributable cost of those roads between mining and non-mining use.

The Ranger division set out Road Traffic Data Counters on the roadways to gather data on what classes of vehicle and at what speed and frequency they travelled the roadways. Management could see an accurate count of class of vehicle using the roads. The weight of each class of vehicles was documented, and so management could count the 'weight-distribution' of road usage attributable to each class and its frequency.

For example, the data points out that 90% of all road weight on North-South Baseline Road is mining weight. Considering the frequency of Road Trains, the weight of loaded road train trailers and the frequency of tourist/resident vehicles and their weight, it became very clear that the majority of movement by weight was attributable to Road Trains.

Collection of this data helped to inform the cost of mining activities on the municipal budget from the Works and Services – Road Construction and Maintenance cost data.

Management has chosen not to filter the other operation sectors (Waste Section, the Building, Health, Safety Section, the Community Services Section, etc) for a 'mining and non-mining utilization' although it is clear that as the major private employer of some 130+ persons across their business units (not including FIFOs) all personnel draw upon local government services in their day to day on Island).

Management has chosen to attribute 50% of the cost of the Tennant Street Sweeper to mining activity noting the dust settling in the township and the need to clear the roadways of buildup to prevent slip.

STATUTORY ENVIRONMENT

The power to raise local government rates is set out in the Local Government Act 1995 (WA)(CI). Sections 6.2(2), 6.28 and 6.33 apply.

POLICY IMPLICATIONS

Nil

FINANCIAL IMPLICATIONS

Council Rates form the minor part of Council's revenue per year due to the small number of residents on the Island. The major revenue component is the annual Federal Assistance Grants.

Moore Australia stated in the Strategic Rating Review that the ratepayers were subsidising the mining operations and that: *To minimize the current subsidization of mining operations by other ratepayers, the UV rate yield should be at a level to produce a fair and equitable contribution to general Shire operations in addition to considering the cost of the rural road maintenance by mining traffic.*

The current UV rate is 32.4c in the dollar. An increase of 5.7c to 37c in the dollar at the current Landgate UV data would serve to cease the subsidization of mining operations by other rate payers at present calculations.

STRATEGIC IMPLICATIONS & MILESTONES

NIL

CONSULTATION

None required.

VOTING REQUIREMENTS

Simple majority

ATTACHMENTS

10.1.1.1 – Cost of Mining Operations on Municipal Budget.

Impost of Mining on Municipal Budget

30.5.22

Chris Su, chris@shire.gov.cx
 Manager of Governance, Research, Policy and Grants 30.5.2022

The dollar impost of mining operations on the municipal budget is **\$579,602.63** per year.

This has been calculated using the five year average costs of running the Street Sweeper and maintaining the mining traffic dominated roads which are

- | | |
|-------------------------|--------------------------------|
| 1. North South Baseline | 5. Streetsweeper Running Cost |
| 2. Lily Beach Road | 6. Streetsweeper Operator Cost |
| 3. Murray Road | |
| 4. Irvine Hill Road | |

Works and Services have been consulted on the percentage split of costs between mining and non-mining use of the above. Road Traffic Count data was collected in 2022 to determine the frequency of road traffic on studied roads. The RTC meter box is able to determine not only the movement count, but what type of vehicle it was. It measures this through the wheel count hitting the sensors; a 16 wheel truck is able to be distinguished from a Rav 4 and again from a rubbish truck. The Street Sweeper asset and operator would not be needed if not for the dust created in the township from mining operations.

Note, for the Murray Road costing, MWS advised that the mine use of the 6.5km roadway was concentrated in the first kilometre near their LB4 site near the Irvine Road intersection. We have taken the annual average cost and costed 16% of it, one kilometre, to the mine to account for the damage to their end of Murray Road used the most. See Appendix map.

Cost – Centre	Average spent a year	Mine / Non-Mine use % split	Mine % in dollar terms
North-South Baseline Maintenance	\$375,314	90 / 10	\$337,782.60
Streetsweeper Cost	\$67,847	50/50	\$33,923.50
3.8 Streetsweeper Operator Cost	\$116,710.26	50/50	\$58,355.13
Lily Beach Road	\$68,167	80/20	\$54,533.60
Murray Road (16% of 6km costing)	\$65,507.00	100/0	\$65,507.00
Irvine Hill Road	\$36,876	80/20	\$29,500.8
	<u>\$730,421</u>		<u>\$579,602.63</u>

Impost of Mining on Municipal Budget

30.5.22

Chris Su, chris@shire.gov.cx

Manager of Governance, Research, Policy and Grants 30.5.2022

Appendix – Area of Murray Road most damaged by mining traffic entering into and out of their LB4 workite.





SHIRE OF CHRISTMAS ISLAND

SUBMISSION TO	Ordinary Council Meeting 14 June 2022
AGENDA REFERENCE	10.1.2.
SUBJECT	CEO Delegated Authority-Finance 22/23
LOCATION/ADDRESS/APPLICANT	N/A
FILE REFERENCE	3.1.12
INTEREST DISCLOSURE	None
DATE OF REPORT	6 June 2022
AUTHOR	David Price, CEO
SIGNATURE OF CEO	SIGNED

RECOMMENDATION

In accordance with Section 5.42 (1) and 5.44 of the Local Government Act 1995 (WA)(CI) Council delegates the following authority to the Chief Executive Officer for the financial year 22/23.

- To make payments on behalf of Council in accordance with Council Signatory/Authorization of EFT Procedure
- To sign cheques on behalf of council for an amount not exceeding \$100,000 s6.10 (d);
- To incur expenditure and to issue official orders not exceeding \$100,000 for non-capital expenditure s6.10 (d);
- To decide free of charge use of community facilities in accordance with CS2 – Use of Community Facilities Policy of Council;
- Power of entrance, etc. in relation to road works;
- To write off debts or rates incorrectly raised & other bad debts up to \$200;
- To approve budget variations/new budget items not exceeding \$100,000;
- To obtain reassessment of the value of ratable property in the event of property improvement or property subdivision;
- To invest money held by council not required for immediate use s6.14;
- To arrange appropriate insurance in respect of all council properties;
- To negotiate terms and conditions of property leases;
- To negotiate terms and conditions and enter into lease agreements on Shire Houses where the weekly rent does not exceed \$600 per week;
- To dispose of property with no book value;
- To reimburse to an owner or occupier where property is damaged through the performance of a function of the local government to the maximum amount of \$2,000;
- To give notice to an occupier and or owner requiring them to do something in relation to land specified in Schedule 3.1 – Powers Under Notices to Owners or Occupiers of Land of the Local Government Act (WA) (CI) 1995
- To arrange for works to be carried out where the owner or occupier does not carry out required action in relation to land, and to recover the costs as a debt;
- To issue certificates of the local government pursuant to section 23 of the Strata Titles Act 1985 (WA)(CI).
- To change leases for the cost of insurance cover in respect to leased properties;

- **As the principal Accounting Officer of Council, to prepare the annual financial reports;**
- **To affix the common seal of the Shire of Christmas Island as required; and**
- **In relation to recurrent expenditure, to pay amounts above the \$100,000 limit for:**
 - **Wages and salaries**
 - **Pay As You Earn taxation**
 - **Fringe Benefits taxation**
 - **insurance premiums**
 - **Electricity charges**
 - **Lease payments**
 - **MRWA projects**
 - **Superannuation**
- **To contract works or capital projects that have been previously approved by a resolution of Council**
- **Within the provisions of Section 3.50 (1) (1a) (2) (4) (8) of the Local Government Act 1995 (WA) (CI) to:**
 - 1) **To close any thoroughfare that the SOCI manages for the passage of vehicles, wholly or partially, for a period not exceeding four (4) weeks;**
 - 2) **To close any thoroughfare that the SOCI manages for the passage of vehicles, wholly or partially, for a period exceeding four (4) weeks**

BACKGROUND

All delegations to employees under the Local Government Act 1995 (WA)(CI) expires on 1 July 2022. New delegation to the CEO is required.

COMMENT

The Council makes the delegation to the CEO and therefore the Council is required to review the CEO's delegation yearly. The proposed delegations for the Chief Executive Officer are exactly the same as last year.

STATUTORY ENVIRONMENT

Section 5.42(1) of the Local Government Act 1995 (WA)(CI) states, "A local government may delegate to the CEO the exercise of any of its powers or the discharge of any of its duties under this Act other than those referred to in section 5.43." Section 5.42(2) and Schedule 9.3.19 of the Local Government Act 1995 (WA)(CI) requires the review of the CEO's delegation.

POLICY IMPLICATIONS

There are no significant policy implications arising from this matter.

FINANCIAL IMPLICATIONS

There are no financial implications arising from this matter.

STRATEGIC IMPLICATIONS & MILESTONES

Objective 1 of the Government environment is to "Provide good governance in line with the requirements of the Local Government Act and the culture of the Island". Objective 4 of the same Environment is to "Effectively manage the resources of the Shire in line with the objectives of the Strategic Plan".

VOTING REQUIREMENTS

An Absolute Majority is required.



SHIRE OF CHRISTMAS ISLAND

SUBMISSION TO	Ordinary Council Meeting 14 July 2022
AGENDA REFERENCE	10.1.3
SUBJECT	Christmas Island Cemeteries Management Plan
LOCATION/ADDRESS/APPLICANT	N/A
FILE REFERENCE	5.2.1
INTEREST DISCLOSURE	Nil
DATE OF REPORT	9 July 2022
AUTHOR	David Price
SIGNATURE OF CEO	SIGNED

RECOMMENDATION

That Council receives and endorses the Shire of Christmas Island Heritage Management Plan Cemeteries 2022-2032 (the Plan) as prepared by Ms Helene Bartleson.

The Council resolves to endorse all/ part / selective recommendations as outlines in the Plan.

BACKGROUND

The Shire of Christmas has taken an active role in the management and maintenance of all cemeteries on Christmas Island since 1992.

As the Special Council Meeting of 8 October 2009 Council endorsed the Shire of Christmas Island Heritage Management Plan Cemeteries 2009 – 2019.

Council engaged Ms Helene Bartleson to review the Plan in 2019.

COMMENT

While that review began in late 2019 the travel restrictions associated to COVID19 prohibited Helene travel to Christmas Island in 2020, 2021 and early 2022.

Helene has now completed that review together with community consultation with the reviewed Plan presented to Council for deliberation.

STATUTORY ENVIRONMENT

Local Government Act 1995 (WA) (CI), Cemeteries act 1986 (WA) (CI) and Shire of Christmas Island Cemeteries Local Law 2013

POLICY IMPLICATIONS

Nil

FINANCIAL IMPLICATIONS

There are financial implications arising from the Plan. An amount of \$30,000 is being budgeted in the 2022-2023 Budget for the Plan.

STRATEGIC IMPLICATIONS & MILESTONES

Shire of Christmas Island Heritage Management Plan Cemeteries 2009 – 2019.

CONSULTATION

Ongoing community consultation is required

VOTING REQUIREMENTS

A simple majority is required

ATTACHMENTS

10.1.3.1 – Shire of Christmas Island Heritage Management Plan Cemeteries 2022-2032 (the Plan) as prepared by Ms Helene Bartleson.



Shire of Christmas Island (Indian Ocean) Heritage Management Plan Cemeteries

2022 - 2032

'Care for our historical past means care of our cultural future'

Prepared by:
Hélène Bartleson
BooBook Editions, PO Box 539
Springwood NSW 2777

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Shire of Christmas Island Heritage Management Plan - Cemeteries

1. Introduction

In the past decade, as world populations continue to grow, the pressures on land use increase. One of the most complex and sensitive issues associated with this is the treatment of the deceased. For more and more countries, the limited availability of land has meant significant changes to laws governing burials and cremation. As a consequence, some traditional funeral rites and associated religious/cultural practices have had to change, and others have disappeared completely.

While this has been particularly evident in the heavily populated countries of south-east Asia, Australia has not been immune from these challenges. For example, South Australia has had limited tenure rights on grave sites for more than 70 years and Western Australia has limited its initial burial rights to 25 years since 1986. Across all Australian mainland states and territories, Shire Councils are generally responsible for the development and administration of cemetery management plans, using the guidelines provided under state Cemeteries Acts. These guidelines include specific sections relating to both heritage-listed cemeteries and provisions for the religious and cultural needs of groups within the community.

Christmas Island (Indian Ocean)

In 1958, when Christmas Island became a Commonwealth Territory of Australia, the appointed Administrator assumed responsibility for the management of its cemeteries. By the early 1970's, a report¹ was released to address concerns about the availability of sufficient suitable cemetery land to meet the future needs of the community, but little changed. In 1992, when the Shire of Christmas Island was established, the federal government issued a delegation of management responsibility for cemeteries in an external territory, so that the Shire could assume this role under the WA Cemeteries Act 1986². More than 50 years later, key issues and recommendations from the 1970's report remain relevant. Three factors continue to have a significant bearing on the management of Christmas Island's cemeteries for the decade 2022 – 2032

- i. The recognition of the high heritage value of the cemeteries
- ii. The consequences of a lack of whole of Island approach to heritage management planning
- iii. A governance system where one tier has the responsibility to manage and the other whose heritage assets they are, provides no guaranteed long-term funding for their care and preservation.

2. Cemeteries of Christmas Island

There are five cemeteries on Christmas Island. Two are closed and sections of the other three are still in use. All are heritage listed for their historical, religious and cultural values, as they contain significant graves, headstones and masonry whose interpretation is in many ways, unique to Christmas Island. Together with the closed cemeteries, they have become a kind of sepulchral museum for examples of cultural and religious traditions which the island's isolation has helped to preserve but which no longer exist in those parts of South-East Asia where they originated.

In heritage-listed cemeteries elsewhere, the criteria for granting heritage status to individual graves may vary quite significantly from Christmas Island. Here, the cemeteries are heritage-listed precisely because the island's first hundred years of settlement, a story of harsh work and weather conditions combined with extreme geographical isolation and enforced familial separation, is writ large on every grave. It is only in the last 30 years that current norms of family obligation for grave care could realistically apply, and even then, there are notable exceptions.

Christmas Island's cemeteries are the story of its people, their triumphs and tragedies, endurance and achievements since the first permanent settlement in 1898. Today, it is their cemeteries that the community most readily associates with their strong sense of connection, identity and belonging,

i. Closed Cemeteries

The **Old European Cemetery** is on a rocky lower slope of the escarpment, adjacent to the old Christmas Island Club in Settlement. This small cemetery contains a number of significant graves, including that of Dr. Sara Robertson, with its Victorian style 'broken column' marble headstone, and the memorial plaque to the unknown sailor from the HMAS Sydney whose remains after more than 60 years on Christmas Island, were exhumed in 2006 for re-interment in the military section of Geraldton cemetery, Western Australia. There is currently no reference to his original grave or Christmas Island on the Geraldton HMAS Sydney memorial.

The **Cocos Malay Cemetery** is a closed section of the Islamic Cemetery on the lower side of Waterfall Road outside Settlement. This cemetery and the restored accommodation buildings of the Cocos Padang in Settlement are the only remaining physical evidence of the Cocos Malay workers' re-location to Christmas Island and their unique contribution to its history and heritage.

The **Old Chinese Cemetery, Phosphate Hill**, is close to the site of the island's first quarry. Although closed for burials since 1914, it still features prominently in the spiritual and cultural life of the community. It also has strong cultural, spiritual and historical connections to the Settlement Chinese cemetery, with both cemeteries located and laid out on sites chosen by the Hungmen Brotherhood, using the traditional Taoist feng shui principles of the ancient Book of Burial³.

On Phosphate Hill, a roadside Direction Stone in characters describes the steep zigzagging path down to the cemetery, set high on a cliff, with the site's configuration of mountain and water creating its beautiful symbolic Bridge to Heaven. In this context, 'Heaven' was a reference to the deceased workers' spiritual home, the Heavenly Kingdom, an old name for China, where it was the wish of every Chinese, to be buried with their ancestors⁴.

ii. Open cemeteries

Culturally based traditions for the treatment of the dead are closely adhered to on Christmas Island. The Islamic community does not cremate, and the Christian preference here is for interment or ashes placement in existing graves where possible. In the past decade, only three spaces have been used in the Ashes Memorial Garden. The Chinese believe that '*Burial returns qi to the bones, which is the way the living are endowed*'³. Consequently, they cling strongly to the burial sites of their ancestors, their traditional Taoist funeral rites and burial rituals, including feng shui practices and armchair /turtle-back grave design. When options for a columbarium were first discussed on Christmas Island, it was irrelevant to the Muslim community, the Christians opted for an Ashes Garden compromise and the Chinese considered the columbarium alternative absolute anathema. These views were reflected in both the 2009 Heritage Cemeteries Plan and the 2013 update of the island's Cemetery Local Law⁵. Community consultations for this updated Heritage Cemeteries Management Plan 2022-2032 indicate their views remain unchanged.

The **Christian Cemetery** on Waterfall Road Settlement was opened in 1950 immediately following the closure of the Old European Cemetery. The number of children buried here in the earliest post-World War II years, speaks to the island's isolation and limited health facilities. There are now six memorials on the island to World War II servicemen who died on active duty, and two graves of decorated veterans, one from each of the world wars, but no Military Cemetery, either British or Australian to honour them.

The **Islamic Cemetery** is on the seaward side of Waterfall Road opposite the larger of the Chinese cemeteries. Its simple, unobtrusive graves face Mecca, but according to tradition, many do not include names of the deceased. With no early burial records available, and limited oral history, it is not always possible to identify who is in the oldest graves with their uninscribed, eroded wooden or stone mesan (markers) that have often been covered by years of soil washdown. Recognising the consequences of this, the stone markers on more recent graves may in certain circumstances include the deceased's name and dates of birth and/or death in English and/or Jawi script. When old graves are located, the community is notified and the graves are culturally mapped, with GPS location data recorded on survey updates.

The **Chinese Cemetery** in Settlement was established at approximately the same time as the Phosphate Hill Cemetery, from the time of the first deaths in each location. A September 1900 report⁶ confirms it as an already established cemetery, and it was recorded on an Askey map of Settlement dated January 1st1901. It is located and its graves laid out according to the Book of Burial requirements '*Where earth is high and water deep, where vegetation flourishes*³...' along Waterfall Road between the base of the jungle-covered escarpment and the ocean. The graves, with their traditional feng shui configurations, are on the higher ground, facing the sea and the cemetery's Bridge to Heaven. Since there are no formed pathways within the burial precinct of traditional feng shui-ed Taoist cemeteries, the later conversion of the original cemetery track into a formed road, has somewhat compromised the cemetery's feng shui values.

iii. Cemetery Extensions

The number of plot reservations in each of the open cemeteries is low, but a gradual rise in burial numbers in the past decade due largely to the island's ageing population, has accelerated planning to meet future needs. Following community consultations, and initial surveying in 2013, the Shire has begun the lengthy process of registering the proposed extensions.

The **Christian Cemetery** extension is the area at the front of the existing cemetery, from outside the existing walls to Gaze Road, with the entrance driveway aligned to the gates. Proposed parking is adjacent to the cemetery extension, at the front of the Ashes Memorial Garden. An additional wide driveway from the rear of the Parking area provides access to the Garden for maintenance. Pedestrian access from Parking to the Cemetery is via gates in a low dividing fence.

The **Islamic Cemetery** extension is the area from the far side of the Old Cocos Malay Cemetery, beyond the cable marker. Parking at the far end of the Lot will be of similar unobtrusive type to the area adjacent to the existing Islamic Cemetery, so that it does not impact negatively on the feng shui values of the Chinese cemetery and burial sites opposite.

The **Chinese Cemetery** extension, Section N, is the area past the open curtilage setting around the Bennett Memorial, beyond the grave of Mr Khoo Bee Chye.

3. Heritage Management Plan - Cemeteries 2022 – 2032

This Plan, to be read in conjunction with the Christmas Island *Cemetery Local Law 2013*, is prepared in the context of *Section 1 Introduction* and *Section 2 Cemeteries of Christmas Island*. It addresses heritage restoration, conservation management planning, ongoing maintenance and the burial needs of all five cemeteries, as well as the protection of their vistas and curtilage (settings) for the decade

2022 - 2032. It is underpinned by the principles of the *International Burra Charter 2013*⁷ and recommendations of the comprehensive Commonwealth commissioned *Christmas Island Heritage Review, DCPs and Development Guidelines and Heritage Assessment Register*, Godden, McKay and Logan, November 1998⁸ and the subsequent *Indian Ocean Territories -Heritage Inventory* Godden, McKay and Logan January 2009⁹. The Plan is also compliant with the relevant sections of the *Environment Protection and Biodiversity Conservation Act 1999*¹⁰ (EPBC) relating to protection of endemic flora and fauna in the cemeteries. The Plan is designed for immediate implementation, with a review every five years, and a comprehensive implementation report produced annually. It will require a significant annual funding allocation from the Commonwealth to support its flexible sequenced, prioritised 10-year Implementation Schedule which is informed by key elements of the Management Plan.

The Plan's now proven model for the management and preservation of heritage assets, could have further significant outcomes, if it were implemented as part of a Whole-of Island Heritage Management Plan, particularly in tandem with a spiritually and culturally linked Heritage Temples Management Plan. Unfortunately, neither of these Plans yet exist, despite multiple recommendations that they should. In the meantime, the Shire's cemeteries management model will have a key role in its Town Planning Schemes over the next decade, and by extension, have the potential to give shape and substance to heritage management under the Christmas Island Strategic Assessment, whatever the means chosen for its implementation.

Conservation Management Plans (CMPs) and Funding Guarantees

No matter what their scale or focus, heritage management plans are only as good as the long-term funding guarantee to support them. Proposed changes to the way heritage is managed on Christmas Island is a major undertaking. It will require a substantial injection of funds to support the development and implementation of Conservation Management Planning at all levels, from a Whole of Island Management Plan to focused Shire management of its Local Heritage Survey assets, and to private owners' management of their heritage listed property.

Updated Cemeteries Survey Maps

As a priority, each of the five cemeteries was re-surveyed in 2013, using a topographical map format with a transparent overlay showing the GPS location, aspect, headstone and marker-altar locations (where applicable), names (where known), and plot numbers of all existing/identifiable graves and ashes spaces. Vacant plots and ashes spaces were also documented. As data for additional burials and/or uncovered old graves is recorded, these survey maps can be updated, as part of a log of works by visiting surveyors, using the required cultural mapping format for loading to the Burial Register.

Such survey records of unique heritage cemeteries are themselves heritage documents of significant value. They have numerous practical applications in the short to medium term and multiple historical/ research applications in the long term. For cemetery management purposes, they provide an accurate basis for ongoing record-keeping and inform major works, such as the appropriate location/ installation of access ways within the feng shui tradition; the removal of asbestos as and when identified; addressing the problem of soil slippage in the Chinese and Islamic cemeteries; developing the landscaping, endemic and cultural planting schedules of all cemeteries; monitoring crab migration paths and endemic/endangered bird species' nesting sites in consultation with Parks Australia.

Cemetery Local Law 2013

Christmas Island's official Death Register¹², dating from 1949 was the responsibility of the Commonwealth Island administration, which managed it on Christmas Island until it was transferred to the Registrar of Births, Deaths and Marriages Perth WA. There were, however, no official burial records on Christmas Island until the 2015 gazettal of Shire's first Cemetery Local Law 2013 which included the legal requirement for the provision of a Burial Register.

The Cemetery Local Law also sets out requirements for a cemetery plot or ashes space, in order to maximise and effectively manage the number of suitable grave sites and ashes spaces available, to meet the anticipated increase in demand over the next decade. This has been calculated for the Cemeteries Management Plan using Christmas Island's population and burials data from previous years, combined with projected population numbers, age demographics¹¹ etc. It does not however, include the 25-year limited tenure provision which currently applies under the WA Cemeteries Act 1986. To ensure that its provisions remain up to date, the Cemetery Local Law should be reviewed every five years.

Burial Register

Data gathered during the Cemeteries Survey updates has formed the basis of a digital format Burial Register. It is a legal document, with its entry procedures monitored and associated hard-copy application forms filed. In addition to the entry of new burials, further information from validated sources about existing graves is progressively added. There is also provision for maintenance records, photos and historical data, where appropriate. Burial information of a general nature may be made available to the public on request but for legal and privacy reasons, direct access to the digital Register is limited.

Administration System and Software

Recent advice that the current Synergysoft Cemeteries package will not be supported beyond the next five years, provides the Shire with an opportunity to review its current Burial Register entry procedures and records management systems and to plan for staff training in the next generation of software, as soon as it becomes available. In the meantime, it is recommended that multiple staff (at least three) are provided with a refresher course in the use of the SynergySoft package, so that skilled personnel are always available, and that line management includes data entry monitoring with sign-off by the Records Manager prior to back-up.

Cemetery Plots and Ashes Spaces

The size of a plot is set at the standard measurements currently used. All grave surrounds, headstone or grave markers, statuary, offerings and Earth God altars must be contained within these dimensions.

A single plot will measure 245 cm long x 140 cm wide x 183 cm deep.

A double plot will measure 245 cm long x 140 cm wide x 245 cm deep.

A double plot is the same length and width as a single but is deeper to accommodate a second burial. This system, increasingly used in mainland cemeteries to conserve grave space, is known as vertical stacking. Rather than placing coffins side by side in two plots, they are placed horizontally one on top of the other, in a deeper single plot. Graves will be excavated from the existing natural ground level of the plot. The artificial raising of sites by such means as additions of soil or high based platforms, grave surrounds and canopies is not permitted, as it is not in keeping with the heritage status and cultural traditions of the cemeteries. Planting of trees and shrubs near graves is discouraged as their roots eventually cause significant damage through subsidence, buckling and cracking of masonry. Any pots or altars must be contained within the grave dimensions. Those placed at the front, back or between graves are reducing access for mowing and whipper-snipping and may be removed for safety reasons.

Ashes Space Dimensions

Each Ashes Memorial Garden bed is 2 metres wide. All free-standing beds are designed to accommodate two rows of ashes spaces. The bed adjacent to the Christian cemetery fence, with its limited access to the second row is especially suited to double and family spaces. The size of a standard space will be set at the standard size of 1 metre x 1 metre. The bronze plaque, any flower or

incense holder must be wholly contained within these dimensions. Trees or shrubs will be limited to those planted by the Shire which are culturally appropriate, and unlikely to undermine the plaque plate. They will be pruned in the maintenance cycle, as required, to contain their spread. Flower vases should be a maximum of 25 cm high and made of unbreakable material. The community is asked to reconsider the use of artificial flowers which are generally not biodegradable. Those who prefer fresh flowers are encouraged to place them in a container filled with damp sand rather than water, to discourage the breeding of mosquitoes. Trees and shrubs planted near graves eventually cause subsidence and significant damage to masonry. No provision is made for unattended naked flames which are a potential fire hazard.

A standard single space will measure 1 metre x 1 metre, with a 400mm x 400mm cement plinth and a choice of plaque size, from a minimum 100mm x 135mm to a maximum size of 280mm x 280mm.

A standard double space will measure 1 metre x 1 metre, with either a 400mm x 400mm or 360mm x 480mm cement plinth and a choice of bronze plaques.

Either a single square bronze plaque with a dual epitaph, to a maximum size of 280mm x 280mm or a single rectangular bronze plaque with a dual epitaph, to a maximum size of 300mm x 420mm

Plot and Ashes Space Allocation Options

For those who are eligible for interment on Christmas Island, grave plots and ashes spaces may be allocated either at the time of need for a one-off fee, or by reservation, with a renewal fee payable every five years. Both the one-off and the reservation fees include a maintenance component. All fees and charges are subject to annual review.

The one-off plot fee covers the cost of grave excavation, provision of topsoil fill, and the closing of the grave. The one-off ashes space fee includes the installation of the cement plinth and planting of an appropriate approved shrub at a suitable distance, if not already there.

The reservation fee entitles the individuals named to maintain rights of burial or ashes placement in their preferred location. It does not entitle them to ownership of the land and does not include the cost of grave excavation, provision of topsoil fill, and the closing of the grave or the installation of the cement plinth. The costs of headstones, altars, grave surrounds and bronze plaques etc are the responsibility of individual families. Within 2 months of completing the installation of these items, a close-up digital photo of the headstone or plaque in jpg format should be forwarded to the Shire for inclusion in burial and heritage cemetery records, so that they remain up to date.

At the time of making the initial reservation, the names of all individuals with burial rights to the plot or ashes space must be registered with the Shire. Rights to the plot or ashes space cannot be transferred or on-sold. If the plot or ashes space is no longer required or renewal fees are unpaid, it is relinquished to the Shire for re-allocation. The named individuals remain eligible for burial on Christmas Island, but re-allocation of the original preferred plot cannot be guaranteed in these circumstances. When fees are due, The Shire will issue a Reservation Fee Notice with a standard payment period of 90 days. If necessary, one further Reminder notice only will be issued. Responsibility for maintaining current contact details to ensure delivery of reminder notices and any other relevant correspondence will rest with those individuals who hold reservations.

Cemetery fee schedules are published annually.

Eligibility for Burial on Christmas Island

With significant pressure on the amount of suitable burial land available on the island, it has been necessary to establish a basic set of criteria to determine the eligibility of those wishing to be interred on Christmas Island. Proof of eligibility will be required.

- Those who were born on Christmas Island, their spouse and/or children. They retain eligibility whether they continue to live on the island or elsewhere.

- Those who have at some point, lived continuously on Christmas Island for a minimum of two years.
- Those who pass away unexpectedly during a visit to Christmas Island may be interred there.

Headstones, Altars and Statuary

All headstones, altars and statuary should be chosen to fit within the specified dimensions of grave plots. The maximum height for these items is 1.5 metres. To assist the community in the selection of durable stonemasonry, the Shire will make brochures available with advice on headstone materials and design features recommended for local conditions i.e those best able to withstand exposure to tropical temperatures, humidity and monsoonal rain, salt-laden air and sharp-edged dust particles. Engraved epitaphs on all headstones should be clearly legible at the time of installation and regularly maintained. They are usually highlighted according to cultural traditions, in black, gold or red.

Ceremonial Burners

On Christmas Island, the tradition of permanent ceremonial burners for the offering of spirit money and paper effigies is strongly associated with its Chinese temples rather than the cemeteries. During funeral rites and other ceremonies in the Chinese cemeteries, it is customary for portable burners of various sizes to be used, as individual graves here do not traditionally include a burner. Portable burners should be removed from the grave site once they have cooled.

Climate Change and Cemetery Environment – given the locations of Christmas Island’s five cemeteries, they have already and will continue to be increasingly impacted by changes in the frequency, duration and nature of weather events, as well as ocean levels and wave action. In the Christian and Islamic cemeteries, and the Ashes Memorial Garden, shoreline erosion is increasingly an issue, requiring mitigation. Cyclonic conditions, high rainfall and storm activity have impacted large trees, caused grave subsidence and significantly increased masonry mould. In the Old European cemetery, the gradual slipping of the site down the hillside is reflected in widening cracks between grave surrounds and paving. It is recommended that records be kept, to inform mitigation strategies that may be required. Concerns about loss of habitat for nesting birds in the cemeteries should continue to be addressed in consultation with Parks Australia.

Restorations, Cleaning, Repairs and Removals

In heritage cemeteries, unintended damage may be done through inappropriate repairs and cleaning, using materials, such as chemical based cleaners, abrasives, glues, cement and the wrong kind of paint. To actively involve the community and visitors in awareness-raising about preserving the island’s heritage cemeteries, multilingual signs will be placed in them to indicate that restorations, additions, cleaning and repairs, may only occur after seeking advice and obtaining prior written approval from the Shire. In general, at the community’s request, the Shire will undertake the necessary work on their behalf, including the supply and planting of selected trees in appropriate locations. Where the request involves traditional practices usually undertaken by the community as part of cultural and religious festivals, the Shire will provide guidance and support, as necessary.

Heritage Stockpile

Deterioration, accidental damage or instances of vandalism should be reported immediately, so that the Shire can record and assess the damage and determine the appropriate course of action. No stonemasonry, headstones, statuary or other items, damaged or otherwise, should be removed or replaced without prior written permission from the Shire. Damaged items are usually documented by the Shire, then tagged and stored in an area of the cemetery known as a Heritage Stockpile.

The **Christian Cemetery** - broken items are placed on the grave concerned or in the case of multiple pieces, stacked neatly as near as possible to the grave concerned.

The **Islamic Cemetery** loose bricks are stacked in the place found, as they often mark the site of an otherwise unmarked grave. Larger masonry items may be stabilised in position but if this is not appropriate, they should be tagged and placed near the soil/gravel at the far end of the cemetery.

The **Chinese Cemetery** stockpile and its driveway access are beside the turtleback of the Bennett Memorial in Section M.

Repatriation of Remains.

The Shire will provide information about the repatriation of remains on request. Each request will be assessed on an individual basis, according to the particular nature of the grave masonry. Older Turtlebacks for example, which may have been installed without foundations, are at greater risk of collapse during exhumation and may consequently require the services of a specialist stonemason for their monitoring during the exhumation and their subsequent restoration as required.

All associated costs and the obtaining of the necessary clearances, approvals and certifications are the responsibility of the individuals or families concerned. When remains are repatriated, a small bronze plaque, provided to the Shire at the family's expense, will be attached to the rear of the grave's headstone, which must remain in place on Christmas Island. Plaque specifications including size and information required on it will be available from the Shire.

Commemorative Memorials

An application to erect a commemorative memorial or statuary in any of the open cemeteries will be considered by the Shire on a case-by-case basis. Generally, these would be expected to acknowledge or celebrate events or individuals of considerable significance to the people of Christmas Island and meet with majority approval. Their impact on the surrounds in the nominated location would be assessed, in terms of aesthetics and design, construction requirements, space and height limits, and meeting cultural and heritage requirements. For example, to meet the traditional *tiān dī rén* (heaven, earth, mankind) hierarchy of the Waterfall Road Chinese cemetery, the height of any proposed structure and purpose of any memorial or statuary proposed, and its location.

Heritage Tourism

The commissioning of a template design for the Cemeteries' **interpretive signage** is a priority, as initiatives to raise the profile of Christmas Island's rich history and cultural heritage take effect. Community recommendations include visitor numbers in small groups; signage in Malay, Chinese and English; artwork that represents Christmas Island as a whole, alongside what is uniquely identifiable with particular groups; guidelines and accurate information for tour operators; raising awareness that taking path shortcuts in Chinese cemeteries compromises feng shui heritage values and is considered disrespectful.

Recommendations:

1. That the Shire adopts the updated 10-year Heritage Cemeteries Management Plan 2022 - 2032, its Implementation Schedule and associated heritage preservation protocols.
2. That the Shire begins the implementation of this updated Plan immediately.
3. That the Plan is reviewed every 5 years and updated every decade.
4. That a comprehensive implementation report for the Plan, based on its Implementation Schedule is produced annually.
5. That the Heritage Cemeteries Management Plan maintains its priority in the current and regularly reviewed versions of the *Christmas Island Community Strategic Plan* over the decade 2022-2032

6. That the Shire uses its asset management role to ensure ongoing heritage-standard restoration, monitoring, and maintenance is addressed through tailored Conservation Management Plans.
7. That the Shire continues to lobby the Commonwealth until a mutually agreed funding structure is created to provide long-term guaranteed funding for the care of heritage assets under the Christmas Island Strategic Assessment (CISA) changes to Christmas Island's management of heritage.
8. That the Shire includes the proposed Christian, Chinese and Malay cemetery extensions in land survey updates and Town Planning Schemes.
9. That the Shire adopts the Plan's interment eligibility guidelines to ensure adequate interment space on Christmas Island for the next decade.
10. That the Shire increases community awareness about making burial arrangements, standardised dimensions of grave plots and ashes spaces, fee schedules, and the optional Plot reservation system.
11. That the Shire increases community awareness and understanding of the need for and benefits of applying heritage guidelines to their listed cultural assets, as a first step in the development of Conservation Management Plans.
12. That the Cemeteries Management Plan's Conservation Management Plans (CMPs) , monitoring and maintenance schedules are incorporated into budgeting, so that they appear annually in its forward estimates.
13. That the Shire reviews and updates administrative procedures for the use of burial, grave masonry, plot reservation application and Certificate templates.
14. That refresher courses in the use of the Synergysoft cemeteries package are provided for Administration staff as part of a recommended review of Burial Register entry procedures and records management systems.
15. That the Heritage Cemeteries Management Plan be translated into Chinese & Malay in line with current multilingual administrative forms

References

1. Cemeteries (Christmas Island), Miscellaneous Reports and Correspondence, National Archives of Australia
2. Cemeteries Act 1986 Western Australia
3. 葬书 The Zàngshū or Book of Burial by Guo Pu (276-324) Transl. Stephen L. Field Ph. D July 26, 2009
4. *Golden leaves - An Introduction to the Chinese Cemeteries of Christmas Island* Hélène Bartleson BooBook Editions 2008
5. Shire of Christmas Island Cemeteries Local Law 2013 gazetted 6 January 2015
6. Colonial Reports - Annual No:319 Christmas Island Report for 1900 Lewis Hare Clayton
7. The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013.
8. Christmas Island Heritage Review, DCPs and Development Guidelines and Heritage Assessment Register, Godden, McKay and Logan, November 1998
9. Indian Ocean Territories - Heritage Inventory Godden, McKay and Logan January 2009

10. Environment Protection and Biodiversity Conservation Act 1999 Commonwealth of Australia
11. Australian Bureau of Statistics, Canberra
12. Register of Deaths, Christmas Island from 1949, DOTARS (Christmas Island)

Draft



SHIRE OF CHRISTMAS ISLAND

SUBMISSION TO	Ordinary Council Meeting 14 June 2022
AGENDA REFERENCE	10.2.1
SUBJECT	Schedule of Accounts - May 2022
LOCATION/ADDRESS/APPLICANT	N/A
FILE REFERENCE	3.1.14
INTEREST DISCLOSURE	None
DATE OF REPORT	3 June 2022
AUTHOR	Kevin Wilson, A/MFA
SIGNATURE OF AUTHOR	SIGNED
SIGNATURE OF CEO	SIGNED

RECOMMENDATION

That Council approves the expenditure as presented in May 2022 Schedule of Accounts

BACKGROUND

The Local Government Act 1995 (WA)(CI) requires Council to maintain a Municipal Fund, a Reserve Fund and a Trust Fund and to manage and report on these accounts in accordance with this Act and Regulations.

Outstanding creditors as at 31 May 2022: **\$ 387,538**

COMMENT

A schedule of accounts is attached to this report, setting out expenditure from the Municipal and Trust Funds. This report is provided in compliance with the Act and Regulations.

STATUTORY ENVIRONMENT

Section 6.10 of the Local Government Act 1995 (WA)(CI) authorizes payment from Municipal and Trust Funds.

Regulation 12 of the Local Government (Financial Management) Regulations 1996 requires a local government to compile a list of Creditors each month.

Regulation 13 of the Local Government (Financial Management) Regulations 1996 requires that if a Local Government has delegated to the CEO the exercise of its power to make payments from the Municipal Fund or the Trust Fund, the CEO is to compile each month a list of accounts paid since the last payment such list was prepared.

POLICY IMPLICATIONS

There are no significant policy implications arising from this matter. The CEO is to ensure that all expenditure incurred is in accordance with the Annual Budget and any approved variations.

FINANCIAL IMPLICATIONS

The financial implications arising from expenditure from the Municipal, Reserve and Trust funds are reported on a monthly/quarterly basis to Council via Financial and cash flow statements in accordance with the Act and Regulations.

STRATEGIC IMPLICATIONS & MILESTONES

Objective 1 of the Government Environment is to “Provide good governance in line with the requirements of the Local Government Act and the culture of the Island”. Objective 4 of the same Environment is to “Effectively manage the resources of the Shire in line with the objectives of the Strategic Plan”.

VOTING REQUIREMENTS

A simple majority is required.

ATTACHMENTS

10.2.1.1 Certification of CEO and Chairperson of the Meeting.

10.2.1.2 Schedule of Accounts - May 2022

“Pursuant to s 5.25 (j) of the Local Government Act, and Regulation 14 (2) of the Local Government (Administration) Regulations, this attachment is not available to the public.”



SHIRE OF CHRISTMAS ISLAND

SUBMISSION TO	Ordinary Council Meeting 14 June 2022
AGENDA REFERENCE	10.2.2
SUBJECT	Financial Statements – May 2022
LOCATION/ADDRESS/APPLICANT	N/A
FILE REFERENCE	3.1.14
INTEREST DISCLOSURE	None
DATE OF REPORT	3 June 2022
AUTHOR	Kevin Wilson, A/MFA
SIGNATURE OF AUTHOR	SIGNED
SIGNATURE OF CEO	SIGNED

RECOMMENDATION

That Council receives the Financial Statements of May 2022 for the Municipal Fund.

BACKGROUND

The Local Government Act 1995 (WA)(CI) requires the local government to prepare a monthly or a quarterly financial report in accordance with this Act, Financial Regulations and other relevant legislation.

COMMENT

A monthly or a quarterly financial report is attached to this report, setting out expenditure from the Municipal and Trust Funds. This report is provided in compliance with the Act and Regulations. Also included is a status report on Asset Acquisition expenditure for the period.

STATUTORY ENVIRONMENT

Section 6.4 of the Local Government Act 1995 (WA)(CI) requires a local government to prepare a financial report.

Regulation 34 of the Local Government (Financial Management) Regulations 1996 requires a local government to prepare a monthly or a quarterly financial report.

Regulation 35 of the Local Government (Financial Management) Regulations 1996 requires the local government to prepare the quarterly report in the form as set out.

POLICY IMPLICATIONS

There are no significant policy implications arising from this matter. Each Manager and the CEO are to ensure that the expenditure is incurred in accordance with the Annual Budget and or any variations as approved.

FINANCIAL IMPLICATIONS

The financial implications arising from expenditure from the Municipal and Trust funds are reported on a monthly/quarterly basis to Council via Financial and cash flow statements in accordance with the Act and Regulations.

STRATEGIC IMPLICATIONS & MILESTONES

Objective 1 of the Government environment is to “Provide good governance in line with the requirements of the Local Government Act and the culture of the Island”. Objective 4 of the same Environment is to “Effectively manage the resources of the Shire in line with the objectives of the Strategic Plan”.

VOTING REQUIREMENTS

A simple majority is required.

ATTACHMENTS

10.2.2.1 Financial Statements - Municipal Fund 31 May 2022.

10.2.2.2 Asset Acquisition Statement

SHIRE OF CHRISTMAS ISLAND
STATEMENT OF FINANCIAL ACTIVITY

FM Reg 34
FM Reg 22 (1)(d)

FOR THE PERIOD 1 JULY 2021 TO 31 May 2022

NOTE		31 May 2022	31 May 2022	2021/22 Amended Budget	Variances Budget to
		Y-T-D Actual \$	Y-T-D Budget \$	Budget \$	Actual Y-T-D %
<u>Operating</u>					
Revenues/Sources					
	3	6,461,881	6,516,115	7,108,489	9.92%
	1				
	2	51,367	34,467	37,600	49.0%
	3	617	825	900	
	4	15,065	17,417	19,000	
	5	2,936	1,833	2,000	60.1%
	6	24,750	64,625	70,500	
	7	974,008	704,270	768,294	38.3%
	8	146,376	165,092	180,100	
	9	349,449	711,333	776,000	
	10	29,695	29,333	32,000	
	11	23,796	12,833	14,000	85.4%
		8,079,940	8,258,143	9,008,883	
(Expenses)/(Applications)					
	3	(110,719)	(136,877.58)	(149,321)	
	12				
	13	(845,632)	(902,451.00)	(984,492)	
	14	(171,148)	(221,130.25)	(241,233)	
	15	(107,673)	(169,933.50)	(185,382)	
	16	(483,946)	(623,984.17)	(680,710)	
	17	(179,142)	(168,863.75)	(184,215)	
	18	(1,446,988)	(1,896,676.83)	(2,069,102)	
	19	(1,843,697)	(2,386,909.25)	(2,603,901)	
	20	(3,309,044)	(4,119,918.92)	(4,494,457)	
	21	(134,765)	(233,088.17)	(254,278)	
	22	(505,670)	(492,020.83)	(536,750)	
		(9,138,425)	(11,351,854.25)	(12,383,841)	
<u>Adjustments for Non-Cash</u>					
(Revenue) and Expenditure					
	3	0	0	0	
	23				
	24	0	0	0	
	25	0	0	0	
	25	1,052,126	2,276,358	2,483,300	
<u>Capital Revenue and (Expenditure)</u>					
	3	361,621	(659,083)	(719,000)	
	26				
	27	1,137,699	(1,642,438)	(1,791,751)	
	28	0	-	0	
	29	0	(573,479)	(625,613)	
	30	0	405,167	442,000	
	31	1,224,438	926,459	1,111,751	32.2%
		-	-	-	
ADD	1	791,057	918,625	1,002,136	
LESS	1	685,584	-	0	
		(1,484,592)	(1,349,457)	(1,472,135)	

FM Reg 32(d)

This statement is to be read in conjunction with the accompanying notes.

SHIRE OF CHRISTMAS ISLAND
STATEMENT OF FINANCIAL ACTIVITY
FOR THE PERIOD 1 JULY 2021 TO 31 May 2022

31 May
2022
Actual
\$

Brought
Forward
01-Jul
\$

Note 1. NET CURRENT ASSETS

FM Reg 34 (2)(a) **Composition of Estimated Net Current Asset Position**

CURRENT ASSETS

Cash - Unrestricted	2,388,955	1,005,729
Cash - Restricted	4,585,316	4,585,316
Receivables	173,811	677,304
Inventories	508,534	832,279
Other Financial Assets	23,332	31,610
	<u>7,679,947</u>	<u>7,132,238</u>

LESS: CURRENT LIABILITIES

Payables and Provisions	(2,408,996)	(1,755,865)
	<u>5,270,951</u>	<u>5,376,373</u>
Less: Cash - Reserves - Restricted	(4,585,316)	(4,585,316)
Less: Cash - Restricted/Committed	(51)	0
NET CURRENT ASSET POSITION	<u>685,584</u>	<u>791,057</u>

Note 2.

CURRENT RATIO

Current Assets	7,679,947	3.19 : 1
Current Liabilities	2,408,996	

QUICK RATIO

Current Assets - (Restricted Assets + Inventories)		
Current Liabilities		
	<u>7,679,947 - (4,585,316 + 508,534)</u>	1.07 : 1
	2,408,996	

Ratios greater than one indicates that Council has sufficient current assets to meet its short term current liabilities.

**SHIRE OF CHRITMAS ISLAND
ASSET ACQUISITION**

FOR THE PERIOD ENDED 31 May 2022

	2021/22 Budget \$	Actual to 30/04/22	Variance
LGA S6.2 (4)			
GOVERNANCE			
Plant & machinery	60000	58109	1891
Furniture & equipment	120000	125450	-5450
HOUSING			
Buildings	32500	22500	10000 28 Seaview Drive
COMMUNITY AMENITIES			
Plant & machinery	10000	0	10000
Furniture & equipment	5000	0	5000
RECREATION & CULTURE			
Plant and machinery	15000	0	15000
Furniture & equipment	52000	0	52000
Buildings	72000	71169	831 Poon San Basketball/£
TRANSPORT			
Buildings	35000	0	35000
Roads and transport - infrastructure	1511751	998672	513079
Plant & machinery	125000	99542	25458
Furniture & equipment	120000	39396	80604
ECONOMIC SERVICES			
Buildings	10000	6187	3813
Plant & machinery	55000	43333	11667
Furniture & equipment	20000	14172	5828
OTHER PROPERTY & SERVICES			
Furniture & equipment	10000	2252	7748
Total	2253251	1480782	772469
By Class			
Buildings	149500	99856	49644
Roads and transport - infrastructure	1511751	998672	513079
Plant and machinery	265000	200984	64016
Furniture and equipment	327000	181270	145730
Total	2253251	1480782	772469



SHIRE OF CHRISTMAS ISLAND

SUBMISSION TO	Ordinary Council Meeting 14 June 2022
AGENDA REFERENCE	10.5.1
SUBJECT	Christmas Island Townsite Designation
LOCATION/ADDRESS/APPLICANT	
FILE REFERENCE	
INTEREST DISCLOSURE	Nil
DATE OF REPORT	28 May 2022
AUTHOR	Chris Su, GRPG Manager
SIGNATURE OF AUTHOR	SIGNED
SIGNATURE OF CEO	SIGNED

RECOMMENDATIONS

That Council resolves to designate the 'Dog's Head' as the *Christmas Island Townsite* as per the attached map and inform the Department of Planning, Lands and Heritage.

BACKGROUND

The 'Dog's Head' has always referred to the Christmas Island Townsite in planning and mapping matters. Formally, townships in WA have a townsite declared by the relevant local government; these proclamations usually happen at the establishment of the township or early on in its life. This step was overlooked when Christmas Island took on WA Applied Legislation in 1992 although the practical reference to the 'Dog's Head' was used by Commonwealth, State and Local Government alike to refer to the townsite.

The entirety of the population lives in the Dog's Head after the South Point precinct was closed. Historically these are the only two places where people have lived.

COMMENT

The Shire staff came across this anomaly in the LPS review. Utilising the Commonwealth's Port of Christmas Island boundaries which expresses the Dog's Head townsite faithfully, the Shire staff propose that the Port's boundaries onshore points inform the borders of the Townsite. This is 105 degrees 39' 18E and 10 degrees 28' S (see attached map).

STATUTORY ENVIRONMENT

Local Government Act (1995), Division 1, clause 37
Land Administration Act (1997), s.26

FINANCIAL IMPLICATIONS

STRATEGIC IMPLICATIONS & MILESTONES

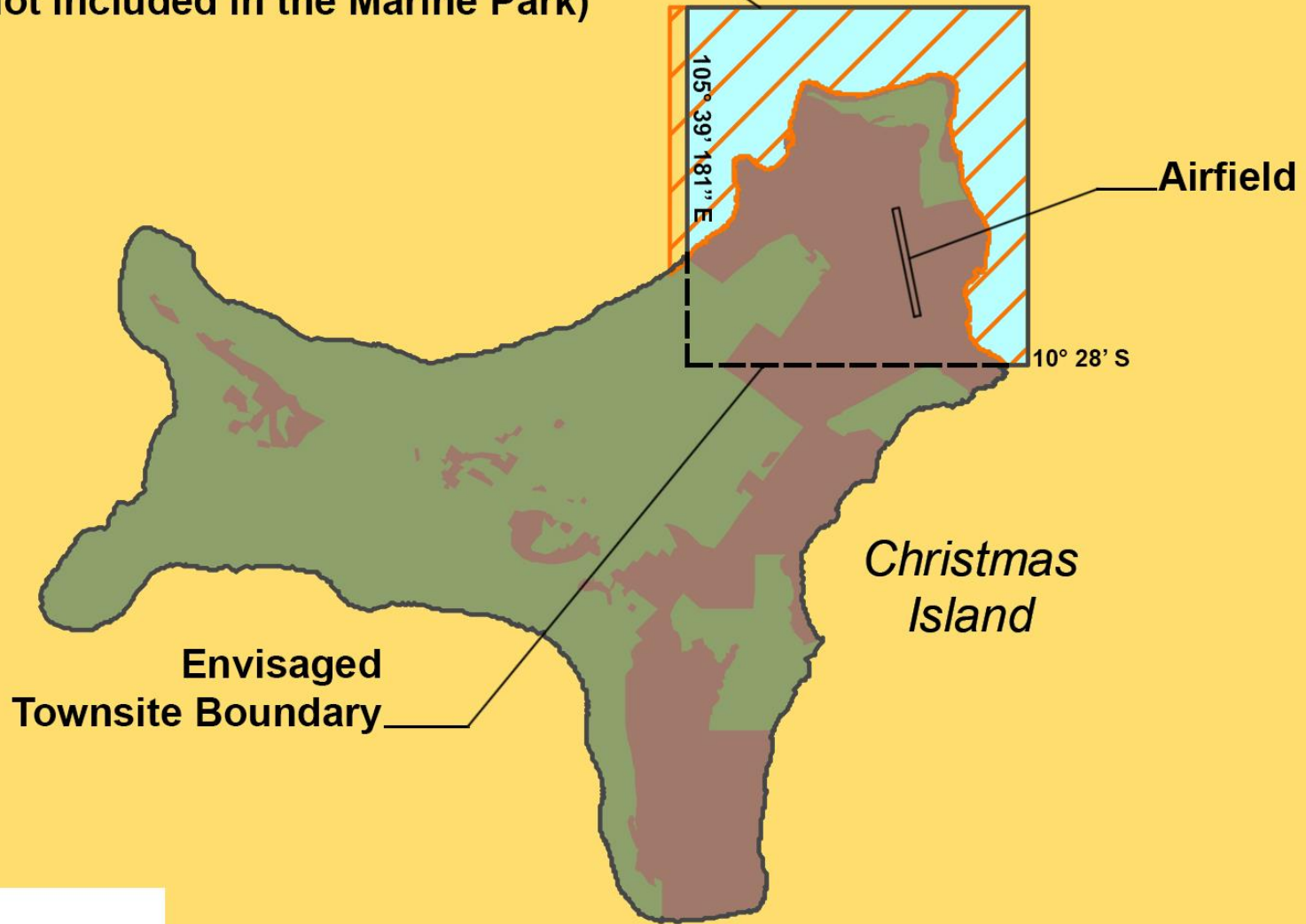
VOTING REQUIREMENTS

A simple majority is required.

ATTACHMENTS

10.5.1.1 Dog's Head Map of proposed Christmas Island Townsite

**Christmas Island Port Area
(not included in the Marine Park)**



Map source - Christmas Island Marine Park 2022