

Waverley Cemetery  
Plan of Management  
Volume 1  
October 2008



Prepared by  
Waverley Council  
with

Excerpts from the draft 'Waverley Cemetery Conservation Management Plan'  
by Allan Jack + Cottier

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Further **Attachments 1 to 8** can be found in *Waverley Cemetery Plan of Management, Volume 2 Attachments*

### Front Cover

Front Cover: View across Waverley Cemetery from the north, undated. Source: Mitchell Wing, State Library of NSW, Small Picture File (Sydney-Cemeteries-Waverley Cemetery).

**Map 1**      **Waverley Cemetery & Surrounds**



**Map 1:** Location Map including Waverley Cemetery with the boundaries at Trafalgar, St Thomas & Boundary Streets (excluding the corner at St Thomas and Boundary Streets) to the high water line. Source: Sydney Street Directory, 3<sup>rd</sup> Edition, 1996, Map 78.

**Map 2**      *Waverley Cemetery Aerial View with Sections*



**Map 2:** Aerial photograph of Waverley Cemetery indicating sections and numbers, 1999. Source: Eastern Sydney Aerial Photography taken 20 April 1999 (Sydney Hail Damage), Land Information Centre, NSW Department of Information Technology and Management, Sydney 2000.

## 1. SUMMARY

The Waverley Cemetery Plan of Management describes how the cemetery in its entirety will be used and managed by the Council. This is a legislative requirement because the land has been classified by the Council as being 'Community Land'.

The Council and community decided that the Waverley Cemetery plan of management should be developed on the basis that the cemetery is a valuable community asset that needs to be maintained to a satisfactory standard for the future.

The following table summarises the main recommendation this plan makes with this in mind:

**Table 1**      **Summary of Recommendations**

<b>Aspect</b>	<b>Key Recommendations</b>
<b>Values</b>	Agree to the cemetery values identified in this plan [see 4.3 pp25-6]
<b>Land Categorisation, Objectives &amp; Performance Targets</b>	Agree to the land categories, objectives and performance targets identified in this plan [see 4.4 pp26-8]
<b>Operational Life of Cemetery</b>	Explore options for the continued operation of the cemetery, including by <ul style="list-style-type: none"> <li>• Undertaking a detailed business feasibility assessment of a pavilion, preferably incorporating existing structures, without a crematorium [see 4.5-4.6 pp31-4]</li> <li>• Considering building more memorial walls for ashes interments and a memorial garden for ceremonies [see Tables 8 &amp; 9, p33 &amp; pp35-9]</li> </ul>
<b>Project Plan</b>	Implement the project plan as funding allows to repair, conserve and protect cemetery in accordance with legislative obligations and the objectives described in this plan [see 6 pp41-2]
<b>Coastal Walk</b>	Install a purpose built coastal walk outside the present eastern fence line to the current burial area and repair the damage that has been caused to monuments, graves and vegetation by pedestrians [see Tables 8, 9 & 10 p33, pp35-9, pp41-2]

## 2. BACKGROUND

This section explains why Waverley Cemetery requires a plan of management, the process involved in creating such a plan and the aims of this plan.

### 2.1 Why do a Plan of Management

Waverley Cemetery is owned and operated by Waverley Council as a cemetery. In the 1990s, Waverley Cemetery was classified by the Council as being 'Community Land'.

Under the *Local Government Act 1993*, all community land must have a plan of management to describe how a Council will use and manage that land.

Waverley Cemetery already has a plan of management dated 1996 but is developing a new plan. There are several key reasons for doing so as follows:

- The 1996 plan of management is outdated and does not provide adequate guidance on the cemetery's management today
- The old plan is not compliant under the law, which it clearly needs to be
- The cemetery has always been self-sustaining and has funded maintenance and upgrade work from the sale of grave plots, memorials for ashes interments and memorabilia. At the current rate of sale, plots will run out within the next ten years and alternative funding sources must be found. This could have implications on the cemetery's future management

During the process of creating a plan of management, the Council must

- Decide which of the categories of 'Community Land' as prescribed in Section 3 of the *Local Government Act* may apply to any part or all of the land
- Set the corresponding objectives along with performance targets, and
- Describe the means by which the Council hopes to achieve those objectives and performance targets

Following a 12 month period of exhibition, during which the general public will have the opportunity to make submissions on a draft, the Council will adopt a final plan of management.

### 2.2 The Process

This plan of management has been devised through a process that has involved, amongst other things, seeking technical advice from a number of experts along with input by the community through the Council established Waverley Cemetery Stakeholder Reference Panel, broader community focus groups and the voluntary support group the Friends of Waverley Cemetery (see **Waverley Cemetery Plan of Management (POM) Volume 2 [not this volume], Attachments 1, 2 & 3**). It also includes some information and advice extracted from an earlier draft plan of management, which has a strong operational focus, done by consultants Allan Jack + Cottier (A J + C) by agreement.

As mentioned, consultation with the community including residents on this plan of management will be undertaken during an extended exhibition period of 12 months in accordance with the Council Motion (see **Waverley Cemetery POM Volume 1 [this document] at Attachment A**) which states that:

- Exhibition of the Waverley Cemetery Plan of Management not be delayed but consultation with residents is to continue during the 12 month period to consider further alternatives [to fund capital works to upgrade the cemetery]

- The Plan of Management be exhibited for a period of 12 months to enable Council to continue discussions and for the community to be fully involved

Once public exhibition has concluded amendments that are agreed by the Council will be made and the Waverley Cemetery Plan of Management will be adopted by the Council. The plan will be subject to annual review.

### **2.3 Aims of the Plan**

In December 2004, the Council considered the outcomes of the process that had been undertaken to that point and decided what should be included in the Waverley Cemetery Plan of Management (see the Council Motion in **Vol 1, Attachment A**).

The Council recognised that Waverley Cemetery is a valuable community asset to be maintained to a satisfactory standard to achieve the following aims:

- Secure a sustainable future for Waverley Cemetery
- Protect the cemetery for the near and long term as a valuable heritage asset balancing competing uses of the area
- Ensure a continued positive contribution from the cemetery to the amenity of the surrounding areas and coastal zone

### 3. CEMETERY OVERVIEW

#### 3.1 Overview

The following table summarises key aspects of Waverley Cemetery.

**Table 2 Cemetery Overview**

Aspect	Description
<b>Area</b>	Covers an area of 39 acres (approximately 16 hectares) bound by Trafalgar St to the north, St Thomas St to the west, Boundary St to the south, the coastal cliff land to the east and Calga reserve to the north. It is made up of the following allotments: Suburban allotment 17B (5 acres); Suburban allotment 18B (5 acres); Suburban allotment 19D (5 acres); Suburban allotment 20A 5 acres); Suburban allotment 31B 5 acres); Suburban allotment 32B 5 acres); Suburban allotment 33B 5 acres); Suburban allotment 34B (6 acres, 3 roods, 20 perches)
<b>Ownership</b>	Owned and operated as a cemetery by Waverley Council. Classified as Community Land in the 1990s
<b>Management</b>	Waverley Council is the purchaser and owner of the land and has responsibility for its care and management
<b>Key Environmental Attributes</b>	<p>The landform consists of five major elements:</p> <ol style="list-style-type: none"> <li>Ridge</li> <li>Steep slopes</li> <li>Sandstone ledges/outcrops</li> <li>Cliffs</li> <li>Gullies</li> </ol> <p>The cemetery has two types of edges:</p> <ol style="list-style-type: none"> <li>Marine coastline</li> <li>Fences/gardens/walls</li> </ol> <p>The cemetery's vegetation is comprised of both indigenous flora and exotic plants which have been introduced by design or by accident</p>
<b>Key Heritage Elements</b>	<p>Waverley Cemetery was established in 1877. It is rare as an example of a Municipal Cemetery from the Victorian period which is still operational. The cemetery's layout, monuments, buildings, structures and vegetation are able to demonstrate the community's changing attitudes to death and its commemoration. Its variety of interments and monuments reflects the social and cultural diversity of the citizens of Sydney</p> <p>The cemetery is listed as an item of heritage significance in the Waverley Local Environmental Plan, the State Heritage Inventory, the Register of the National Estate and by the National Trust of Australia (NSW).</p> <p>It is the resting place for more than 83,000 people including aviation pioneer Lawrence Hargrave and poets Henry Kendall, Dorothea Mackellar and Henry Lawson</p>
<b>Key Usage</b>	<p>The cemetery is operational, with primary usage including:</p> <ul style="list-style-type: none"> <li>At-need coffin interments; in-ground or entombment</li> <li>Interment of cremated remains or 'ashes'</li> <li>Visitation of graves and memorials</li> <li>Inquiries concerning funerals, burials, cremations, crypts, and memorialisation options and pre-need reservations</li> <li>Construction of memorials, headstones and memorial gardens</li> </ul> <p>Other usage includes:</p> <ul style="list-style-type: none"> <li>Passive recreation, including particularly along the Coastal Walk</li> <li>Short cut by some local community members</li> <li>Research by genealogists, historians and individuals</li> <li>Educational purposes eg: school tours conducted by Cemetery Staff</li> <li>Filming and photography, by permission of Waverley Council</li> <li>Cultural tours and special events eg Anzac Day, All Souls Day supervised by Cemetery staff</li> </ul>
<b>Visitation</b>	Around 30,000 visitors through the cemetery gates annually (funeral and

Aspect	Description
	non-funeral users)  Coastal walk average yearly usage varies from a low of 1.61 million to a high of 3.66 million users
<b>Number of Burials and Ashes Interments</b>	To date, Waverley Cemetery has had: <ul style="list-style-type: none"> <li>• 76,872 burials (including 341 reinterments), with the first being in 1877</li> <li>• 19 memorials only</li> <li>• 3,387 ashes interments, with the first being in 1904</li> </ul> In 2004 Waverley Cemetery had: <ul style="list-style-type: none"> <li>• 160 internments (105 burials, 33 ash interments in graves and 22 interments in Ashes Gardens)</li> <li>• 2 memorials only</li> <li>• 225 active Right of Burial/Memorial Certificates issued (41 for new graves, 17 for new ash allotments and 167 renewals of previously licensed plots)</li> <li>• 1025 counter transactions + 20 non-funeral transactions</li> </ul>

### 3.2 General Significance

Waverley Cemetery is a unique and important living landmark for local people as well as for wider Sydney, Australia and beyond.

The cemetery is where around 90,000 people are buried in graves and tombs, or have their ashes interred. It offers an important service to the community, and is a spiritual and peaceful place.

The cemetery is a living monument that has major historical significance for our past present and future by contributing to our understanding of local and Australian history and archaeological development.

The cemetery's location is unique overlooking scenic sandstone cliffs out to the Pacific Ocean yet it sits in an urban setting. On the cliff tops some indigenous vegetation has survived.

The eastern suburbs coastal walk, which is used frequently by both local people and visitors, leads up to the cemetery boundary on the north and south and uses a narrow cemetery access path where it crosses the grounds. It plays a part in people's wellbeing.

The cemetery is valued by people for many different reasons and needs to be protected for the long term.

### 3.3 Aboriginal Heritage

In September 2003 an *Indigenous Heritage Assessment Report* commissioned by the Council from Dominic Steel Consulting Archaeology was completed. The following 'Significance Assessment of Waverley Cemetery' is extracted from the report.

#### "Preliminary Evaluation

On the basis of the results of research presented in this report and the outcomes of the program of Aboriginal consultation that has been undertaken with the La Perouse Local Aboriginal Land Council and the Darug Tribal Aboriginal Corporation for this report, Waverley Cemetery and its adjacent coastal strip is assessed to be a place of high cultural and public (educative) significance.

Within the context of the nature and scope of the future actions that are proposed for the cemetery, the potential archaeological resource of the place is assessed to be of medium archaeological research potential that may contain archaeological deposits and

features which can contribute information to our understanding of past Aboriginal use of this part of Sydney that is unlikely to be available from other documentary sources.

### Introduction

As part of the cultural heritage management process, Aboriginal heritage sites are currently assessed in terms of three broad significance criteria. These consist of cultural (Aboriginal), public (educative) and scientific (archaeological) significance. These generally accepted criteria embody the recognition that Aboriginal archaeological sites and places are valuable in a number of ways. Namely, that they are important to:

- The Aboriginal community as representing tangible links to their past both in the form of archaeological evidence and natural landscape values
- The general public for both their educational and broader heritage value
- The scientific community for their potential research value that may ultimately lead to both the clarification and augmentation of the criteria above

The guidelines outlined in the *NSW National Parks and Wildlife publication Aboriginal Cultural Heritage: Standards and Guidelines Kit (1997)* provide the basis for the preliminary indigenous significance assessment of Waverley below.

### Cultural Significance

This area of assessment concerns the relationship and importance of site and places to the Aboriginal community. Aspects of cultural significance include both people's traditional and contemporary links with a given site or landscape as well as an overall concern by Aboriginal people for their cultural heritage sites and their context within the landscape and the continued management and protection of the places.

Unmodified natural features in the landscape, as well as landforms that may have been modified over time but retain intrinsic natural values such as the spectacular coastal cliffs and bluffs that are present within the Waverley local government area can signify sacred sites or places of significance and as such are archaeologically invisible and can often only be identified with the aid of Aboriginal interpretation and advice. If such sites and places are still remembered by local Aboriginal community, they hold particular cultural significance to Aboriginal people. Furthermore, sites of significance are not restricted to the period prior to contact with Europeans. Often, events related to the contact period, and at times of the period since European settlement, may be so important to the local Aboriginal community that they become significant. If these events relate to a specific place in the landscape, then that place may become sacred or highly significant to the local Aboriginal communities.

The program of Aboriginal community consultation that has been undertaken to assist in the preparation of this report highlights the importance the coastal landscape of Waverley played in the lives of traditional Aboriginal owners for thousands of years before the arrival of Europeans, and that the area continues to be highly valued by the Aboriginal community today.

The Waverley area contains a diverse suite of prehistoric Aboriginal sites that include open and sheltered middens, art sites, open campsites, axe grinding grooves and a number of significant rock engraving sites.

Aboriginal use of the broader landscape has continued from prehistoric periods through to the present and this 'record' is evidenced through archaeology, oral traditions and written historical records. Within this context, the community consultation undertaken for the project advises that we should not look at past Aboriginal ownership and present Aboriginal attachment to the land as merely an issue of assessing a collection of individual sites without evaluating their inter-connection and context. Rather, the La Perouse Local Aboriginal Land Council and the Darug Tribal Aboriginal Corporation have indicated that the archaeological, oral and documentary evidence in combination

embodies the richness of the broader Aboriginal cultural landscape that now includes Waverley Cemetery.

### Public Significance

This category of the assessment process concerns using the potential for sites and landscapes to educate people about past Aboriginal life. It also relates to the heritage value of particularly sites or places as being representative examples of past lifestyles, why they are important, and why they should be preserved and managed. Education of the wider community is one of the principal concerns of cultural resource management. Education serving to reduce ignorance and raise community awareness (ultimately reducing intended and/or unwitting site destruction and/or adverse development and use of important cultural landscape) is in many respects a useful ally in complementing preservation and conversation management procedures.

It is considered that ongoing discussion with the La Perouse Local Aboriginal Land Council and the Darug Tribal Aboriginal Corporation will determine the level of important educative significance may have with respect to the future actions proposed for the cemetery. The consultation undertaken to date for the project nevertheless indicates that there is an opportunity for the Aboriginal community in partnership with Waverley Council to highlight how Aboriginal heritage issues can successfully be addressed in circumstance such as they exist at Waverley Cemetery at an early stage of the planning process, and to educate the general public through the installation of possible signage along the proposed new coastal walk route about the importance this part of the landscape played prior to Contact in the social, economic and ritual lives of the original Aboriginal owners.

### Scientific Value

Scientific significance attempts to place a given site or group of sites into a broader regional framework, and also strives to present an assessment of research potential according to the rationale that the preservation of a representative sample of 'the past' is a principal objective of cultural resource management.

Establishing whether a site or group of sites can contribute to current research clearly involved the definition of 'research potential'. Current significance assessment orthodoxy employ criteria inclusive of condition/integrity, structure, contents, and representativeness (the latter context being partly based upon whether the site type is common or a rarity) as a means of evaluation.

The majority of documented archaeological sites in the local region occur along the coastal foreshore and likewise, most of the available historical descriptions of Aboriginal life at Contact derive from the coastal fringes. Therefore, if previously undetected evidence for past Aboriginal use and occupation of the land now occupied by Waverley Cemetery and the adjacent coastal strip is present in the first instance, and if sufficient information is available to answer a range of research questions, both outcomes would contribute to our further understanding of traditional Aboriginal land use practices of the Waverley local government area."

The Indigenous Heritage Assessment Report also assessed the impact of most of the possible projects outlined in this plan as follows:

"On the basis of the information presented above, and in response to the advice that has been provided by the La Perouse Local Aboriginal Land Council and the Darug Tribal Aboriginal Corporation during the course of the project, it is concluded that the future actions that are proposed for Waverley Cemetery as detailed in the AJ+C draft Conservation Management Plan and Master Plan are highly unlikely to have an adverse impact upon the Aboriginal cultural heritage values of the land concerned and should proceed as proposed subject to the consideration and implementation of the Aboriginal

heritage management recommendations that are detailed Section 8 [refer to original report for details]”

### **3.4 European Heritage**

With colonial occupation of Sydney, the dispersion of indigenous occupants and the establishment of permanent settlement, places of burial changed from isolated individual and family plots to churchyards then to general and municipal cemeteries.

A desirable requirement of potential burial places at the time Waverley Cemetery was established was soil of a depth and character that allowed graves to be dug easily. Adequate drainage was important and it was preferable if run-off to salt water could be achieved.

Fear of disease and contamination meant that areas of perceived isolation from residential communities, arable land and water supply catchments were favoured.

As Sydney grew, this resulted in the frequent displacement of accessible burial places from the centres of settlement to its peripheries. Today, the spread and growth of the city and its suburbs has extended around and beyond these burial places, despite these relocations. They have generally now been incorporated as part of the larger city fabric and are often used as de-facto open space.

By the mid-nineteenth century the need for a new Sydney Necropolis to replace the central Devonshire Street Cemetery was acute. This partly resulted from the failure of the Sydney Common Necropolis (c.1861), the location of which had led to a perceived negative impact on the town's then main source of water, the Botany Swamps.

In 1862 a site at Haslem's Creek, Homebush was selected. Now known as Rookwood Cemetery, it was then well located on both the peripheries of Sydney and Parramatta and was also served by the main western railway line.

Sydney's eastern suburbs had lost their access to the Sydney Common Necropolis in 1859, but travelling to Haslem's Creek was inconvenient in the mid-nineteenth century. Residents were therefore forced to rely on local cemeteries such as that established on the coastal edge at South Head in 1845 or St Jude's in Randwick in 1853.

The need for an additional general cemetery was advanced by Waverley Municipal Council in 1863 when, on 4 December, a resolution moved by Joseph Dickson proposed that Waverley Council make application to the Minister of Lands to endeavour to obtain a grant of land which could be used for this purpose. The government indicated in 1866 that it intended to purchase ten acres of land within the Municipality for a cemetery. In 1868 it set an amount of £1,200 aside for the purpose, on the condition that Waverley Municipal Council would take control of the cemetery when the land was secured (Dowd, B. T., p 172). However, the cemetery was not gazetted until 12 March 1877.

The Devonshire Street Cemetery was resumed by the state government in 1901 to make way for the construction of Central Railway Station. Many interments were relocated to Bunnerong, on the northern shore of Botany Bay, although some were made at Gore Hill, Rookwood, South Head and Waverley cemeteries.

The area of land occupied by the present Waverley Cemetery has undergone seven significant periods in its evolution from a natural place to a made urban place. These include:

1. Aboriginal Occupation: pre 1788
2. Land Grants and Settlement: 1788 - 1862
3. Waverley Cemetery: Acquisition: 1863 - 1877
4. Waverley Cemetery : Establishment: 1878 - 1884
5. Waverley Cemetery: Expansion: 1885 - 1915
6. Waverley Cemetery: Development: 1916 - 1977
7. Waverley Cemetery: Heritage: 1978 - present

These periods represent phases of distinct physical alteration to the composition of the cemetery.

The following chronology summarises the key points in the Waverley Cemetery's history since European settlement.

**Table 3 History of Waverley Cemetery**

Year	Event
1863-1885	Selection and dedication of land for a general cemetery
1863	On 4 December Waverley Municipal Council resolved to apply to the Minister for Lands for the purpose of obtaining a grant of land suitable for a cemetery and sought cooperation of adjoining Woollahra and Paddington Councils
1866	Deputation by Council to Minister for Lands who advised that the Government intended to purchase 10 acres (4 hectares) of land within the Waverley Municipality for a cemetery
1868	The Government allocated £1,200 for purchase. Council accepts control of the cemetery provided it incurred no expense in so doing
1875	Council acquired from John Starkey five acres (2 ha), formerly John Durbin's grant, fronting Trafalgar St for £200 on 25 February  A second adjoining 5 acre block was transferred to Council on 15 December from the original grantee V J Zahel for £350
1877	In January Council agreed to purchase a further 12 acres (4.8ha) running east along Trafalgar Street to the ocean from W A Starkey who offered the land to Council on terms of interest (7%) only until 1 January 1880, when the principal, say £500, was to be paid in full  Mr William Thomas appointed as first manager of the Cemetery on 1 July, at a salary of £12/10/- per month  Council Clerk acted as Secretary for the Cemetery from 1 July for £30 per annum  First burial in the Cemetery (general Section) on 4 August was Ruth Allen, aged 85 years  First burial in the Church of England Section on 9 August was Emma Scanlon aged 29 years  By-Laws of the Waverley Cemetery came into effect on 1 August
1878	Cemetery laid out by Surveyor Parrot for a fee of £55. Council paid him an additional gratuity for a job well done  Caretaker's House and Cemetery Lodge built, the latter by R Watkins for £450. Waiting Room and Cemetery Gates proposed  First burial in the Roman Catholic Section on 14 January was Wee Davie Youth  Interment fee was £1/5/-. Clergyman's fee was 7/6. Purchase price of a grave 15/-
1883	Move in Council to make representations to the Government to acquire the land adjoining the south side of the then Cemetery between Ocean, St Thomas and boundary Streets for addition to the Cemetery
1884	Mr Thomas resigned as Manager in November and was paid a bonus of £25 for a job well done  Mr John Bustard appointed as new Manager, on a salary of £200 per year
1877-1885	Cemetery land fenced  Cemetery land trenched and laid out with trees by Simeon Pearce (Randwick's inaugural Mayor), who during his career was also trustee of St Jude's Cemetery and managing trustee of the Church of England portion, and later, secretary of Rookwood Cemetery
1885	Starkey's land, which since 1877 has passed to John MacPherson, John H Newman and William Henderson as partners, was sold to the Borough Council for five shillings, apparently as a gift for cemetery purposes
1886	Mr Bustard resigned following charges against his management which Council decided later were not substantiated  Mr J F Martin appointed as Manager in April

Year	Event
1892	On 3 May Council resolved to establish a sinking Fund for the future maintenance of the Cemetery. From 1 August that year, 10% of revenue to be directed to the Fund Council acquired 10 acres (4 ha) on the south side of the Cemetery from Charles Frith, the transfer effected on 1 August
1893	Council acquired a further 5 acres (2ha) from the Hon L F de Salis, formerly J H Atkinson's grant, for £675, the transfer effected on 1 July
1894	Final block of 5 acres (2ha), formerly a grant to Robert Billis, purchased from the trustees of the J Birrell Estate for £700, the transfer effected on 7 July
1904	First ashes interments, Late Adelaide Wedderburn. Ashes transported from Los Angeles.
1914	Central Circle Garden (aka: Circular Mound) proposed to be used for ornamental cremation graves
1915	Replacement Cemetery Office built by contractor P Beddie, completed at year's end
WWI	With the return of Service Men another influenza epidemic. Cemetery was so busy graves were being dug through the nights by lantern light post war period averaged 7 funerals a day
1925	Mr George Hoffman appointed Clerk in Charge of the Cemetery on 4 August, replacing W M Brown
1927	Provision made for 160 more graves near Boundary Street at a cost of about £535. The value of graves was estimated at about £4,000
1929	In April there was an accumulated fund of £56,000 in the Waverley Cemetery fund of which £18,500 was invested in Government Stock and £35,520 on fixed deposit with the English, Scottish and Australian Bank
1940	Waverley Cemetery Fund had grown to £60,900
WWII	Post war decrease in funeral numbers due to war deaths. Cremation numbers increase to over 10% interment rate
1950	Cemetery funds stood at £76,500 held in Commonwealth loans
1954	Construction of Crematorium recommended
1959	Circular Mound Garden takes first ash interment
1961	Land on Calga Avenue acquired for cemetery extension and crematorium construction
1965	George Hoffmann retired as Cemetery Manager
1974 – 1975	Council resolved to convert Waverley and South Head Cemeteries into Remembrance Parks, with monuments relocated to a small area of the cemeteries and the rest converted into parkland. Due to cost and public outcry nothing proceeds
1978	The Irish national Association sought financial assistance from the Heritage Council of New South Wales for conservation work on the Michael Dwyer memorial at Waverley (Source: National Trust file on Waverley Cemetery)
1981	National Trust of Australia (NSW) classified Waverley Cemetery as an outstanding heritage item. Waverley Cemetery listed on the Register of the National Estate. National Trust nominated Dr Jim Kerr and Ms Mary Mackay to represent the Trust at a meeting to have input to a plan of management for Waverley Cemetery (Source: National Trust file on Waverley Cemetery)
1984	Historic entrance gates to Waverley Cemetery conserved following accident damage
1985	Council considered the 10 year old proposal to convert Waverley Cemetery to a pioneer park, but at its meeting on 23 July 1985 rescinded the earlier resolution in the face of strong opposition from the National Trust of Australia (NSW). Council further resolved to take no further action on the matter despite increased maintenance costs
1992	Council considered the preparation of a Conservation Operating Plan for the Cemetery
1993	Waverley Heritage Study prepared for Council by consultants Perumal Murphy Wu Pty Ltd
1994	Following abolition of Local Govt Ordinances, Council classifies cemetery as Community Land rather than Operational Land
1996	Council endorsed a Plan of Management prepared by Musecape Pty Ltd in association with Landscape Architect David Beaver  Cemetery records computerised into a database management system
1997	Appointment of Martin Forrester-Reid as Cemetery Administrator. Reshuffle of Council Departments. New Cremation Gardens installed
1998	Cemetery Business unit reformed after 20 years  Martin Forrester-Reid appointed Cemetery Manager
1999	Cemetery office and buildings conserved, restored and reopen for business 6 days a week
2000	Successive operating surplus shows Cemetery Fund at over \$1M
2001	Stage Two of Circle Garden Cremation Gardens (aka Circular Mound) finalised
2004	In December Council resolved to prepare a new Plan of Management that maintains the Cemetery to a satisfactory standard recognising it as a valuable community asset. It also resolved that cremation be prohibited in the cemetery or on any contiguous land

### **3.5 Natural Environment**

Waverley Cemetery is both a coastal environment and an urban setting.

It is located on a place which has been influenced by the interaction of three different geological formations: the underlying dominant Triassic sediments of Hawkesbury Sandstone, intrusions of Tertiary volcanic dykes and overlying Quaternary wind blown marine sands.

The terrestrial composition has been further influenced by the presence of the Post Glacial marine environment of the Tasman Sea.

The coastal processes of wind, wave and water have resulted in a particular pattern of erosion of the sandstone and dyke formations. In combination with sand drifting over the previously pre-glacial weathered sandstone, these processes have given the landform a distinctive, terraced nature.

Volcanic intrusions have created sites resistant to weathering as well as highly vulnerable, eroded gullies along the orientation of volcanic dykes.

Rising sea levels, apart from supplying material for aeolian dunes (those resulting from wind-blown sands), have resulted in steeply incised gullies and broken cliff lines along the eastern boundary of the cemetery. These form the coastal marine edge, which is dominated by saline conditions from the east and freshwater drainage from the west.

The depth of overlying sands together with the open, almost sublime, view of the sea, the onshore breezes, and the spatially contained gully may have influenced the selection of the site for Waverley Cemetery in the 1870s.

The place was part of a larger pattern of vegetation types and structures which reflected the different local geological formations. Vegetation was also influenced by the varying levels of salt and fresh water received from the marine and terrestrial ecosystems and from the atmosphere.

The two major vegetation types present on the cemetery land were: the Sydney Sandstone Complex and the Eastern Suburbs Banksia Scrub. The vegetation structure, within the categorisation of types, comprised Coastal Heath, Scrub and Low Open Woodland with a high degree of variability according to the nature of localised drainage, soil depth, topography and microclimate.

Floristic elements of both vegetation types remain in and around the cemetery as fragments or they have adapted to the developed nature of the place.

The exposed nature of the land, together with onshore salt spray from waves and wind action would have resulted in areas of exposed cliff and rock formations with the heath and scrub vegetation clinging to protected pockets and where soil and freshwater allowed for adequate rooting to establish. Some of these products remain along the cemetery's eastern boundary, although mostly in a degraded condition.

### **3.6 Heritage Listings**

Allan, Jack + Cottier have summarised Waverley Cemetery's heritage listings as follows.

#### Waverley Local Environmental Plan 1996

The cemetery is listed in Schedule 5, Heritage Items, of the Waverley Local Environmental Plan 1996 as 44a St Thomas Street. The implications of this listing are defined in Clause 45 of LEP 1996. When works are being carried out that require a Development Consent, Council must consider the likely impact of the proposed works on the heritage significance of the item.

In practice, Clause 45 will require that a Statement of Heritage Impact be prepared for all Development Applications.

Accordingly, Waverley Cemetery is listed on the State Heritage Inventory (but not the State Heritage Register). The State Heritage Inventory is a central database maintained by the NSW Heritage Office, Department of Planning, of heritage items on statutory lists in NSW, mainly provided by local councils. There are two listing cards for the cemetery:

- Stone Buildings, Waverley Cemetery (refers to the cemetery office and residence)
- Waverley Cemetery

A listing on the State Heritage Inventory means that, formally, an application for works to the place does not have to be approved by the NSW Heritage Office, as it would if the item were listed on the State Heritage Register. The State Heritage Inventory may be viewed on the website of the NSW Heritage Office at [www.heritage.nsw.gov.au](http://www.heritage.nsw.gov.au).

#### National Trust of Australia (NSW)

The cemetery was listed by the National Trust in 1980. While this listing has no legal weight, it is a well-accepted measure of the heritage significance of a place.

#### Register of the National Estate

Waverley Cemetery is listed on the Register of the National Estate (closed to new entries since 2003 and will be phased out), which is maintained by the Australian Heritage Council. The listing card is titled 'Waverley Cemetery'. The listing database number is 002474.

The listing card may be viewed on the website of the Australian Heritage Commission at [www.ahc.gov.au](http://www.ahc.gov.au). This listing has no legal weight as the cemetery is not Commonwealth owned, but a listing on the Register of the National Estate does attach a high level of significance to the place. If any commonwealth funding were used for works at the cemetery, it may be necessary to gain the approval of the Australian Heritage Council for the works which would be the subject of the funding.

### **3.7 Significance of Cemetery Components**

Allan Jack + Cottier did an initial assessment of the heritage significance of the various aspects of Waverley Cemetery based on general heritage criteria. The aim was to provide some initial guidance for developing conservation policies and strategies. A J + C advise that further expert assessments will need to be done before conservation work can be undertaken properly.

Table 4 below:

- Ranks specified aspects of the cemetery according to conservation significance
- Describes the implications of this ranking for each aspect for conservation

An explanation for each ranking and its conservation significance is as follows:

<b>Rank</b>	<b>Rank Explanation</b>	<b>Conservation Significance</b>
<b>A</b>	Considerable significance	The element should be retained and conserved in accordance with the Burra Charter. Where the element is missing or damaged, it should be reconstructed to an earlier known form or detail
<b>B</b>	Some significance	The preferred option is the retention and conservation in accordance with Burra Charter. According to circumstances, it may also be acceptable to modify the item or remove it in whole or in part
<b>C</b>	Little or no significance	Options for these elements may include conservation, modification, removal in whole or in part or recycling
<b>D</b>	Intrusive element	Item should be modified or removed to eliminate adverse impact

**Table 4 Conservation Significance of Cemetery Components**

General Aspect	Specific Aspect	Rank	
<b>Whole Cemetery</b>	na	A	
<b>Natural Landforms</b>	Cliffs at eastern edge of the cemetery	A	
<b>Built Elements</b>	Main gates, gate posts and adjoining sandstone and iron fencing	A	
	Main office and waiting room building	A	
	Residence	A	
	Staff amenities/storage building (adjoining Trafalgar Street Wall)	B	
	Sandstone toilet blocks adjacent to cemetery office and the adjoining boundary wall to St Thomas Street	C	
	Stone shelters throughout cemetery (generally)	A	
	'Duff' shelter and 'Roundabout' shelter	B	
	Shelters in Section 17, 18, 21	B C	
	Timber arris rail fencing throughout cemetery	B C	
	Timber picket fencing (northern and western boundaries)	B C	
	Sandstone block wall (to eastern end of southern boundary along Boundary Street)	B C	
	Sandstone block walls with stone obelisk posts and metal rails (to western end of southern boundary) along Boundary Street	B C	
	Site and form of sandstone Circle Garden	B	
	Fabric of sandstone Circle Garden	B	
	Sandstone retaining walls throughout cemetery	A	
	Rubbish bins	D	
	Sandstone kerbs, gutters and drains	A	
	Concrete kerbs, gutters and drains generally	C	
	Concrete kerbs and gutters indicating location of former roadways	B	
	Concrete/asphalt pathways within the cemetery	C	
	Original roadway alignments and cemetery layout	A	
	Asphalt road surfaces	B	
	Sandstone saw-tooth edging to main garden beds	B	
	Remnant early signage	B	
	Coastal path	D	
	Garage adjacent to residence	C	
	NE and SE entrance areas to the cemetery, including vehicle turning areas, retaining walls and fencing	B C	
	Landfill	D	
	<b>Plantings</b>	Mature Norfolk Island Pines along northern boundary to Trafalgar Street within the cemetery	A
		Sapling Norfolk Island Pines along northern boundary to Trafalgar Street outside the cemetery	B
Oleanders along northern boundary to Trafalgar Street, within the cemetery		C	
Row of Norfolk Island Pines adjoining cemetery along Boundary Street		B	
NZ Christmas tree north east of sandstone Circle Garden		C	
Canary Island Date Palms within the cemetery		C	
Remnant early grave site plantings located in their original graves		A	
Early grave site plantings which have established in other areas		B	
Grass covering to pathways		C	
Weeds		D	
<b>Native Plants &amp; Communities</b>	Indigenous native species within the cemetery	B	
	Wet heath indigenous vegetation adjoining eastern boundary	A	
<b>Graves &amp; Monuments</b>	Graves and monuments collectively. All elements of graves within the Cemetery are considered to be significant, including but not limited to headstones/footstones/slabs, vaults/crypts, other funerary monuments, statuary/sculpture, kerbing/surrounds, grave ornaments et tiled finishes, decorative surfaces, immortelles, flower vases grave plantings	A	

General Aspect	Specific Aspect	Rank
	Monuments of outstanding historic or aesthetic significance (eg. placed at main axial points within the landscape). These include the 1798 Irish Martyrs Memorial, the Governor Duff Monument, the Chowder Bay Monument, the Stuart and Johnston Vaults, those of nationally significant persons such as poets Henry Kendall, Henry Lawson, Dorothea Mackellar, aviation pioneer Lawrence Hargrave, greeting card manufacturer John Sands, bookseller William Dymock and Bodyline cricketer John ('Jack') Fingleton OBE	A
<b>Views and Vistas</b>	Granite horse drinking troughs (adjoining main gates)	A
	Views across the cemetery to the ocean and surrounding district.	A B
<b>Archives</b>	Internal views and vistas	A
	Cemetery records including burial registers, photographs, maps, plans and architectural drawings, title deeds, press clippings, published material and databases	A

**Picture 1**      ***Aerial View of Waverley Cemetery from the East***



**Picture 1:** Aerial view of Waverley Cemetery looking west, 1930s. This photograph shows the Norfolk Island Pine to the central Circle Garden, the large retaining wall in Section 17 (bottom left hand corner), and the two elliptical roads. The northern road was subsequently resumed for burial plots. Source: Mitchell wing, State Library of NSW, Reference GPO1-07382.

**Picture 2**      ***Waverley Cemetery View from the West***



**Picture 2:** Waverley Cemetery partial view from the west. Source: Craig Burton, 2002.

**Picture 3**      ***1879 Sketch of Waverley Cemetery at 18 Months Old***



**Picture 3:** Sketch of Waverley Cemetery from the north (Trafalgar St) in 1879, 18 months after it was opened in August 1877. The Gothic Manager's Cottage (now demolished) is visible in the background, as are the cemetery's two elliptical roads, one of which has now been resumed for burial plots. Source: Dowd, B.T., *The History of the Waverley Municipal District*, Waverley Municipal Council, 1959, p17.

**Picture 4** *Henry Lawson's Funeral September 1922*



**Picture 4:** Funeral of Henry Lawson, September 1922, looking towards Trafalgar St. Some of the Norfolk Island Pines in this photograph remain today. Source: Mitchell Wing, State Library of NSW, Pic. Acc 1099/1.

**Picture 5** *Cremation Garden and Irish Martyrs Memorial*



**Picture 5:** The Irish Martyrs Memorial in centre rear and Circle Garden with cremation memorials in front centre. Source: AJ+C.

**Picture 6** *Waverley Cemetery Looking North*



**Picture 6:** Waverley Cemetery and coastline looking north from the south-eastern corner of the cemetery showing the gully area in the centre. Source: AJ+C, 2002.

## **4. BASIS FOR MANAGEMENT**

This chapter provides the information necessary to make management decisions on the cemetery. It includes a description of Waverley Cemetery and discusses its current usage, values, land categories, objectives and performance targets, funding, future usage and development, and performance assessment.

### **4.1 Description of Waverley Cemetery**

A plan of management must describe the condition of the land, buildings or other improvements. Allan Jack + Cottier describe Waverley Cemetery in the following terms.

#### **4.1.1 Introduction**

Waverley Cemetery today is the product of the continual overlaying of land subdivision and cemetery-related activities combined with the natural features of the place.

The cemetery's overall landscape character can be categorised by four landscape types or elements, each described below. The interaction of landform and built form plays a major part in determining this character.

The various elements together demonstrate the nature of the cemetery's growth and also the concern for conservation of its cultural values, particularly in the late twentieth century.

#### **4.1.2 Landform**

Waverley Cemetery's landform consists of five major elements which are ridge, steep slopes, sandstone ledges/outcrops, cliffs and gullies. See **Map 4** on page 30 in this volume on the geological formation of Sydney's Eastern Suburbs.

The landform has been much altered with the development of the natural place into an orthogonal system which is reinforced by the built form of the cemetery. The adjacent Calga Reserve has also been extensively remodelled by the tipping of building refuse.

The site's ridgelines and spurs have influenced the strategic siting of some key monuments and grave plots as well as influencing the road and path layout. They also contribute to the picturesque qualities of the silhouette of the collective monuments which are seen against the sky from below and against the sea from above.

The natural landform is expressed by sandstone outcropping within the southern half of the cemetery and the northern part of the Reserve together with the series of dramatic sandstone ledges and cliffs along the coastline. Isolated outcrops occur within the Reserve and the cemetery grounds.

Much of the sloping land has been modified into terraces by grave plots or by stone retaining walls which were built where changes in level occurred naturally or where quarrying had been carried out.

Very steep slopes have been largely created by fill, particularly along the coastal edge and in the gullies created by eroded dykes. Sometimes the fill is retained while in other places it has been left as natural scree slopes and has been invaded by weeds.

#### **4.1.3 Edges**

The cemetery has two types of edges which are marine coastline and fences/gardens and walls.

The cemetery is clearly defined by either fencing or rock face sandstone freestanding walls and retaining walls with three different fencing types. The fences are mostly in a poor

condition. Integrated buildings and gardens, with limited planted tree species also help define the edge and the possible reading of the original cemetery grounds.

Spatially, the cemetery edges consist of the neighbouring built forms of houses facing the adjoining streets, particularly along Boundary Street to the south. To the east, the cemetery's visual curtilage is contained by the sea and horizon.

The natural landforms along the eastern edge of the cemetery contrast with the built forms of the walls and fences along its other boundaries. This eastern edge is comprised of sandstone terraces, cliffs and steep slopes with indigenous flora and an extensive exotic flora pruned by relentless onshore winds.

#### **4.1.4 Built Form**

The cemetery's built form is a major contributor to its landscape character, particularly through the following elements and a general consistency of materials.

Walls are predominantly built from local stone and generally date from the Inter-War Period. They are mostly retaining walls.

Fences are mostly painted timber framed structures of picket or arris rail character. They are sometimes associated with stone walling but in some cases are free standing. The timber fences are a memory of the earlier lapped paling fences which bounded the cemetery (refer to Plate 2). The more recent fence, along the Boundary Street boundary, is a combination of stone piers and metal pipe railings typical of the work found in postwar work schemes. At the main entrance in St Thomas Street, the fence has sandstone dwarf walls, decorative sandstone piers with cast iron fencing and gates. Most of the fencing is in extremely bad condition and is prone to regular vandal damage.

Buildings are stone-walled load bearing structures supporting either gabled, pitched roofs or flat roofs. Some buildings (cemetery office, residence and amenities building) are integral with the perimeter north and west cemetery boundaries while others are independent structures, in the form of shelters within the field of the cemetery grounds.

Some of the shelters are located at abrupt changes in level whilst others are sited as conspicuous objects and contribute to the picturesque qualities of the cemetery as a made place. All express rock face stonework. The earlier structures are made of Pymont sandstone with its distinctive yellow hue which distinguishes it from the local grey weathered sandstone of the shelter/workshop and toilet buildings which mostly date from the Inter-War period (1920-1938). Others have been re-built post WWII. The majority of shelters are used for anti-social activities and not those they were intended for.

The scale of the cemetery's buildings is Heavy Gothic. The residence, located on St Thomas Street, and the staff amenities building are the only ones that have so far attained two storeys in height.

Roads within the cemetery are bitumen surfaced and their condition varies. Most roads have early sandstone kerbing and guttering, although some have concrete kerbing and guttering which are generally of a more recent date. In some cases, this concrete kerbing and guttering indicates the former location of roads which have since been closed off to allow for additional grave plots.

The roads display only a remnant of the original 1870s layout of the cemetery. Some sections of former roads have been adapted for grave plots, mostly in the latter half of the Twentieth Century. Former entrance ways from both St Thomas Street and Trafalgar Street have been closed off and their present uses are unclear - apart from the former St Thomas Street entrance being used as convenient storage place for materials. The majority of road surfaces are extremely poor.

Paths are mostly of concrete construction. Many follow the lines of retaining walls, forming linear elements within the larger composition of the place. Other paths are located on the

sites of former roads. In some cases, such as the path abutting the office and residence buildings, paths remain as sections of the former asphalt road surface. The condition of paths is generally poor as they are cracked as the result of settlement behind retaining walls and sub surface movement generally. The majority of constructed pathways are in extremely poor condition.

Graves / Monuments / Mausoleums / Columbaria are independent objects which contribute to the overall picturesque quality of the cemetery as a cultural landscape. The strong geometry of grave plots and their terraced sandstone surrounds contrasted with the grassed areas between and the predominantly marble monuments has become a central ingredient of the landscape character of the place. Damage to monuments caused by physical decay and vandalism are major threats to the fabric of the cemetery. For example, much of the decorative cast iron work around many of the Victorian monuments has corroded due to the site's proximity to the sea. Similarly, the iron staples and iron/steel reinforcing to many monuments have deteriorated. Stone has eroded with time and exposure and some monuments have been disfigured by biological growths such as algae and lichens.

Vandalism damage observed in the cemetery is excessive. There are monuments which have been broken or otherwise affected by vandals over a number of years. Damage has included some spray painted graffiti, loss of grave ornaments and breakage of headstones and statuary.

Gardens are evident at many levels and geographic locations. As a fenced area of intense cultivation the whole cemetery is, in a sense, a garden.

A peripheral linear garden is located along the northern boundary of the cemetery and various trees, shrubs and commemorative gardens are located throughout it. Only a remnant of the western boundary garden remains as it was developed to accommodate the cemetery residence, office, waiting and entrance area. A fragment of this garden remains to the south of the residence and contains Inter-War Period plantings of Oleander *shrubs (Nerium oleander)* running in a line from the residence's garage to the former entrance road.

Other major garden areas are linear in nature as they follow the alignment of both road and retaining walls. They contain mostly exotic plants with occasional representative specimens of Banksia species and Blechnum species. Individual planting beds have been created by sandstone sawtooth edging to both define the beds and contain soil.

Individual garden plots have been created by planting the spaces created between the road kerb alignment and the orthogonal arrangement of the grave plots. The character of these gardens is variable. Some contain small trees but most comprise prostrate shrubs with a variety of species.

Memorial gardens are also present throughout the cemetery. They are comprised of small scale elements including inscribed stone and plants.

#### **4.1.5 Vegetation**

The cemetery's vegetation comprises of either surviving indigenous flora or exotic plants which have been introduced by design or by accident. Some exotic plants have been introduced to gardens and grave plots and have 'escaped' whilst others appear to have been self seeded.

Coastal Heath is a vegetation structure which survives in a stunted state, clinging to the exposed sandstone habitats along the coastal edge of the cemetery lands and parts of Calga Reserve. The Heath structure has been impacted by landfill, altered drainage and the invasion of exotic plants. The largest intact community is that of Heath Myrtle (*Baeckea imbricata*) and Knobby Club-rush (*Isolepis nodosa*) located on an upper sandstone terrace partially isolated from physical intervention of landfill and human access. Other indigenous species observed were *Lomandra longifolia* var. *sophorae*, *Westringea fruticosa*, *Hydrocotyle* sp., *Carpobrotus glaucescens*, *Blechnum* sp., *Acacia longifolia*, *Melaleuca nodosa*, and *Dianella congesta*.

Cultural Plantings include both exotic and native Australian plants. They have either been planted as individual trees or as gardens, rows, grassed areas and grave plots.

The gardens are planted areas along the cemetery boundaries (particularly the Trafalgar Street boundary) and areas within the cemetery.

In addition, smaller garden beds are located between the grave plots and the road alignment and they contain a mixture of shrub species including Rosemary, Oleander, Alyssum, Grevillea and small trees such as *Callitris rhomboidea* adjacent to the road leading away from the main entry area (Lawson Road).

An area along the eastern side of St Thomas Street which was formerly part of the original cemetery grounds contains a planting of various tree species including *Banksia integrifolia*, *Eucalyptus saligna*, *Eucalyptus botryoides*, *Melaleuca stypheliodes* and *Agonis flexuosa*.

Rows of plantings are represented by Norfolk Island Pines (*Araucaria heterophylla*), particularly as a main component of the garden adjacent to Trafalgar Street boundary (G8) and along Boundary Street to the south. Smaller rows of Oleander (*Nerium oleander*) occur throughout.

Beyond the cemetery land, yet strongly associated with it, is the row of Hill's Figs (*Ficus hillii*) planted along Chesterfield Parade in 1927. These trees were planted as an attractive approach to the cemetery grounds and were used extensively by funeral corteges.

Individual trees are represented by the Canary Island Pines (*Phoenix canariensis*) which appear to have self seeded amongst the grave plots and a New Zealand Christmas Tree (*Meterosiderous excelsa*) self seeded to the east of the Circle Garden. A lone Moreton Bay Fig (*Ficus macrophylla*) situated on the south western corner of the original cemetery lands appears to be a survivor from the original planting scheme marked out in the cemetery in 1878-79.

Grassing is a dominant planting element throughout the cemetery and provides a contrasting setting for the hard edged grave plots. The grassing acts as both pathway and field for the integration of grave plots and monuments.

The grave plots also contain a rich variety of garden plants adding to the complexity and interest of the place. Some plants have overrun the plots and monuments whilst others have damaged some of the built fabric.

## **4.2 Current Use of Waverley Cemetery**

A plan of management must describe the uses of the land, buildings or other improvements. The following Table 5 describes the primary and secondary uses for Waverley Cemetery.

**Table 5** *Current Use of Waverley Cemetery*

<b>Type of Use</b>	<b>Description</b>
<b>Primary Use</b>	<p>Burials in-ground or entombment</p> <p>Interment of ashes in existing coffin interment allotments or in especially created memorial gardens or walls</p> <p>Visitation of graves and memorials or the cemetery to pay respects or for reflection</p> <p>Inquiries concerning funerals, burials, ash interments, purchase of pre-need and at-need sales</p>
<b>Other Key Uses</b>	<p>Passive recreation in the cemetery grounds</p> <p>As a short cut by some local community members</p> <p>Research by genealogists, historians and individuals</p> <p>Educational purposes, for example for schools</p> <p>Filming and photography, by permission from Waverley Council</p> <p>Cultural tours, often with themes, and special events, for example Anzac Day or Easter</p> <p>Retail sales of cemetery memorabilia, publications and refreshments</p> <p>Leasing/licensing of premises for other than cemetery use</p>
<b>Coastal Walk</b>	Passive recreation

### 4.3 Values for Waverley Cemetery

In accordance with best practice, the Council has first identified the aspects of Waverley Cemetery that are valued. These values inform the selection of land categories, objectives and performance targets for the cemetery's management. All recommendations in this report contribute towards satisfying these values.

The following values were identified by the Waverley Cemetery Stakeholder Reference Panel and were agreed by the Council. These values also align with those that emerged during the broader consultation with the Waverley and Randwick community.

**Table 6** *Waverley Cemetery Values*

<b>Value</b>	<b>Explanation</b>
<b>Cultural Heritage</b>	The Cemetery is valued because it is rich in post European Australian living history which has significant local, regional, state, national and international (the Irish Martyrs Memorial) importance from the people buried and its architecture to its monuments and graves, and natural and planted vegetation. It is a national treasure. The Cemetery should also be valued as a place that recognises local Aboriginal significance
<b>Community Service</b>	The Cemetery is valued as being open, accessible and operational offering an important ongoing community service for all people as a place of interment, grieving, remembrance and reflection where the wishes of the dead are respected. Many people value it as a peaceful, spiritual and/or religious place. It is also valued because it supports South Head Cemetery
<b>Educational</b>	The Cemetery is valued as an accessible place where people can learn about local, regional, state and national post European Australian history, including in the areas of architecture, politics, the wars, genealogy, industry, the arts and culture including literature, theatre and stonemasonry, sport and the natural environment. It could become a valued place to learn about local Aboriginal history
<b>Aesthetic</b>	The Cemetery is valued for its uniqueness in location and size, and for its outstanding visual and aesthetic qualities from its scenic cliffs, natural heath

Value	Explanation
	and planted garden to its built features including its buildings, the entrance, the monuments and graves and its layout. It is also valued because it is a landmark and these qualities can be appreciated from both the inside the Cemetery looking out and from the outside looking in
<b>Natural Heritage</b>	The Cemetery is valued for its indigenous species, dramatic and dynamic coastal landscape with its cliffs and valley, and its traditional garden design with exotic and other plants
<b>Recreation</b>	The Cemetery, and particularly the Coastal Walk, is valued as a place where people can undertake passive recreation such as walking. The passive recreation aspect of the Cemetery, particularly the Coastal Walk, and the quieter more contemplative features of the Cemetery can conflict. The two uses and areas need to work separately but to complement each other

#### 4.4 Land Categories, Objectives & Performance Targets for Waverley Cemetery

It is proposed that three different land categories are selected for the cemetery's management on the basis that they best support the cemetery's values. This selection is supported by legal advice on best practice for the selection of categories.

It is proposed that four specific zones within the cemetery are identified and categorised separately to help preserve their special and unique qualities which differ in terms of their value and use. Table 7 below:

- Identifies and describes these proposed four zones
- Suggests categories for each one (and sub-categories in some cases where appropriate)
- Outlines their corresponding objectives under the LG Act
- Interprets these objectives in site-specific terms ie. defines the objectives or desired outcomes specifically for each cemetery zone
- Sets performance measures to guide how the cemetery is managed

See **Map 3** on page 29 of this volume for Waverley Cemetery zones and land categories. For more detailed maps see **Volume 2, Attachment 4**.

In accordance with section 46 of the *Local Government Act 1993*, this plan of management authorises the leasing, licensing or granting of any estate over the land and any buildings on the land.

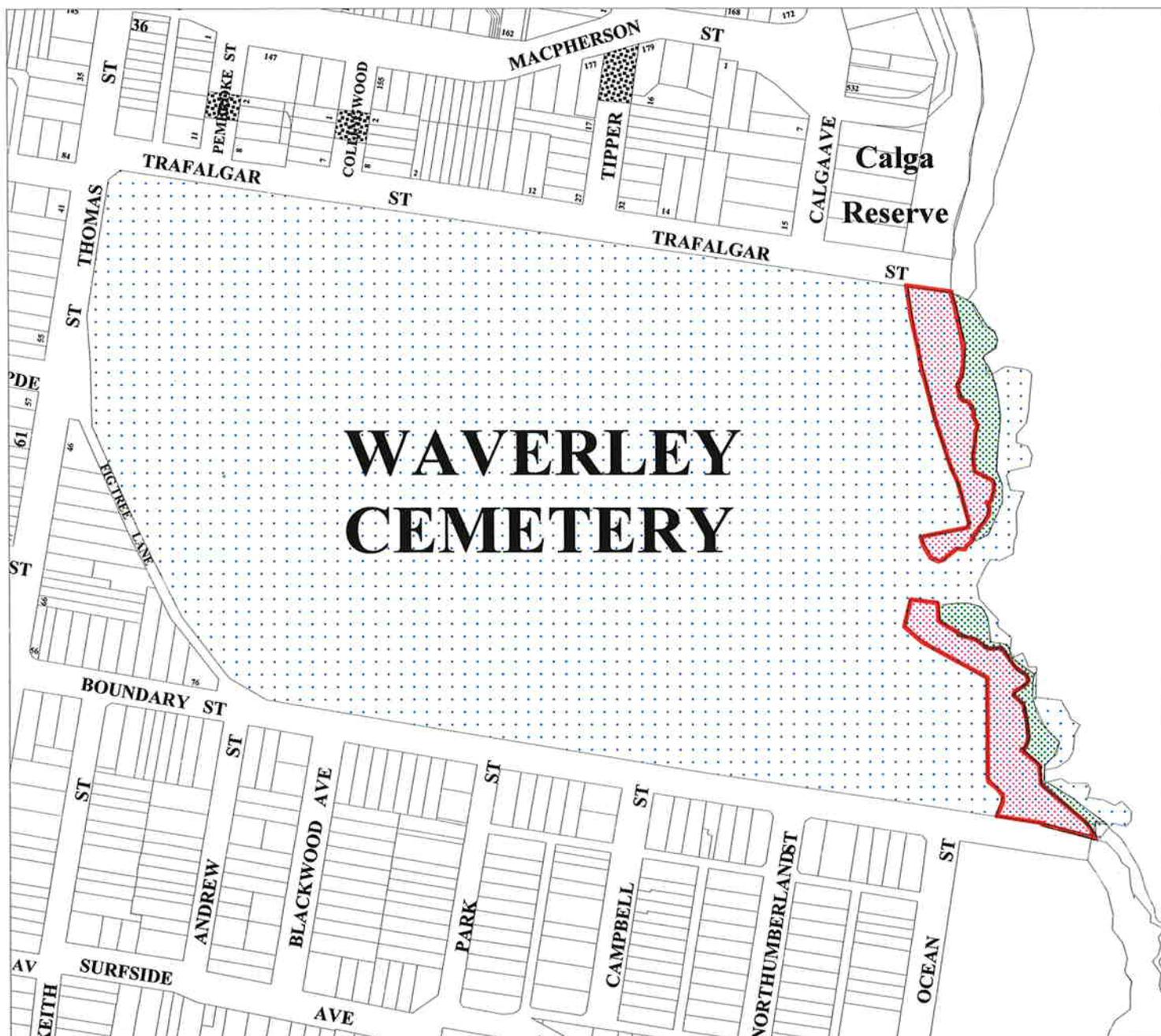
**Table 7 Cemetery Zones, Land Categories, Objectives & Performance Targets**

Zone	Land Category	Local Govt Act Objectives	Cemetery Specific Objectives	Performance Targets
<p><b>1. Whole of Waverley Cemetery</b></p>	<p>Area of Cultural Significance</p>	<p>To retain &amp; enhance the land's cultural significance (Aboriginal, aesthetic, archaeological, historical, research or social) for past present or future generations by the active use of conservation methods</p> <p>The continuous protective care and maintenance of the physical material of the land or of the context and setting of the area of cultural significance,</p> <p>The adaptive reuse of the land, that is, the enhancement or reinforcement of the cultural significance of the land by the introduction of sympathetic alterations or additions to allow compatible uses (that is, uses that involve no changes to the cultural significance of the physical material of the area, or uses that involve changes that are substantially reversible or changes that require a minimum impact)</p>	<p>To preserve &amp; enhance the cultural significance of the Cemetery, including specifically its historical, archaeological, aesthetic, social &amp; research importance (*please see the note below for detailed explanations)</p>	<ul style="list-style-type: none"> <li>• Active conservation methods are employed to retain &amp; enhance the cemetery's cultural significance eg. continued use of key areas of the cemetery for processional, memorial, funeral use &amp; memorialisation options</li> <li>• The community respects, enjoys &amp; appreciates the cemetery's cultural significance</li> <li>• Clear &amp; informative signage is in place</li> <li>• The incidence of criminal acts including vandalism is low</li> <li>• Leases and licences consistent with the objectives of this Plan of Management and the laws of New South Wales</li> </ul>
<p><b>2. Cliffs - the rocky sandstone cliffs but not the filled gully area</b></p>	<p>Natural Area - Escarpment</p>	<p>To protect any important geological, geomorphological or scenic feature of the escarpment; facilitate safe community use &amp; enjoyment of the escarpment</p>	<p>To protect the significant geological &amp; scenic features of the cliffs zone, which features long sandstone cliffs with outstanding scenic qualities, which is safely enjoyed by the community</p>	<ul style="list-style-type: none"> <li>• The cliffs are actively protected by limiting access eg. through fencing, signage etc.</li> <li>• The community respects, enjoys &amp; appreciates the cliffs safely</li> </ul>
<p><b>3. Cliff Top - the area on top of</b></p>	<p>Natural Area - Bushland</p>	<p>To ensure the ongoing ecological viability of the land; protect its aesthetic,</p>	<p>To protect, conserve &amp; enhance the remnant or regenerated cliff top</p>	<ul style="list-style-type: none"> <li>• Existing natural vegetation is preserved</li> <li>• Weeds are</li> </ul>

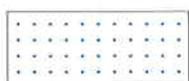
Zone	Land Category	Local Govt Act Objectives	Cemetery Specific Objectives	Performance Targets
the cliffs containing vegetation either side of the gully but not the filled gully area		heritage, recreational, educational & scientific values; protect & enhance it while facilitating public enjoyment minimising/ mitigating disturbance; restore degraded bushland; protect existing landforms; retain bushland parcels to enable existing plant/animal communities to survive long term; protect bushland as a natural soil surface stabiliser	vegetation, which is respected & enjoyed by the community	managed & replaced over time by indigenous species <ul style="list-style-type: none"> <li>The community is able to enjoy &amp; appreciate the regenerated natural vegetation in a way that minimises any disturbance to it</li> </ul>
4. Coastal Walk	Park	To encourage, promote & facilitate recreational, cultural, social & educational pastimes/ activities; provide for passive recreational activities, pastimes & games; improve the land to promote & facilitate its use to achieve the other core management objectives	To encourage, promote & facilitate passive recreational, social & cultural activities along the Coastal Walk that do not unduly intrude on the peaceful enjoyment of this area & the rest of the Cemetery by others	<ul style="list-style-type: none"> <li>The coastal walk is safe, attractive &amp; provides easy access</li> <li>The coastal walk is separated from the rest of the cemetery</li> <li>The coastal walk minimises any disturbance to natural vegetation</li> <li>The coastal walk creates minimum negative impact on the cemetery</li> </ul>

\*Waverley Cemetery is **culturally significant** for the following specific reasons:

- It has social significance because it is a living monument: as an operational necropolis in which interments have occurred since 1877, the Cemetery has ongoing importance to the contemporary community for social & spiritual reasons
- It has historical significance because it is the burial place for more than 83,000 people whose lives contributed to and enriched the history and development of the Waverley and surrounding region; and for some figures who achieved outstanding national recognition in their fields of expertise
- It has archaeological significance because it displays evidence of post European settlement burials as seen by the many head stones & monuments, some of which are in a style unique to Waverley Cemetery
- It has aesthetic significance as it is an important landmark with outstanding natural scenic qualities & historically significant built features, which also features the Coastal Walk
- It has research significance because it has the enormous potential to yield information that will contribute to an understanding of local and national history, by virtue of its wealth of genealogical information, headstones, political monuments, war graves and those buried there including local people as well as historical & literary figures



Source: Waverley Council



Area of Cultural Significance<sup>1</sup>



Natural Area - Escarpment



Natural Area - Bushland<sup>2</sup>



Park<sup>2</sup>

Note 1: The whole of the Cemetery is classified as area of cultural significance.

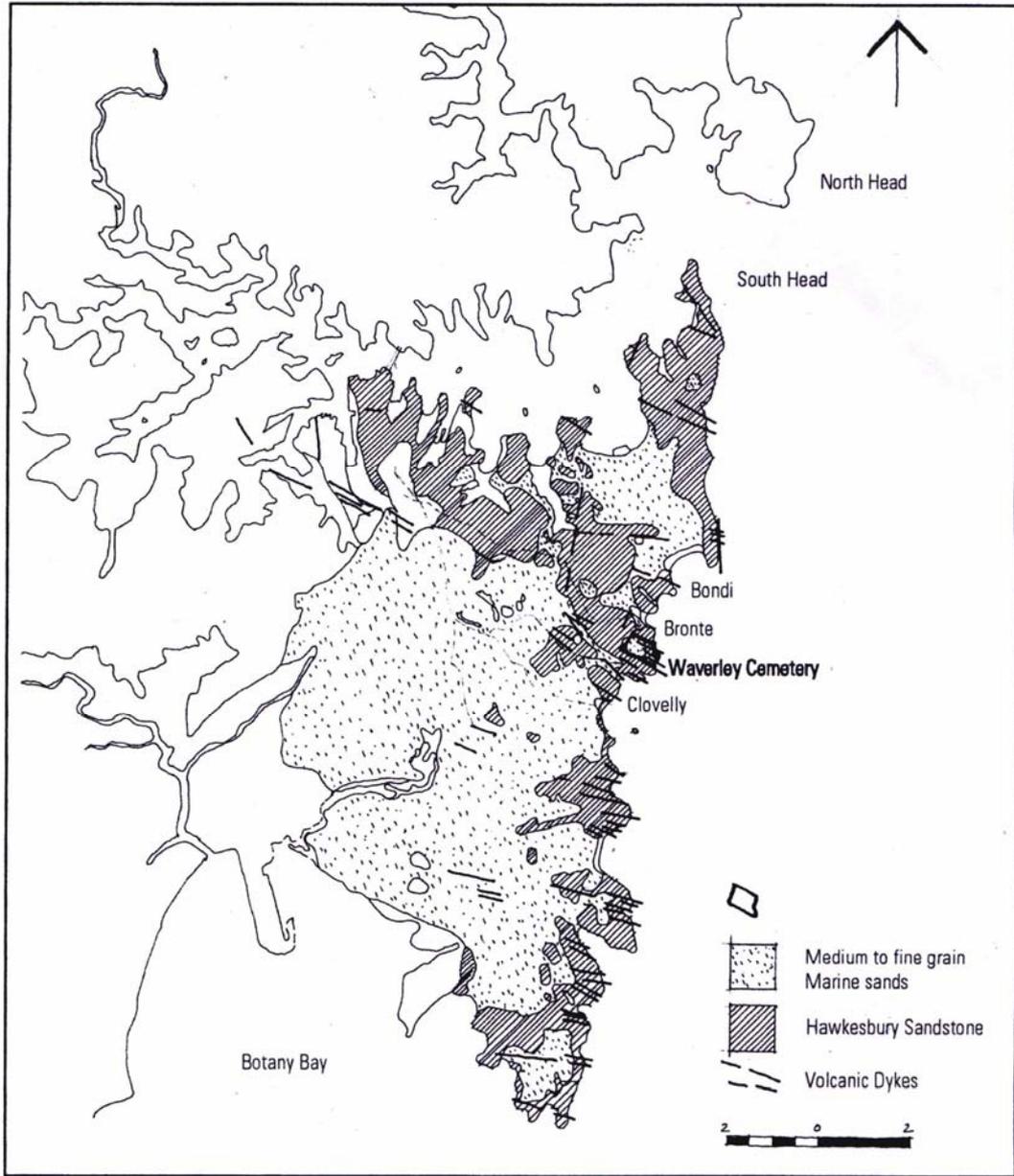
Note 2: Pink zones denote 2 separate categories of use for the same areas of land.  
 - natural area - bushland  
 - park

For more information refer to *Volume 2 Attachment 4, Waverley Cemetery Zones & Land Categories*

Refer to Volume 2, Attachment 4 for individual zone & land category maps

Map 4

Geological Formations in Sydney's Eastern Suburbs



Source: Craig Burton, July 2002

## 4.5 Means to Achieve Objectives & Performance Targets

### 4.5.1 Funding

As already mentioned, the cemetery has in the past been self funding as the income from sale of new grave sites has been sufficient to meet all ongoing maintenance and development costs. This will no longer be possible when the existing stock of grave sites is all sold, and some policy decisions need to be taken in preparation for this point. At present the ongoing maintenance at both South Head General Cemetery and Waverley Cemetery totals about \$600,000 a year. There is also some substantial backlog maintenance which will be necessary if the cemetery is to remain operational, together with ongoing maintenance and repairs to both the common areas and the grave sites if the cemetery is to retain the heritage values for which it is widely known.

As at 30 June 2004, there were 446 grave sites available for immediate sale, and at the current rate of sales this will run out in about 10 years. Graves sites at present have a price of \$9,000 and sales generate approximately \$360,000 a year. It is expected that because they are scarce resources the price could eventually rise to \$15,000 a site which would generate revenue of up to \$600,000 a year but this source of revenue will drop to zero. There are other less significant sources of revenue such as interment fees, memorialisation fees, transfer of burial rights and filming fees and historical tours. These revenue sources will also decline over time or have limited expansion potential.

All of the options examined in the evaluation process which took place in 2004 require some subsidy from Council if the cemetery is to be maintained at the current standard.

There are no fixed answers, as all strategies involve trade offs between various values. Essentially the policy responses fall into three categories of minimising maintenance, raising extra revenue or cut other Council services. For instance, a possible response to declining revenues may be to reduce maintenance over the entire cemetery or to block off some of the least visited sections and carry out only the minimal maintenance required for safety and public liability reasons. Alternatively various fund raising avenues may be explored, and some of these have been investigated in a preliminary sense and reported on later in this Plan.

Given that Council needs to develop a plan of management which will be effective for the long term, it is important that any decision making can be firmly grounded with reference to the values which the cemetery has to the community.

See **Vol 2, Attachment 5** – Waverley Cemetery Preliminary Financial Forecasts” – by consultant John Desmond and **Vol 2, Attachment 6** - “Future Management Options for Waverley Cemetery Table” - agreed by the Waverley Cemetery Stakeholder reference Panel for further discussion on this issue.

In addition, all right of burial certificates, future reservations, permits to use allotments, etc are issued and managed under Council’s Limited Renewable Tenure Policy. The policy is included in this volume at **Attachment B** and should be read in consideration with the correct applications forms and relevant, approved table of fees and charges as may be appropriate from time to time.

### 4.5.2 Tax Exempt Status

The Council resolved to:

- Seek charitable exemption status for donations and gifts to Council similar to Waverley Library

Community groups which raise funds for charitable or community purposes can greatly increase the effectiveness of the fund raising by arranging to have any gifts made tax deductible.

Division 30 of the Income Tax Assessment Act provides a deduction for gifts of \$2 or more where they are made to a “Deductible gift recipient” as defined in the Act. There are various categories of gift recipients specified in the Act, under various broad categories as follows:

- A fund, authority or institution covered by any of the specific tables in subdivision 30B (most common category)
- Certain funds established or maintained under a will or trust instrument (only covers funds which in turn donate to other deductible gift recipients)
- Registered political parties
- Australiana fund, public libraries, museums or art galleries
- Commonwealth for Artbank purposes
- Various National Trust bodies (specifically listed in the Act)

To qualify under item 1 here the organisation must be specifically named in the act or be endorsed by the Tax Commissioner, which in turn requires that the fund fall into one of 12 categories which are then more precisely defined. The categories are:

- Health
- Education
- Research
- Welfare and rights
- Defence
- Environment
- Industry, trade and design
- The family
- International affairs
- Sports and recreation
- Philanthropic trusts
- Cultural organisations

There is no category into which it is obvious that a Waverley Cemetery Support Group would fall. The categories which have been suggested in the process so far have been for listing as a public fund on the Register of Environmental Organisations kept by the Department of Environment and Heritage, or on the Register of Cultural Organisations kept by the Department of Communications, Information Technology and the Arts.

For an environmental organisation to be endorsed the principal purpose must be:

- The protection and enhancement of the natural environment or of a significant aspect of the natural environment, or
- The provision of information or education, or the carrying on of research, about the natural environment or a significant aspect of the natural environment.

The term “natural” in this context is distinguished from built, cultural and historic environments, and constructions. Cultural sites and heritage properties are specifically excluded from this category of deductibility.

It appears therefore that there is limited scope to achieve deductible gift recipient status under this category. We have not at this stage explored the possibility of an organisation specifically devoted to the preservation of the environmental values of the site, which would mainly comprise the indigenous, possible remnant, vegetation along the cliff edge.

For a cultural organisation to be endorsed its principal purpose must be the promotion of literature, music, a performing art, visual art, a craft, design, film, video, television, radio, community arts, Aboriginal arts or moveable cultural heritage.

The preservation of a cemetery does not appear to fit within this category.

An area which could be investigated further is the achievement of deductibility at one stage removed by seeking to have donations directed to the National Trust or some similar body which has deductible status already, and then requesting that body to direct grants to Waverley Cemetery. At present no judgement can be made on this approach.

### 4.5.3 Alternative Funding

The following actions as resolved by the Council will be undertaken during the 12 month public exhibition period:

- In a 12 month period before any other option is formally explored, in particular options B, take up the Federal member for Wentworth's offer to help raise the \$5.8 million required (in 2004 figures) for capital works to upgrade the cemetery infrastructure (not including individual graves or memorials, or recurrent maintenance and service overheads)
- The Mayor, interested Councillors and community representatives meet with the Federal Member of Wentworth to discuss funding alternatives

## 4.6 Future Use & Development of Waverley Cemetery

A plan of management must describe the future purposes for which the land, buildings and improvement will be permitted to be used, the scale and intensity of any such use or development and the purposes for which any further development of the land will be permitted as outlined in the following table.

**Table 8 Future Use & Development of Waverley Cemetery**

Purpose of Future Use	Scale & Intensity of Future Use	Purpose of Further Development
<b>Primarily as an operational cemetery including for in-ground burials and entombment, ashes interments, graves visitation and memorial services. Disposal of the dead.</b>	Burials according to market forces and the availability of plots/places (at the current rate plots will run out by around 2014)  Increased sale of ashes memorials desirable but contingent on business feasibility	Possibly develop more locations for ashes interments as required as an option for continued operation of the cemetery  There is to be no cremation in the cemetery or on any contiguous land
<b>Possibly as a place to hold ceremonies in a pavilion</b>	Ceremonies in a pavilion in accordance with business feasibility and Council policy which will consider and manage all possible impacts such as traffic	Explore developing a pavilion – preferably incorporating existing structure without a crematorium - as an option for continued operation of the cemetery, including by undertaking a detailed business feasibility assessment
<b>Other key uses may include for passive recreation including along a purpose built coastal walk, as a shortcut for local people, for research and education, for filming and photography and for cultural tours and special events</b>	Encourage greater use of a new coastal walk separated from areas where cemetery activities may occur  Increased research and education, filming and photography, cultural tours and events usage where feasible	A new coastal walk that is separated from the cemetery for the purposes of promoting and facilitating recreation and wellbeing while minimising any disturbance to natural vegetation

#### **4.6.1 Pavilion**

Included in the table above is the building of a pavilion. The Council resolved that a plan of management for Waverley Cemetery should include strategies:

- To explore the following option for continued operation of the Cemetery, including by undertaking detailed business feasibility assessment of a pavilion, preferably incorporating existing structures, without a crematorium.

In line with this, staff will investigate the potential revenue and cost effects of a function pavilion within an existing structure such as the Cemetery Residence compared to a pavilion at other potential sites in the cemetery. Options for other possible locations will also be explored. The purposes for which a pavilion may be used will be explored and revenue and cost projections would be assessed for each different purpose. Proposals will be considered that are congruent with the adopted values for the Cemetery.

#### **4.7 Performance Assessment**

The Council is committed in all of its work to business excellence through a process of continuous improvement. An essential part of this process is assessing performance.

The success of strategies in this plan of management may be assessed in various ways as the Council sees fit. Methods might include:

- Documentation of sites where works are undertaken
- Assessment of time and funds spent
- Assessment of maintenance standards
- Assessment of compliance with legal obligations
- User surveys

## 5. ISSUES OVERVIEW

This chapter outlines the issues concerning the future management of all or parts of Waverley Cemetery. It provides a guide to what projects might be considered and undertaken to address these issues. Issues relating to the continued operation of the Cemetery are not dealt with here as they will be the subject of a future detailed business feasibility study.

The following Table 9:

- Names the key issues facing Waverley Cemetery
- Explains the nature of the issue
- Describes a response to the issue
- Pictures that illustrate most of these issues can be found at **Vol 1, Attachment C**

**Table 9 Issues Affecting Waverley Cemetery**

Issue	Explanation	Possible Response
<b>Buildings &amp; Other Structures (buildings, walls, paths, fences, gates, roads, kerbs, gutters, paths, paving, drains, the boundary)</b>	Main entrance to cemetery has become degraded & lost its prominence, especially in Trafalgar St where relatively recent mausolea dominate the setting [see Vol 1, Attachment C, Picture 7]	Improve amenity by conserving entrance materials & surfaces, undertaking new landscaping, installing new lighting & rationalising signage  Consider urban design to define the entrance within the surroundings & direct vehicular & pedestrian movement
	Main gates & fence has been compromised by inappropriate past repairs, degraded original materials & a lack of security [see Pic 8]	Retain & conserve sandstone & wrought iron fencing & gates at the main entrance to improve precinct presence & after hours security
	The office building is in sound condition but no longer complies with building codes & legislation [see Pic 9]  In terms of accessibility, the office building does not comply with the Disability Discrimination Act* [see Pic 10]	Conserve & upgrade where possible in accordance with legislative requirements to ensure long term safe use for its designed/intended purpose
	Residence is in good condition but similar to the office building, requires ongoing maintenance to preserve its heritage condition [see Pic 11]  It may be possible to adapt the residence for new uses such as a pavilion for ceremonies, as exhibition space & as a research & educational place	Needs to be conserved  Consider options for the best future use of the residence
	Some sections of the roads are degraded while other sections do not match original details. Weeds are also a problem [see Pic 12]	Retain original layout of the two stages of the cemetery. No further roads should be closed  Conserve asphalt surfaces & sandstone kerbs & gutters to match original details

Issue	Explanation	Possible Response
	<p>Original sandstone kerbs, gutters &amp; drains are in varying states of decay &amp; some are dislodged, some original sandstone kerbs &amp; gutters have been replaced with concrete not matching original details, &amp; in some places asphalt overruns the gutters. Weeds are also a problem [see Pic 13]</p> <p>Drains are compromised by unsympathetic repairs, weed infestation causing further decay to underground elements &amp; reduction in ability to drain surface water from the site resulting in further subterranean wash-outs &amp; failure of infrastructure</p>	<p>Conserve sandstone kerbs &amp; gutters to match original details, relay dislodged ones where appropriate</p> <p>Examine drains for signs of structural integrity, document current condition to plan for systematic maintenance/ upgrade where needed</p>
	<p>The boundaries &amp; edges are degraded &amp; undefined at the north-east &amp; south-east entrances adjoining the coastal walk, Calga Reserve boundary &amp; the eastern end of Boundary Street [see Pic 14]</p> <p>Verges along Trafalgar &amp; Boundary Streets are degraded. They no longer conserve the cemetery precinct as a special place nor protect its valuable monuments &amp; structures [see Pic 15]</p>	<p>Reinforce boundaries &amp; edges with new secure fencing &amp; shrub plantings which harmonise with the indigenous coastal flora &amp; represent the exotic nature of the cemetery garden design</p> <p>Improve internal &amp; external verges at Trafalgar, St Thomas &amp; Boundary Streets</p>
	<p>Internal fences are in need of conservation &amp; replacement in many areas. Their current colour (white), shape &amp; scale are intrusive [see Pic 16]</p>	<p>Retain, conserve or replace timber fencing, &amp; alter where necessary to comply with the Building Code of Australia</p> <p>Repainted fences should be painted in a more recessive colour than the current white to ensure that they are not as visually intrusive</p>
	<p>Retaining walls are more than 100 years old in most locations &amp; might be unstable [see Pic 17]</p>	<p>Check &amp; ensure their stability on a regular basis</p> <p>Repair, retain &amp; conserve the walls as required</p>
	<p>Concrete pathways are failing, uneven &amp; subsided [see Pic 18]</p>	<p>Remove concrete paving where necessary to enhance the cemetery's landscape setting &amp; repair the damage to the sandstone kerbs, gutters &amp; monuments they abut. Replace with turf or other ground cover plants</p>
	<p>Some Stone shelters are significant &amp; many are in differing states of deterioration [see Pic 19]</p>	<p>Retain &amp; conserve the significant shelters. Rework, re-use or remove others</p>
	<p>Men's toilets along Trafalgar Street are degraded &amp; seldom patronised [see Pic 20]</p> <p>Women's toilets are not significant elements to the Office precinct &amp; could be upgraded to provide unisex accessible facility [see Pic 20]</p>	<p>Redesign to improve services or demolish the toilets to free space for cemetery development for current demands</p> <p>Redesign, to increase services &amp; incorporate unisex accessible toilet facilities</p>

Issue	Explanation	Possible Response
<b>Security – Fences &amp; Gates</b>	<p>The level of boundary security is insufficient to protect the cemetery against anti-social behaviour after dark, vandalism &amp; destruction of memorials &amp; landscape, including graffiti, &amp; late night parties [see Pics 21, 22, 23]</p> <p>Compliant gates &amp; security measures are needed to protect the significant elements of the cemetery from further destruction [see Pic 24]</p>	<p>Retain &amp; conserve existing fences where security compliance issues permit, &amp; build new fences or modify existing ones to improve security as required in accordance with relevant conservation policies</p>
<b>Flora (garden beds, cliff top, graves, borders)</b>	<p>Weeds are a major problem in the cemetery including because they cover sandstone landform, indigenous vegetation, grave plantings &amp; contribute to the slow damage to built monuments [see Pic 25]</p>	<p>Control &amp; remove weeds. Priority area is along the eastern boundary along the cliff top to reveal the sandstone landform &amp; indigenous vegetation</p>
	<p>Coastal heath is found along the cliff edges east of the developed cemetery interment areas [see Pic 26]</p>	<p>Conserve &amp; regenerate indigenous coastal heath along the cliff top at the eastern boundary of the cemetery</p>
	<p>Grave plantings are important elements of cemetery memorialisation, visitation rights &amp; rituals &amp; also provide a softer aspect to an intensively developed cemetery landscape [see Pic 27]</p>	<p>Conserve original grave site plantings &amp; manage them as significant components of an historic landscape, including specifically by removing weeds</p> <p>New gravesite plantings should include a variety of indigenous or exotic creepers, bulbs &amp; small non invasive herbaceous plants</p>
	<p>Garden beds have been an important part of the design thought behind cemetery development from the Victorian era through to today [see Pic 28]</p>	<p>Retain, conserve &amp; manage significant garden beds to keep their character &amp; significance</p> <p>Re-instate garden beds that are missing or degraded where their former locations can clearly be established. Where the original character &amp; composition of species cannot be determined, conjectural reinstatement using ornamental species known to have been used in the cemetery is acceptable</p>
	<p>Weed trees &amp; large shrubs on grave allotments in the cemetery are not appropriate because they are not generally a major part of the original planned landscape [see Pic 29]</p>	<p>Gradually remove weed trees &amp; large shrubs from grave sites &amp; verges to avenues &amp; intersections in cemetery. Priority areas are Lawson Rd, Wee Davie Tce, Hargrave Ave, Solomon-Thompson Rd &amp; Durack St</p> <p>Remove NZ Christmas Tree near the central Circle Garden &amp; plant an advanced period specimen tree (eg. Norfolk Island Pine or Frangipani to reveal significance of Circle Garden</p>
	<p>Other significant vegetation represents specific fashions in funeral rituals, plant habit, scent, form, etc. are &amp; important in the interpretation of symbolism. They are degraded, plants are missing &amp; existing ones need to be conserved (repaired)</p>	<p>Replant, conserve &amp; retain planted vegetation considered important to the historic landscape</p> <p>Subject trees to regular horticultural inspection &amp; conservation, including tree surgery &amp; removal of dead or dangerous branches</p>

Issue	Explanation	Possible Response
	In Calga Reserve, the slopes & contours of the grassed sections were formed by many years of dumping materials on the site, the reserve has extensive weeds & there is no clear boundary between it & the cemetery [see Pic 30]	Landscape Calga Reserve, remove weeds, build a fence & retaining walls to create a securable boundary with the cemetery & relocate the coastal walk in accordance with its new placement in the cemetery area
<b>Fauna</b>	Native species at the cemetery include birds (Australian Raven, Kookaburra, Eagle kite, Currawongs, Magpies, New Holland Honey Eaters, Blue Wrens) & lizards (Blue tongue Lizard, Skinks). Their presence needs to be encouraged  The presence of feral animals & vermin such as rats may be negatively impacting on the cemetery's structures, vegetation & native wildlife	Protect the habitats of native species  Monitor the presence & impacts of feral animals & vermin & respond appropriately where necessary
<b>Monuments</b>	Monuments are damaged either by natural wear & tear aggravated by their coastal location & inappropriate human intervention & vandalism etc. resulting in cracked, splitting or delaminating ledger slabs, kerbstones, headstones & monuments [see Pic 31]	Assess the physical condition & significance of the monuments & retain & conserve accordingly  Refix loose sections of monumental stonemasonry in their original locations or alternatively stacked as close as possible to original locations to minimise likelihood of loss  Manage placement of new monuments consistent with cemetery style & so there is not adverse impact on existing heritage character
<b>Heritage</b>	Heritage items that require conservation & management to protect the cemetery's history & character include aspects of the layout, landscape & vegetation, some monuments, buildings & other structures including the entrance & original roads, the archives, & its contemplative & commemorative precinct	See responses for specific issues eg. buildings, vegetation, monuments etc.
<b>Cemetery Operations</b>	The operational life of the cemetery might be extended by adding memorial walls for ashes interments, a new memorial garden for outdoor services & intimate Mausolea developments [see Pics 32 & 33]	Consider building new walls & mausolea along cemetery's boundaries  Consider building a new memorial garden or gathering point for outdoor services to be conducted
<b>Coastal Walk</b>	Use of the coastal walk, which currently runs into the cemetery along the eastern boundary, is causing damage to the cemetery's monuments, walls, vegetation & contemplative nature [see Pic 34]	Move coastal walk away from graves & monuments & repair the damage it has caused  Build a purpose built coastal path with minimal disturbance to vegetation
<b>Archives</b>	Cemetery records are ongoing records & are used as a daily tool in proper management & decision making now & in the future. Due to the introduction of the Records Act many of the records have now anomalously been classified as "Archive" & are stored way from the	It is proposed to investigate scanning of all records &/or other electronic forms of records storage to allow Cemetery management unhindered real time access to Cemetery records. Duplication of the records will come at a cost

Issue	Explanation	Possible Response
	cemetery office making access difficult & time consuming. The result is that while the Records Act requirements are satisfied, customer & management needs are not. Responses to client requests can not be met in a suitable time period	
<b>Signage</b>	Existing signage is not standardised, there is a lack of some signage such as informational, educational & directive ones, some signs are obtrusive & none are vandal proof [see Pic 35]	Standardise signs, put in place new signs as appropriate, remove & replace obtrusive signs & make signs vandal proof  Conserve older identification signs
<b>Education</b>	A greater level of understanding leads to an improved public acceptance of the cemetery & its purpose. Education also reduces the likelihood of thoughtless acts	Continue to develop, expand & implement an educational program including signage, publications & face-to-face tours to promote the appreciation of the cemetery's past, present & future cultural significance from its original inhabitancy to European cultural history, historic photographs & biographical information. Could include developing an exhibition, a book, brochures & expanding the website
<b>Access &amp; Parking</b>	Manage parking requirements for the present & future needs of the cemetery [see Pic 36]	Formalise the visitor parking area outside the entrance points, inside the cemetery on the various roadways & where appropriate for funeral services  Ensure roads, kerbs are suitable for traffic & parking

\* See **Volume 2, Attachment 7** - "Access Audit: Waverley Cemetery", September 2002

## 6. PROJECT PLAN

This chapter puts forward a project plan to address the issues raised in Chapter 5 and also offers some guidelines as a basis for conservation work if undertaken.

### 6.1 Project Plan

The following project plan outlines upgrade and maintenance work that is needed to address the identified issues over the next 10 years. These projects aim to bring the cemetery into a state of repair and to maintain it in a way that is consistent with legislative obligations and Council policy.

The project plan does not include building a pavilion or other opportunities aimed at extending the operational life of the cemetery which will be the subject of a separate business feasibility assessment in accordance with the Council Motion (see **Vol 1, Attachment A**).

The Project Plan is based on work undertaken by Allan Jack + Cottier in the Draft Conservation Management Plan (see Waverley Cemetery Asset Inventory Sheets 1-5 at **Vol 2, Attachment 8**), expert advice from the Waverley Cemetery Manager and the Waverley Council Property Manager, and a Quantity Survey the Council commissioned from BDA Consultants Pty Ltd (see **Vol 1, Attachment D** Waverley Cemetery Proposed Upgrade Maintenance Budgets). In some cases, further detailed survey or specialist investigations may be required to provide full cost estimates.

The completion of these projects will be subject to budgetary constraints and Council and community priorities.

In terms of upgrade and maintenance work, Table 10:

- Identifies the location or area
- Describes the required action
- Cost estimates for the action where possible
- Does not include contingency costs
- Does not include GST
- Does not include consultants' fees, head contractors' preliminaries and profit which may be relevant
- Identifies broad priorities by specifying whether resolving each issue is
  - An obligation by law (✓) eg. it needs to be repaired or it could cause injury for which the Council would be liable
  - A consideration for desirable future works arising from the issues identified below depending on the availability of funding (✗) eg. creating additional gathering areas for memorial services within the cemetery

**Table 10 Project & Maintenance Plan**

Location	Action	Cost over 10 yrs (no GST)	Obligation ✓ or ✗
<b>Main entrance</b>	Repair sandstone, wrought iron fencing & gates	90,000	✓
	Maintain sandstone, wrought iron fencing & gates	22,000	✓
	New landscaping	6,000	✓
	New lighting	10,000	✓
<b>Residence</b>	Maintain	25,000	✓
<b>Office building</b>	Upgrade to make accessible	TBA*	✓
	Maintain	25,000	✓
<b>Office SC</b>	Maintain	6,250	✓
<b>Storeroom/ Workshop</b>	Minor repairs	5,000	✓
	Maintain	12,000	✓
<b>Public Gents Toilets</b>	Upgrade	10,000	✓
	Maintain	6,000	✓
<b>Public Ladies Toilets</b>	Upgrade to make unisex accessible toilet	20,000	✗
	Maintain	6,000	✓
<b>6 Shelters</b>	1 x minor clean up	500	✓
	Maintain	6,000	✓
	3 x major clean up	7,500	✓
	Maintain	16,500	✓
	2 x repair & upgrade	20,000	✓
	Maintain	11,500	✓
<b>Retaining walls</b>	Maintain (1,075m)	37,500	✓
<b>11 Stone stairs</b>	1 x rebuild	25,000	✓
	Maintain	6,000	✓
	10 x repair	25,000	✓
	Maintain	10,000	✓
<b>Fences &amp; gates</b>	Repaint timber posts & rail fences (960m)	30,720	✓
	Maintain	96,000	✓
	Repair & repaint timber picket fence (406m)	20,300	✓
	Maintain	50,000	✓
	SS wire infills to last (525m)	65,635	✓
	Maintain	10,000	✓
	Replace/rebuild timber picket fence (200m)	40,000	✓
	Maintain	25,000	✓
	Extra to replace timber fences with metal	642,400	✓
	Maintain	20,000	✓
	Repair/upgrade stone pier & rail fence (235m)	176,250	✓
	Maintain	20,000	✓
	Maintain low stone wall (190m)	10,500	✓
	Maintain high stone wall (80m)	10,500	✓
	Maintain other fences (25m)	5,250	✓
	3 x New Gates	7,500	✓
	Maintain	2,000	✓
	Repair fence to Stuart Family Vault (10m)	5,000	✓
	Maintain	1,250	✓
	<b>Storm drains</b>	Replace (500m)	175,000
Maintain		35,000	✓
<b>30 Pits</b>	Repair/upgrade	60,000	✓
	Maintain	17,500	✓
<b>Water pipes</b>	Extend water supply pipes (400m) to sections 7 & 18	30,000	✓
	Extend water supply pipes (400m) where old service has been disconnected	30,000	✗
	Maintain	7,500	✓
<b>20 Standpipes &amp; hosecocks</b>	Repair/upgrade	5,000	✓
	Maintain	1,500	✓
<b>Roads</b>	Repair/replace asphalt roads (14,500 sq m)	1,899,500	✓
	Maintain	75,000	✓
<b>Paths &amp; paving</b>	Repair/replace concrete path & paving (900 sq m)	180,000	✓

Location	Action	Cost over 10 yrs (no GST)	Obligation ✓ or ✗
	Maintain	30,000	✓
	Maintain stone path (15 sq m)	3,000	✓
<b>Kerbs &amp; gutters</b>	Repair stone kerbs & gutters (4,450m)	667,500	✓
	Maintain	90,000	✓
	Replace concrete kerbs & gutters with stone (1,750m)	787,500	✓
	Maintain	45,000	✓
	New stone kerbs & gutters required (850m)	382,500	✓
	Maintain	30,000	✓
<b>Stockpiling</b>	Remove excess stockpiling	15,000	✗
<b>Grass paths &amp; plants</b>	Repair (15,000 sq m)	187,500	✓
	Maintain	20,000	✓
<b>Signage</b>	Installation and maintenance	20,000	✗
<b>Education</b>	Expansion to education series	10,000	✗
<b>Archives</b>	Maintenance of older written material	20,000	✗
<b>Parking</b>	Formal parking areas	50,000	✗
<b>Operational related structures</b>	New Memorial garden New memorial wall(s) for ashes interments Mausolea options	80,000	✗
<b>Monuments</b>	Repairs and stabilisation to monuments of priority	60,000	✗
<b>Coastal Walk</b>	Build new coastal walk separated from the Cemetery	1.2 million	✗
	Maintain	60,000	✗

\* Requires a significant conservation plan to be undertaken first.

## 6.2 Conservation Guidelines

In keeping with conservation aims and objectives:

- Conservation policies and practices aim to protect, restore and/or maintain the significance of a place and its characteristics.
- Elements which contribute to the cultural significance of the cemetery (see Table 4 'Conservation Significance of Cemetery Components' at pp16-18, specifically items marked 'A' as being of 'considerable significance') should be retained and conserved in accordance with the Implications of Assessment.
- Missing and damaged sections of elements which contribute to the cultural significance of the cemetery (see Table 4, specifically items marked 'A' as being of 'considerable significance') should be reconstructed to an earlier known form or detail in accordance with the Implications of Assessment.
- Elements which confuse or prevent the interpretation of the significance of the place (see Table 4, specifically items marked 'C' and 'D' as being of 'little or no significance' or as an 'intrusive element') should be removed, relocated or reconfigured.
- New works that help reveal and interpret the significance of the site should be encouraged.
- All works to the cemetery shall be carried out in accordance with the approach outlined in the Australia ICOMOS Charter for the Conservation of Significant Places ('Burra' Charter).
- All proposed works to the cemetery should be documented and administered by experienced conservation professionals.
- All proposed works to the cemetery's significant fabric should be carried out by contractors with appropriate skills and experience in the relevant traditional trades required. In most cases, it would not be appropriate for these works to be carried out by cemetery staff.

## ATTACHMENT A - COUNCIL MOTION

### 0412.12.2 - Waverley Cemetery Plan of Management (A02/0658) – 14 December 2004

Report dated 7 December 2004 from the Director, Corporate and Technical Services, about the development of the Waverley Cemetery Plan of Management which seeks to secure a sustainable future and to protect Waverley Cemetery for the near and long term.

#### MOTION / DECISION (Newhouse / Strewé)

That Council:

1. Receive and note this report and attachments.
2. Adopt the proposed values for Waverley Cemetery as described in this report.
3. Agree that four zones for categorisation of the lands of Waverley Cemetery be identified in draft Waverley Cemetery Plan of Management as follows:
  - (a). Whole of the Cemetery – Area of Cultural Significance
  - (b). Cliff – Natural area Escarpment
  - (c). Cliff Top – Natural area Bushland
  - (d). Coastal Walk – Park;and be exhibited for public comment when the draft Plan goes on display.
4. Endorse the preparation of a Plan of Management for Waverley Cemetery as a valuable community asset to be maintained to a satisfactory standard so as to achieve the objectives of the Plan previously adopted by Council in April 2004, and particularly to achieve a balance between competing uses of the Cemetery site.
5. Note that, arising from the results of the substantial investigation and consultation undertaken for preparation of the draft Plan, a compliant Plan is likely to entail future contributions from Council towards continued operation and maintenance of the Cemetery because:
  - (a). Of the inevitable loss of income from the sale of rights of burial in the next few years, and
  - (b). The most economically viable options explored so far of razing the site for development or building a pavilion with an on-site crematorium are not favoured.
6. Recommend that a Waverley Cemetery Plan of Management be drafted to include strategies:
  - (a). To protect and enhance the Cemetery's existing assets and infrastructure, and
  - (b). To explore the following option for continued operation of the Cemetery, including by undertaking detailed business feasibility assessments of:
    - i. A pavilion, preferably incorporating existing structures, without a crematorium.
  - (c). That cremation be prohibited in the cemetery or on any contiguous land.

7. In a 12 month period before any other option is formally explored, in particular options B, take up the Federal Member for Wentworth's offer to raise the \$5.8 million required (in 2004 figures) for capital works to upgrade the cemetery infrastructure (not including individual graves or memorials, or recurrent maintenance and service overheads).
8. Seek charitable tax exemption status for donations and gifts to Council similar to Waverley Library.

And that:

9. The Mayor, interested councillors and community representatives meet with the Federal Member for Wentworth to discuss funding alternatives.
10. Exhibition of the Waverley Cemetery Plan of Management not be delayed but consultation with residents is to continue during the 12 month period (referred to in Clause 7 above) to consider further alternatives.
11. The Plan of Management be exhibited for a period of 12 months to enable Council to continue discussions and for the community to be fully involved.

**Division:**

**For the Motion:** Crs. Copeland, Kanak, Main, Moscatt, Newhouse, Strewé and Wakefield.

**Against the Motion:** Crs. Betts, Clayton, Davidson, Kay and Sloan.

## **ATTACHMENT B – BY LAWS, CONDITIONS OF USE & ADMINISTRATION OF WAVERLEY CEMETERY (& SOUTH HEAD GENERAL CEMETERY)**

- 1 Within these By-Laws, the “Cemeteries” mean either the South Head General Cemetery on Old South Head Road, in Vaucluse or the Waverley Cemetery on the corner of Trafalgar and St Thomas Streets, Bronte both being within the council area of Waverley.
- 2 Within these By-Laws, the “Certificate” refers to the Right of Burial Certificate issued at the time of a Legal Grantee being granted an allotment.
- 3 Within these By-Laws, the “Owners” shall be the Councillors for the time being of Waverley Council and the council General Manager.
- 4 All monies received in connection with the workings of the Cemeteries shall be paid into a local bank under two (2) headings, via Waverley Cemetery account and the South Head General Cemetery account.
- 5 All monies received in connection with the Cemeteries shall be applied firstly in payment of salaries, wages and current expenses, secondly in construction or repair to fences, drains, buildings and other infrastructure works within the cemetery boundaries and thereafter shall be at the discretion of the Owners upon recommendation of the Cemetery Manager.
- 6 The Owners may appoint a Secretary, Manager, Foreman and other staff which may be necessary and affix the respective amounts in salary or wages to be paid, and make provision as maybe necessary for proper care and management of the Cemeteries.
- 7 The clergy of each denomination residing regularly officiating within the Council area may officiate performing committal services within the Cemeteries, but any recognised clergyman may so officiate.
- 8 Not more than 2 adults shall be interred at one time in any earth interment allotment and in no allotment shall the upper surface of the coffin be at depth less than 900mm from the natural surface of the soil subject to Clause 9.
- 8a. The Owners may, for any good and sufficient reason, cancel and revoke any individuals entitlement authorised by the Certificate and written notification of such shall be forwarded to that individual at their last known address and thereafter issue another Certificate as the Owners deem fit.
- 9 At the discretion of the Owners upon direction from the Cemetery Manager and following an appropriate passage of time (usually 30 years) an additional interment may be permitted in earth allotments.
- 10 Unless the Owners are satisfied upon application being made, by a current Legal Grantee in the form of a declaration, an additional allotment is to be used for a member of his or her family; no more than one (1) allotment may be purchased.
- 11 The Owners shall issue a Certificate which evidences a Right of Burial for each allotment which may be purchased. Where permitted, in event of transfer of any allotment, it will be necessary to produce the Certificate to the Owners so that the same may be endorsed and transferred to the new owner subject to Clause 8a.
- 12 An allotment with a certificate issued before 1992 may be transferred provided that any person entitled to a certificate may, subject to these By-Laws, transfer their Right of title and interest therein provided that such transfer is approved by the Owners. Additionally such rights may be transferred or transmitted, and the Owners shall record

any transfer or transmission upon satisfactory proof of the right of the claimant to be regarded as the transferee or successor. On the issue of each certificate the person entitled to the Right of Burial shall notify the Owners of any change to address etc. from that endorsed on the Certificate. Failure to do so may enact clause 8a.

13. Each earth interment allotment shall be excavated to an appropriate depth to permit multiple coffin interments, 2 infants considered being equalled to 1 adult. Provided however, that should special circumstances arise the Owners may grant an additional interment and such interment be only permissible subject to clause 9.
14. No person shall be entitled to carry out permanent monumental work of any nature unless they are a qualified, recognised and insured Monumental Stonemason and have written consent of the Owners to perform said work. Approved monumental erections are outlined in clauses 15 & 16.
15. All tombs, tablets monuments and head stones erected on the grave sites shall be of free stone (sandstone), white marble, granite, trachyte, and foundations supporting any superstructure will be brick or concrete piers. The dimensions of the piers shall be a minimum of either 22.5cm by 45cm or 22.5cm diameter. A structure placed at the head or foot of the grave being not more than 1.3m high shall be the headstone. Any superstructure over 1.3m may be referred to as a monument. A marble slab or free stone (sandstone) slab at least 7.5cm thick may be placed on the surface of the monumental work covering the area of the allotment. Marble and slate tiles, reinforced concrete with quartz pebbles may also be laid on the surface of the monumental work over an allotment.
16. Monumental Masons approved by the Owners shall be the only persons outside of trained cemetery staff to carry out any or all monumental work. The Cemetery Staff shall supervise all monumental work. An application for a permit shall be submitted to the Owners setting out the proposed monumental work and the necessary fee shall be paid at the same time at the cemetery office. A Certificate of Currency must accompany all applications for Public Liability and evidence of Workers Compensation. All masons must also adhere to Waverley Councils Transfer of Risk to Contractors document and provide a Safe Work Method Statement as necessary. All work must be conducted under the Guidelines of Australian Standard for Monument Construction AS4204. All applications are subject to the Waverley Cemetery Plan of Management. On completion of work, all refuse shall be cleared away and the Monumental Mason concerned at his cost shall repair any damage caused to adjoining graves. All elements of monumental construction must be solid stone or granite. Permissible colours, finishes, and textures shall be dependent on historical monuments in the vicinity of any proposed work.
17. The Owners may order the removal or alteration of any monument, tomb, headstone, or kerbing or any other constructed work on the grave site, or the erasure of any particular inscription which has been engraved on the super structure, should any of the conditions specified in Clause 15 and 16 of these By-Laws be breached
18. The Grantees of each grave shall be responsible for the upkeep of the constructed above ground work in the event of the whole or any part of the same becoming dangerous through any cause it may be dismantled by the Owners at the Grantees expense. The Owners shall upon payment of fees specified in the schedules of fees and charges carry out annual or special maintenance of an allotment.
19. Any work that is constructed without the Owners approval or knowledge or which is considered dangerous may be removed by the Owners at any time without notification and all cost incurred shall be paid by the Legal Grantee specific to that allotment.
20. 48 hours notice to the Cemetery Manager is necessary for interments in both the cemeteries, and the Funeral Director or persons making arrangements must submit

particulars pertaining to the size of the casket and other information necessary for the interment.

21. No trees or shrubs shall be planted in the cemetery unless approved by the Owners or their staff however the Owners may consider an application for the Legal Grantee to do this work under the proper supervision of the cemetery staff.
22. Any person adversely affected by a decision made by the Owners, to revoke rights attaining to a certificate of burial can lodge an appeal in writing to the appropriate Minister within 90 days after receiving the notice referred to in Clause 8a. Thereafter the Minister may appoint an officer in his Department to conduct an inquiry into all the circumstances relating to the Owners action and furnish a report thereof to both the Owners and the appellant with the recommendation that the decision be upheld or reversed and the Owners agree to abide by such a recommendation.

#### ***Renewal of Tenure on Right of Burial Certificates and Acquisition and Sale of Right of Burial Certificates***

23. The Council, as Owners of the Waverley Cemetery and South Head General Cemetery, place a tenure period of 25 years on all Right of Burial Certificates at Waverley Cemetery and South Head General Cemetery issued from 1 January 1992. Council place a tenure period of 50 years on all Right of Burial Certificates at Waverley and South Head General Cemetery issued prior to 1 January 1992.
24. The Tenure period is applied from the date that the Right of Burial Certificate is issued or the date of the first interment/coffin burial, whichever is the later.
25. The Council (as Owners) ensure that at the end of the tenure period, every reasonable effort be made to contact and advise the last recorded Legal Grantee or their heirs and successors that renewal of the tenure period is due.
26. Applications for renewal of Right of Burial Certificates may only be made with the prescribed cemetery application form as applicable from time to time.
27. A public notice is placed in a local newspaper and a major daily newspaper. A copy of the notice is displayed at the cemetery administration offices or at the main entrance to the cemetery.
28. The closing date for lodging applications to renew a Right of Burial Certificate shall be at least sixty (60) days after the date of publication of the public notice.
29. Tenure may be renewed at any time for a period not exceeding 25 years from the date of renewal or as at the discretion of the Cemetery Manager or General Manager of the Council.
30. The fee for renewal of a Right of Burial Certificates issued after 1 January 1992 will be 50% of the total current purchase price or as at the discretion of the Cemetery Manager or General Manager of the Council a proportional part thereof for each year of the proposed renewal.
31. The Fee for renewal of a Right of Burial Certificate issued prior to 1 January 1992 will be as set out in the cemetery fees and charges as approved from time to time.
32. Where a Right of Burial Certificate tenure has expired and no renewal has been lodged by the closing date, a public notice may be placed in local newspapers, a major daily newspaper, and/or at the cemetery administration offices stating that the council (as Owners of the cemetery) has taken possession of the lapsed Right of Burial Certificate.

33. Applications to purchase a Right of Burial Certificate may only be made on the appropriate cemetery application form as applicable from time to time.
34. The Cemetery Manager and General Manager of the Council is delegated authority to - Renew Right of Burial Certificates, acquire Right of Burial Certificates, and offer for sale Right of Burial Certificates at the price indicated in the cemetery fees and charges as approved and as applicable from time to time.

The conditions attached to the sale of memorials and/or reservations in cremation garden sections of the cemetery are set out as follows:

#### **CONDITIONS OF SALE**

1. Interments of ashes in Niches walls, gardens or other memorials shall be in accordance with the Plan of Management of Waverley Cemetery.
2. The Cemetery Manager may give consent to the placement of ashes in a memorial after this form is filled in and full payment is received.
3. A Memorial Certificate will be given to all purchasers and will be required to be presented for memorialisation to occur. The Memorial Certificate permits but does not provide for the placement of ashes, the plaque for the memorial, or the inscription of that plaque.
4. Placement of Cremated Remains at a Memorial or the installation of a Memorial Only commemorative plaque shall be not be placed until the Cemetery Manager has given consent for the placement of the ashes.
5. A plaque and installation fee must be paid by the applicant (or authorised agents) for a memorial to be placed.
6. Memorials may be purchased by instalment at the discretion of the Cemetery Manager.
7. The following are not permitted in the Memorial Garden areas and will be removed:  
Wreaths or large flower sprays, statues, kerbs, copings, walls, concrete urns, trellis, glass jars or bottles, plants, boxes, shells, toys, cards, wire screens, arbours, and any article of similar description and any article that is deemed by the Cemetery Manager to detract from the beauty of the grounds or is in conflict with their surroundings.
8. Upon the written request of the applicant for the placement of ashes, their authorised representative, or the next of kin of the deceased and upon payment of the prescribed charge, a memorial or memorialised ashes may be relocated within the Cemetery grounds or removed from the Cemetery grounds as the case may be provided that if the person applying is not the Applicant for the Placement of Ashes, the Cemetery Manager shall be entitled to refuse its consent to such removal or relocation and the decision of the Cemetery Manager shall be final.
9. Once the ashes are removed a new Memorial Certificate can be sold by the owners.
10. The Cemetery Manager reserves the right upon the notification to the applicant for cremation of its intentions to do so, to relocate, realign or alter the position or type of memorial and the walls and gardens and buildings of the Cemetery for the purpose of repairing, maintaining or improving the Cemetery's niche walls, gardens and buildings or realigning the roads, gardens or buildings inside the Cemetery grounds but the Cemetery Manager will endeavour to ensure that memorials in family groups or memorials purchased and/or reserved together remain next to each other and that any substituted memorial is of a comparative nature and value, taking into consideration all the circumstances.
11. Future Reservations are not transferable.
12. Upon cancellation of a Reservation only the amount paid in respect thereof will be refundable.

## RENEWABLE TENURE

13. Memorials at Waverley Cemetery are granted on a tenure period of twenty five years.
14. Once ashes are placed the tenure period is considered active.
15. If a Memorial is moved to another location within the Memorial Garden Allotments within the cemetery the Tenure period will continue from its original placement date unless extended or renewed at the time of movement.
16. Tenure may be renewed at any time prior to the expiration of previous tenure period and before the removal of the memorial not exceeding 25 years from the date of renewal.
17. Renewable Tenure will not apply to any Memorial for Cremated Remains in the Memorial Gardens Section placed before 24 February 1998.
18. Where Tenure has expired the memorial location may be re-used.
19. Unless claimed by the Applicant for placement or their Authorised Representative, the ashes will be disposed under the ground as near as practicable to the previous memorial location. The Memorial Plaque will be returned to the claiming Applicant or their Authorised Representative unless left unclaimed where it will be stored or disposed of at the discretion of the Cemetery Manager.

### ***Right of Burial / Burial Rights and or Licences***

Burial rights confer on a Grantee the right to use of an interment site for the purposes set out by cemetery management from time to time (usually interment of the dead) followed then by memorialisation options. It does not represent any interest or title in real property. Right of Burial documents issued after 1 January 1992 are done so based on tenure periods and are not transferable for the period of tenure.

### ***Issue of Right of Burial Certificates to vacant and/or lapsed pre-owned allotments***

As part of Waverley Council's obligations for the management and maintenance of its cemetery properties, and in line with Council's decision to maximise the return to the cemetery business unit and ensure full use of its assets, Waverley Council as the owner of the cemetery has been pursuing a policy of issuing rights for vacant pre-owned allotments, where former grantees have not exercised their rights within a period of 50 years. This management practice is to be encouraged as the most reasonable way to continue funding cemetery operations until such time as alternatives can be developed on a sustainable basis.

### ***Renewal of lapsed or expired Right of Burial Certificates and transfers between living parties***

In this instance, the living applicant to take control of the old right must prove a legitimate claim against the last recorded grantee. This may include the provision of information in the form of a combination of Death, Birth and or Marriages certificates that include the death certificate of the last recorded grantee to confirm their deceased status. Claims may also be considered where an interest in a Right of Burial issued before 1 Jan 1992 was documented in a Will and a recipient comes forward to substantiate the claim within a reasonable period of time (generally 90 days from the date of death of the recorded grantee). Transfers of remaining tenure periods of active right of Burial Certificates where issued before 1 Jan 1992 may be considered by the cemetery management on applications as deemed necessary from time to time and may attract fees to do so. Rights of Burial issued after 1 January 1992 are not transferable for the period of tenure but may be considered by the Cemetery Management where the original grantee predeceased the expiration of the tenure period.

### ***Cancellations and or refunds of unused rights or entitlements***

Where the tenure period is active and an allotment remains unused, the grantee or their heir/successor may return that interest in a Right of Burial Certificate to Cemetery Management. Cemetery Management on behalf of Council may consider appropriate compensation for the return of the Right.

## ATTACHMENT C: PHOTOGRAPHS OF ISSUES AFFECTING WAVERLEY CEMETERY

Picture 7 (below): Waverley Cemetery Main Entrance. The entrance has become degraded and has lost its prominence. Source: AJ+C, 2002.



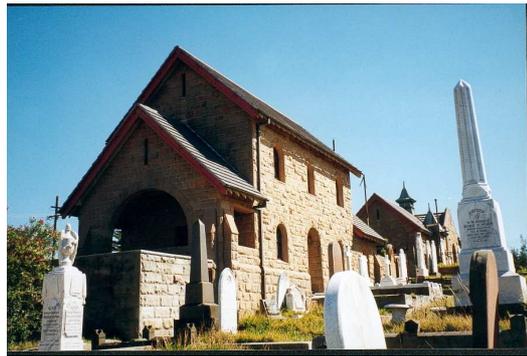
Picture 10 (below): The office does not provide disability access. Source AJ+C, 2002.



Picture 8: The sandstone and iron fencing to the main gate have become degraded and need to be retained and conserved. Source AJ+C, 2002.



Picture 11 (below): The residency requires ongoing maintenance to preserve its heritage. Source AJ+C, 2002.



Picture 9: The office building does not comply with building codes and legislation. Source: AJ+C, 2002



Picture 12: Some roads are degraded, do not match original details and suffer from weed problems. Source AJ+C, 2002.



Picture 13: Original sandstone kerbs, gutters and drains are decaying, some have been replaced with concrete that does not match original details and some are overrun by asphalt or suffer from weed problems. Drains are compromised. Source AJ+C, 2002.



Picture 16: Internal fences are degraded and their current design and colour is intrusive. Source AJ+C, 2002.



Picture 14: The boundaries and edges are degraded and undefined in some areas. Source AJ+C, 2002.



Picture 17: Retaining walls are over 100 yrs old and might be unstable. Source AJ+C, 2002.



Picture 15 (below): Verges along Trafalgar and Boundary Streets are degraded and compromise the cemetery precinct. Source AJ+C, 2002.



Picture 18: Concrete pathways are failing, uneven, subsided and dangerous. Source AJ+C, 2002.



Picture 19 (below): Some stone shelters are significant and are deteriorated. Source AJ+C, 2002.



Picture 22: Vandalism includes graffiti as shown in one of the shelters here. Source: Waverley Council.



Picture 20: Some amenities are degraded and the Women's amenities could be upgraded to provide a unisex accessible facility. Source AJ+C, 2002.



Picture 23: In 2001, this car was driven into the cemetery through a fence, driven around the cemetery for some time and then burnt causing damage to graves. Source: Waverley Council.



Picture 21: The level of boundary security is inadequate to protect the cemetery against anti-social behaviour and vandalism including the destruction of memorials as shown here. Source Waverley Council.



Picture 24: Existing fences and gates such as the northern fence shown here do not provide sufficient security to protect the cemetery from anti-social behaviour and vandalism Source: Waverley Council.



Picture 25 (below): Weeds are a major problem in the cemetery and cause damage. Source Craig Burton, 2002.



Picture 28: Garden beds have been important in the cemetery's design since the Victorian era. Source Craig Burton, 2002.



Picture 26: Indigenous coastal heath should be conserved and regenerated. Source AJ+C, 2002.



Picture 29: Weed trees and large shrubs on grave allotments are not part of the original design and can cause damage. Source Craig Burton, 2002.



Picture 27: Grave plantings play an important role in the cemetery's historic and landscape. Source Waverley Council.



Picture 30: Calga Reserve was formed by many years of dumping, has extensive weeds and no clear boundary with the cemetery. AJ+C, 2002.



Picture 31 (below): Some monuments are damaged by natural wear, vandalism or inappropriate intervention. Source AJ+C, 2002.



Picture 34: Use of the narrow existing coastal walk is causing damage to the cemetery's monuments, walls and vegetation and can disturb its contemplative nature. Source AJ+C, 2002.



Picture 32: The operational life of the cemetery might be extended by adding memorial walls and mausolea. Source Waverley Cemetery.



Picture 35: Early signage such as this needs to be conserved while other signage needs to be erected or improved. Source AJ+C, 2002.



Picture 33: A new memorial garden for outdoor services, commemorations and memorials, including for ashes, might also extend the cemetery's operational life. Source AJ+C, 2002.



Picture 36: Visitor parking areas outside the entrance points as well as inside the cemetery need to be better managed for future needs, including by formalising them. Source AJ+C, 2002.



## ATTACHMENT D: WAVERLEY CEMETERY - PROPOSED UPGRADE / MAINTENANCE BUDGETS

Ref.	Inventory	Quantity	Unit	Rate	Upgrade	Year 1	2	3	4	5	6-10	11-15	16-20	21-25	Maintain
1	Office - no urgent work	1	no	0	0	1,000	1,000	1,000	1,000	1,000	5,000	5,000	5,000	5,000	25,000
2	Residence - no urgent work	1	no	0	0	1,000	1,000	1,000	1,000	1,000	5,000	5,000	5,000	5,000	25,000
3	Stores/workshop - minor only	1	no	5,000	5,000	500	500	500	500	500	2,500	2,500	2,500	2,500	12,000
4	Office WC - no urgent work	1	no	0	0	250	250	250	250	250	1,250	1,250	1,250	1,250	6,250
5	Public Gents - upgrade *	1	no	10,000	10,000	250	250	250	250	250	1,250	1,250	1,250	1,250	6,000
6	Shelter - minor clean up	1	no	500	500	250	250	250	250	250	1,250	1,250	1,250	1,250	6,000
7	Shelter - major clean up	3	no	2,500	7,500	2,500	2,500	2,500	750	750	3,750	3,750	3,750	3,750	16,500
8	Shelter - repair/upgrade	2	no	20,000	40,000	20,000	20,000	500	500	500	2,500	2,500	2,500	2,500	11,500
9	Retaining walls - no urgent work	1,075	m	0	0	1,500	1,500	1,500	1,500	1,500	7,500	7,500	7,500	7,500	37,500
10	Rebuild stone stairs *	1	no	25,000	25,000	250	250	250	250	250	1,250	1,250	1,250	1,250	6,000
11	Repair stone stairs	10	no	2,500	25,000	5,000	5,000	5,000	5,000	5,000	2,500	2,500	2,500	2,500	10,000
12	Repair main entry gates & fences *	36	m	2,500	90,000	30,000	30,000	30,000	1,000	1,000	5,000	5,000	5,000	5,000	22,000
13	Repaint timber post & rail fences	960	m	32	30,720	0	0	6,720	12,000	12,000	24,000	24,000	24,000	24,000	96,000
14	Ss wire infills to last	525	m	125	65,625	65,625	0	0	0	0	2,500	2,500	2,500	2,500	10,000
15	Repair & repaint timber picket fence	406	m	50	20,300	20,300	0	0	0	10,000	10,000	10,000	10,000	10,000	50,000
16	New / rebuild timber picket fence	200	m	200	40,000	40,000	0	0	0	5,000	5,000	5,000	5,000	5,000	25,000
17	Extra to replace timber fences with metal *	1,606	m	400	642,400	80,800	80,800	80,800	0	0	5,000	5,000	5,000	5,000	20,000
18	New gate	3	no	2,500	7,500	2,500	2,500	2,500	0	0	500	500	500	500	2,000
19	Repair/upgrade stone pier & rail fence *	235	m	750	176,250	35,250	35,250	35,250	35,250	35,250	5,000	5,000	5,000	5,000	20,000
20	Low stone wall - no urgent work	190	m	0	0	0	0	0	0	500	2,500	2,500	2,500	2,500	10,500
21	High stone wall - no urgent work	80	m	0	0	0	0	0	0	500	2,500	2,500	2,500	2,500	10,500
22	Other fences - no urgent work	25	m	0	0	0	0	0	0	250	1,250	1,250	1,250	1,250	5,250
23	Repair fence to Stuart Family vault	10	m	500	5,000	5,000	0	0	0	250	250	250	250	250	1,250
24	Replace storm drains *	500	m	350	175,000	25,000	75,000	75,000	0	0	5,000	10,000	10,000	10,000	35,000
25	Repair/upgrade pits *	30	no	2,000	60,000	20,000	20,000	20,000	0	0	2,500	5,000	5,000	5,000	17,500
26	Extend water supply pipes *	400	m	75	30,000	6,000	6,000	6,000	6,000	6,000	0	0	2,500	5,000	7,500
27	Standpipe & hosecock *	20	no	250	5,000	1,000	1,000	1,000	1,000	1,000	0	0	500	1,000	1,500
28	Repair/replace asphalt roads *	14,500	m2	131	1,899,500	100,000	200,000	200,000	200,000	200,000	999,500	0	25,000	50,000	75,000
29	Ditto concrete paths/pavings *	900	m2	200	180,000	36,000	36,000	36,000	36,000	36,000	0	5,000	10,000	15,000	30,000
30	Stone path - no urgent work	15	m2	0	0	0	0	0	0	0	0	3,000	0	0	3,000
31	Repair stone kerbs & gutters *	4,450	m	150	667,500	66,750	66,750	66,750	66,750	66,750	333,750	30,000	30,000	30,000	90,000
32	Replace concrete ditto with stone *	1,750	m	450	787,500	78,750	78,750	78,750	78,750	78,750	393,750	15,000	15,000	15,000	45,000
33	New stone kerbs/gutters required *	850	m	450	382,500	76,500	76,500	76,500	76,500	76,500	7,500	7,500	7,500	7,500	30,000
34	Maintain/repair grass paths & plants	15,000	m2	13	187,500	37,500	37,500	37,500	37,500	37,500	5,000	5,000	5,000	5,000	20,000
					<b>5,565,295</b>	<b>798,725</b>	<b>778,550</b>	<b>765,770</b>	<b>562,000</b>	<b>578,500</b>	<b>1,844,250</b>	<b>177,750</b>	<b>207,750</b>	<b>240,750</b>	<b>788,750</b>

Red = repairs &amp; upgrading, Blue = recurring maintenance

All rates average, all figures approximate

Contingency &amp; GST excluded

\* Add for consultants' fees and for head contractors' preliminaries and profit if appropriate

All costs at 2004 levels - CPI adjustment required



Waverley Cemetery  
Plan of Management  
October 2008