

carried for the Government to set aside £500 for land for a local cemetery and another £100 for the fencing thereof.²⁸

The first preference for the site of the new cemetery was on the high ground overlooking Rose Bay, to the north of the Borough of Waverley. The land was perused by the then Mayor (Ald. John Macpherson) and the Town Clerk (Mr Jonathon Wiley) but, unable to purchase it, they settled ultimately upon land at the southern extremity of the Borough. The first portion, of 5 acres, was purchased from Mr John Starkey for 200 pounds. It was transferred to the Council on 25 February 1875. This land had originally been granted to John Durbin.²⁹

In December the same year, 5 additional acres were purchased from V.J. Zahel for 350 pounds.³⁰ (Figure xx). The purchase of a further twelve acres of land fronting Trafalgar Street, between Zahel's grant and the Tasman Sea, was negotiated during 1877. This land had been granted to James Hart in 1855 but was purchased by John Starkey early in 1877. The agreement between Starkey and the Council required the Council to pay interest only to Mr Starkey until 1 January 1880, when the principal (500 pounds) was to be paid in full. The land appears to have been sold to John Macpherson, John H Newman and William Henderson who subsequently sold it to the Council for 5 shillings, making what was in effect a donation.³¹ The land was not transferred to the Council until 1885, but the Council fenced and improved the land from 1877 in anticipation of its eventual formal ownership.

Mr William Thomas was appointed as the first manager of the cemetery on 1 July 1877, and Waverley Cemetery was opened 1 August of that year. The cemetery, which was officially limited to only 10 acres at its opening, was divided into three categories: Church of England, 3 acres; Roman Catholic Church, 2 acres; other denominations (General Section), 5 acres.³²

The first interment, of Mrs Ruth Allen, aged 85, was made in the General Section of the cemetery on 4 August 1877. On 9 August, 29 year old Emma Scanlon was the first to be buried in the Church of England Section. Wee Davie Youth, an unidentified boy who had been killed by a tram, was the first to be buried in the Roman Catholic Section, on 14 January 1878.³³

The establishment of the cemetery, which fronted Trafalgar Street and St. Thomas Street, prompted a desire for people outside the Borough to purchase plots in what:

*'...would be a fine healthy place to be buried in at twice the cost of local residents.'*³⁴

This was a reference to the 1877 By-Laws which allowed the Council to receive 'double the amount of fees mentioned in Schedule A' for interments of 'corpses from without the boundaries of the said Borough'. The popularity of the cemetery created a great financial success for the Council, with revenue gained allowing expenditure to be made not only on facilities within the cemetery but eventually to the borough's roads in the area immediately surrounding it.

²⁸ Ibid.

²⁹ Sydney Morning Herald, 'Progress of the Suburbs'. 14 February 1914, p. 8; B.T. Dowd 1959, p. 172.

³⁰ Dowd 1959, p.172.

³¹ Dowd 1959, p.172.

³² By-Laws No. 4 for establishing and regulating a Cemetery in the Borough of Waverley, supplement to the New South Wales Government Gazette, 12 March 1877.

³³ Dowd 1959, p.172.

³⁴ Sydney Morning Herald, 14 February 1914, p. 8.

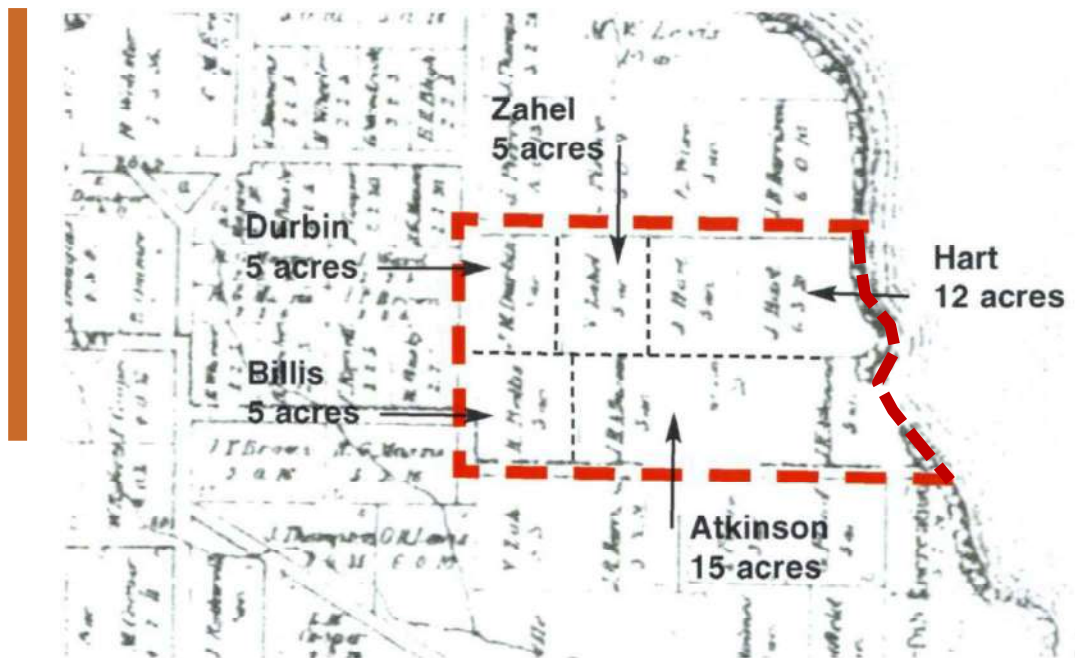


Figure 195: Parish Map of Alexandria, County of Cumberland, 1877 depicting 8 lots which were purchased to form Waverley Cemetery (Mitchell Wing, SLNSW, 2003 CMP)

Waverley Cemetery: Establishment: 1878 - 1884

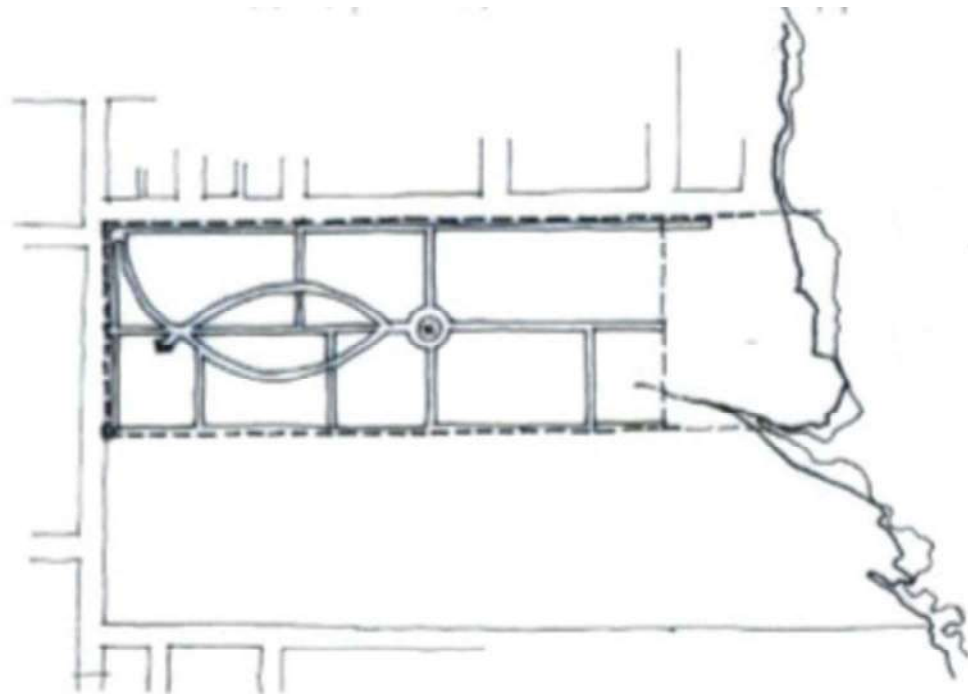


Figure 196: Waverley Cemetery 1878-1884 (Source: Craig Burton in Allan Jack + Cottier 2003, "Conservation Management Plan for Waverley Cemetery")

In 1878, the cemetery grounds were laid out by Surveyor Parrot. They comprised a traditional grid layout which was superimposed with symmetrical roads which reflected the topographical nature of the main drainage valley. Paths were run north-south and grave plots orientated east-west and a central rondel was added as a focus for the whole composition.

Allotments were either 3 x 8 feet or 6 x 12 feet in size. Despite the applied geometry, the panoramic view of the sea tended to dominate the setting, as it still does today.

During this period, much of the original ten acres was designed and laid out with sections, roads, paths, plots, seats and plantings. Trenching and tree planting were carried out by S H (Simeon) Pearce of Randwick. The additional twelve acres along Trafalgar Street were also fenced to enclose the burial ground. Documentary evidence suggests that the original fencing was a lapped timber paling fence following the lie of the land. The grounds were fenced and cleared of indigenous vegetation and 'about 2000 loads' of ballast of crushed sandstone and binding of rolled clay and gravel were brought in to make roads over the aeolian sands.³⁵ The roads were built at 14 or 16 foot widths and were edged with sandstone kerbing.

By May 1879, the cemetery contained 22 acres of ground with a direct frontage to the Tasman Sea. It was divided into three parts; Church of England (6 acres), Church of Rome (5 acres) and a General Section 'for all parties not belonging to the abovenamed'. These sections were further subdivided into vault sections, general sections and free sections.³⁶ The Town and Country Journal of 17 May 1879 reported that a 'neat Gothic cottage' of stone was built in the cemetery to provide an office and accommodation for the cemetery manager. The cottage was located on a slight saddle on the high ground. It was orientated to the north and fronted the main central access roads from St Thomas Street near to their junction with the central ellipse. Pymont sandstone was used to construct the Cemetery Lodge, which was implemented by Mr R Watkins, who was an associate of the then manager.³⁷

Vehicular entrance ways were located at the corner of St Thomas Street and Trafalgar Street (the existing main entrance) as well as a downhill entrance off Trafalgar Street opposite the central rondel. Once the cemetery lodge had been constructed, another entrance point was made from St Thomas Street. It was located to the immediate south of the existing residence and access into the cemetery was provided by way of an upper level of Trafalgar Street (now demolished). The entrance connected to the central cemetery road. The exact date of the implementation of this entrance is unclear.

The Town and Country Journal article also mentioned that 'thousands' of trees, shrubs and flowers were planted around the grounds. Plants were sent to the cemetery on 1 August 1879 by the Sydney Botanic Gardens,³⁸ but the exact numbers or species of plants were not specified. The Sydney Botanic Gardens was then under the direction of Charles Moore (Director 1848-1896) and he had been involved in the laying out of the initial stages of Rookwood cemetery as well as advising on the use of suitable plant species. Simeon Pearce, formerly Mayor of Randwick, is reported to have been involved in trenching Waverley Cemetery's land for the introduction of ornamental plants.³⁹ Pearce was also involved with proposals for planting disturbed areas of the Sydney Common as well as advising at the Haslam's Creek Necropolis. The 1877 By-Laws stated that:

'No trees or shrubs shall be planted in any portion of the Cemetery except those species which shall be approved by the Council'.⁴⁰

The first Manager of Waverley Cemetery, William Thomas, also had an interest in landscape design,⁴¹ and it is possible that he may have been involved in the planting design of the cemetery in the early years and may have continued to contribute up until the end of his service at Waverley in November 1884. Waverley Mayor Macpherson also took an interest in the grounds.⁴² It is possible that the planting of the cemetery was undertaken by several people with advice from many, however little documentary evidence or physical evidence survives to verify exactly what took place. Some of the existing mature Norfolk Island Pines (*Araucaria heterophylla*) and the sole Moreton Bay Fig (*Ficus macrophylla*) are consistent with the plant species favoured by the Sydney Botanic Gardens in the 1870s and they may be part of the original plantings made in this period.

³⁵ Town and Country Journal, 17 May 1879.

³⁶ Ibid.

³⁷ Martin Forrester-Reid notes; Dowd 1959, p.172.

³⁸ Royal Botanic Garden of Sydney, Register of plants sent away, 1879.

³⁹ Dowd 1959, p.172.

⁴⁰ 1877 By-Laws.

⁴¹ Martin Forrester-Reid notes.

⁴² Martin Forrester-Reid notes.

The 1877 By-Laws required, within the cemetery, that all purchased land be enclosed with stone kerbing 6 x 14 inches, clean cut, rounded on top and numbered within six months of purchase with iron railings, if required. These railings were to be painted in 'stone or lavender colour'. The stone kerbing established a strong built character of delineation and terracing on the sloping site and contributed a clear signature for the made place in contrast to the natural place. Another factor which contributed to the regularity and ordered appearance of the cemetery landscape was the requirement that areas for graves were to be a consistent length of 8 foot, with widths of 3, 6, 9, 12 or 24 feet. Similarly, areas for vaults were to be 6 x 12 feet, 12 x 12 feet or 12 x 24 feet.⁴³

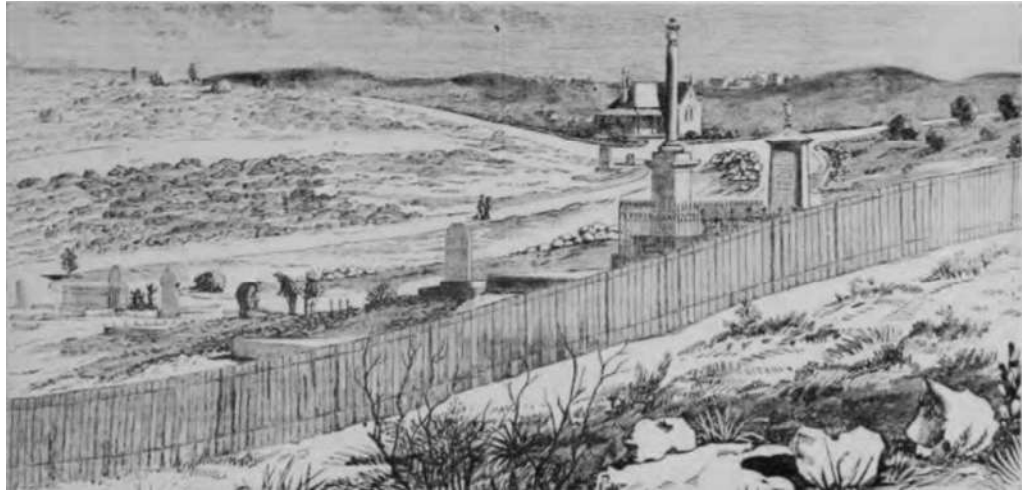


Figure 197: Sketch of Waverley Cemetery made in 1879, showing the manager's lodge, since demolished, and the elliptical roads, one of which was later resumed for burial plots. (Source: artist unknown, from Dowd 1959, p.173)

⁴³ 1877 By-Laws.

Waverley Cemetery, Expansion, 1885-1915

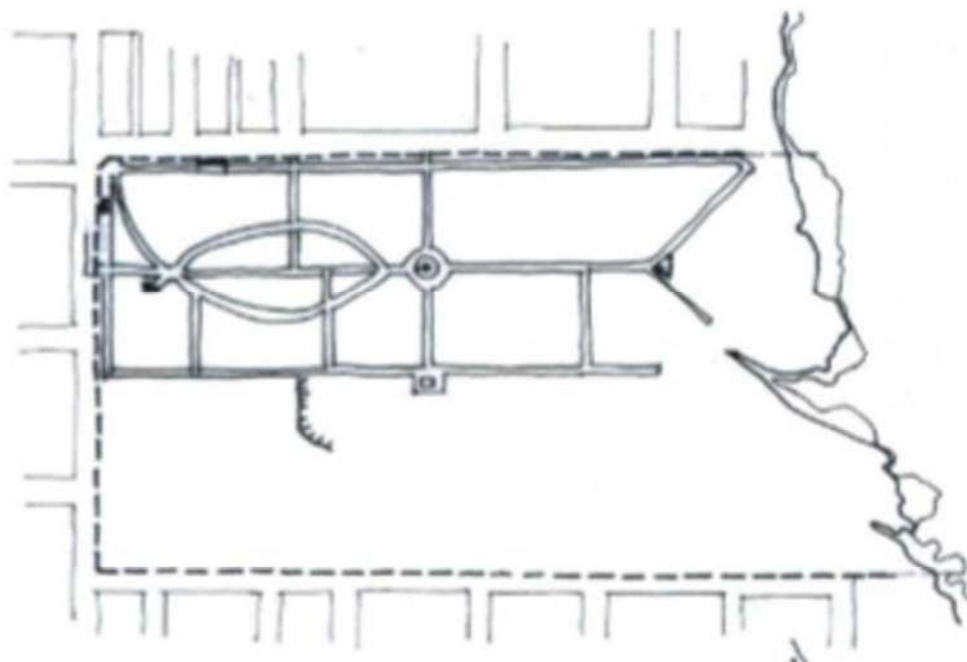


Figure 198: Waverley Cemetery 1885-1915 (Source: Craig Burton in Allan Jack + Cottier 2003, "Conservation Management Plan for Waverley Cemetery")

In this period a new manager, John Bustard, replaced the previous manager, Mr William Thomas, who had resigned in 1884. In turn, Mr Bustard resigned under difficult circumstances in 1886 and was replaced by J.F. Martin who held the position until 1915. Bustard was a monumental stonemason by trade and worked from close to the cemetery gates, which had been erected in the 1880s along with the nearby waiting rooms. During this period, several firms of monumental masons who serviced both Waverley and South Head Cemeteries were located in the streets nearby the cemetery. These included Ross and Bowman, James Harry and Co., H. Harry and Co., John Ouigg, Doyle and Jukes, Robert Parkhill and Son and Wills Bros.

[Stonemasons still worked close to the cemetery gates in the 1950s, when the 'shuff shuff' sound of the mechanical polisher at the stonemason's just over the crest of the St Thomas Street hill' was audible from Clovelly and the 'big, belt-driven machine dominated the passing view of the masons' workshop, run by two quite old but very fit brothers or partners who seemed perpetually cheerful'.⁴⁴]

The twelve acres of Starkey's former land (Zahel's original grant) were formally incorporated into Waverley Cemetery during 1885. In November 1885, the cemetery enforced the ruling that all above ground interments (in vaults) must be sealed in lead-enclosed wooden 'shells' before being placed in a coffin.⁴⁵ The popularity of above ground interments added to the built character of the place. The large and growing number of cemetery patrons led to representations being made by both the Council and cemetery management for the extension of the steam tram line to Waverley Cemetery in October 1890. This was converted to an electric service in October 1902. Steps had been taken as early as July 1883 towards acquiring the land adjoining the southern side of the cemetery.

Approximately 10 acres of land owned by Mr Charles Frith was transferred to the Council on 1 August 1892. This land had previously been granted to J H Atkinson. An additional sale to

⁴⁴ Ben Sandilands, 1991. "Waving, not drowning", *The Bulletin* 24-31 December.

⁴⁵ Ordinance No. 68 to the Local Government Acts 1906-1907-1908. r 569.

the Council was made by the Hon L F de Salis, whose 4-acre lot had also been part of Atkinson's grant. The transfer to the Council was made on July 1, 1893. A final 4-acre block, which comprised a grant made to Robert Billis and sold to J Birrell, was transferred to the Council on 7 July 1894.⁴⁶ These purchases completed the acquisition of lands for the cemetery and comprised a large, rectangular parcel of 41 acres of land bounded by Trafalgar, St Thomas and Boundary Streets and the Tasman Sea.

Between 1878 and 1884, average interment numbers had reached 376 a year. The interments and reservations provided the funds to employ staff to run the cemetery.

The popularity and financial success of Waverley Cemetery encouraged its expansion into the newly acquired lands to the south of the original cemetery. These lands formed a sandstone knoll landform and a ridge running close to the alignment of Boundary Street and out towards Shark Point. Aeolian sand deposits also covered a large area of this ground. The south-eastern and south-western corners drained towards Little Coogee Valley (now Clovelly). The elevated southern lands were more visible than the original cemetery which had been limited to the central valley formation and the gully created by the eroded dykes.

The additional lands required subdivision, construction of retaining walls and fencing as well as increased maintenance of the cemetery lands and facilities. In 1892, Waverley Council established a sinking fund for future maintenance, and 10 percent of cemetery revenue was directed to the fund.⁴⁷ By this time, the cemetery lands comprised approximately 41 acres (Figure 199). In 1894, additions to the original cemetery office and waiting rooms in the old cottage were carried out by James Redmond.⁴⁸

Three landmark memorials were erected in this period and they reflect the nature of expansion and popularity of the Waverley Cemetery. The first was the Henry Kendall grave re-interment and monument which was erected in the newly opened Section 6 and unveiled in January 1887 (Figure 202). It was paid for by public submission by Louisa Lawson, mother of the poet Henry Lawson. In February 1896, the grave and memorial for the late Governor Sir William Duff were completed at the head of a newly released area of the cemetery located on the lower eastern slopes overlooking the coastal cliffs (Figure 200).⁴⁹ From 1898 to 1900 work was carried out on the Irish Martyrs Memorial on the edge of the newly acquired adjacent land to the south (Figure 201).⁵⁰

The year of Federation was marked by 247 re-interments from the Devonshire Street Cemetery. In 1915, tenders were sought for a new cemetery office as designed by architects Hassall and Stockham of Royal Chambers, Castlereagh and Hunter Streets, Sydney.⁵¹

⁴⁶ Dowd 1959, p.173.

⁴⁷ Dowd 1959, p.173.

⁴⁸ Martin Forrester-Reid notes.

⁴⁹ Martin Forrester-Reid notes.

⁵⁰ Martin Forrester-Reid notes.

⁵¹ Sydney Morning Herald, Wednesday 20 January 1915, p.9.



Figure 199: An undated photograph showing the development of the cemetery. (State Library of New South Wales, Small Picture File: Sydney Cemeteries - Waverley Cemetery)



Figure 200: Sketch of the Governor Duff Memorial, 1896. (Source: Dowd 1959, p.173; artist unknown)



Figure 201: 1798 Irish Martyrs Memorial, c.1980. (Source: Waverley Council Image Library, file number 000\000878, picture number 2594)



Figure 202: Sketch showing the unveiling of the Henry Kendall Memorial, May 2 1887. (Source: Dowd 1959, p.176. Drawn by W. B. Dalley)

Waverley Cemetery: Development: 1916 - 1950

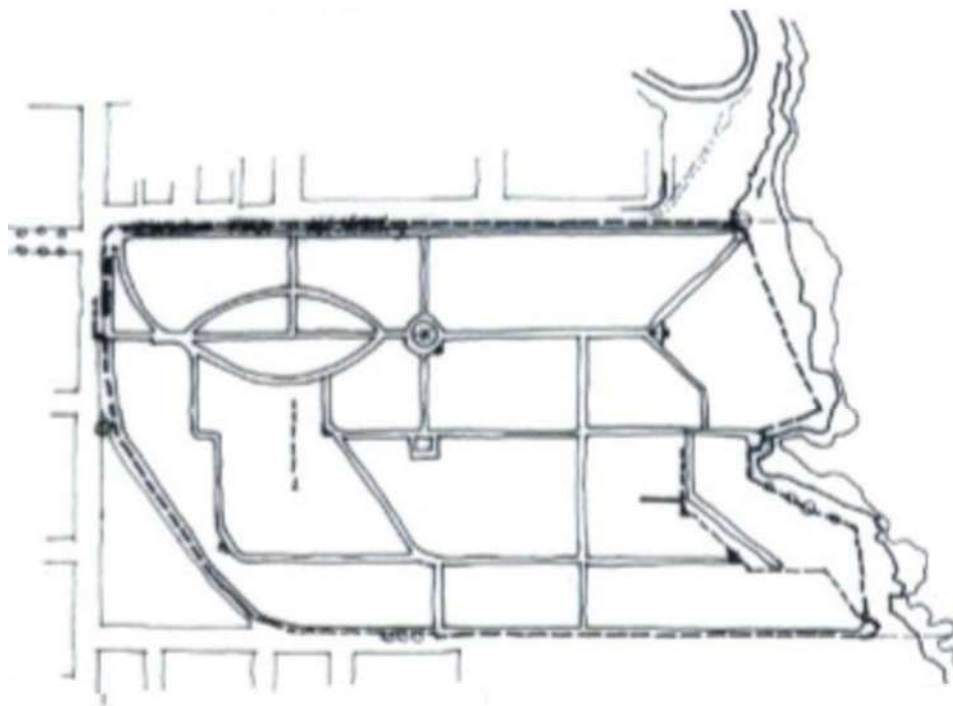


Figure 203: Waverley Cemetery 1916-1950 (Source: Craig Burton in Allan Jack + Cottier 2003, "Conservation Management Plan for Waverley Cemetery")

This period saw the impact of two world wars and the Great Depression. At the cemetery, an ongoing concern was the need to find further land for grave plots.

In the early 20th century it was a common practice for stillborn and neonatally-deceased babies to be removed from their mothers and interred in common graves. Between 1916-1926 130 babies were interred within the eastern component of Section 18 (Figure 130) and between 1920-1923 a further 52 were interred. These graves were unmarked and the plots oftentimes sold to unrelated families.⁵²

In 1920, revenue for the cemetery was acquired by selling the south-western corner of the cemetery lands for residential development.⁵³ The proceeds of the sale were to be paid into the general fund of the cemetery and 'expended by the Council in constructing and maintaining certain roads in the vicinity of the cemetery as set out in Schedule 2. Schedule 2 listed Boundary Street, St Thomas Street, Trafalgar Street and Chesterfield Parade. Also included was the formation of a new 20 foot wide lane at the foot of the retaining wall to the cemetery.⁵⁴ Funds were also used to extend stone walling and fencing. In addition, it was stated that a sum not exceeding 365 pounds in any one year could be expended on the maintenance of specific sections of these roads and of Macpherson Street between Albion and St Thomas Streets.

The sale of this land appears to have been envisaged when the 1919 Local Government Act was drafted. This Act stated that a sum 'not exceeding three thousand pounds may be expended from the Waverley Cemetery Fund upon the construction or reconstruction of Boundary Street East, St Thomas Street, Trafalgar Street, Macpherson Street and the twenty feet lane at the foot of the cemetery wall.'⁵⁵

Notably, Chesterfield Parade from Arden to St. Thomas Streets appears to have been planted with an avenue of Hill's Figs (*Ficus hillii*) around 1927. This avenue led directly to the new cemetery office building and provided a stronger, more direct visual connection to the

⁵² Personal communication: George Brun, Cemetery Manager (14 March 2018)

⁵³ Waverley Cemetery Land Sale Act, 1920, Act No. 39, 1920.

⁵⁴ Waverley Cemetery Land Sale Act Schedule 2.

⁵⁵ Local Government Act 1919, Part XIX, Burials.

cemetery entrance than did the approach from Macpherson Street, which catered more for tram access.

During this period, four different managers were appointed. These managers were E. B. Kenyon (1915-1922), William Brown (1922-1925), H. George Hoffmann (1925-1966) and Arthur Kelly (1966-1977).⁵⁶ Not surprisingly, the longest standing manager, H. George Hoffmann implemented the greatest changes to the place. In a report in 1927, Hoffmann stated that provision for 160 graves near Boundary Street had been made, at a cost of approximately 535 pounds. The value of these graves was estimated to be 4000 pounds.⁵⁷

By 1923, much of the cemetery was densely developed and the built form of the place vied for attention with its spectacular setting. The cemetery was fenced with painted timber pickets, aris rail park fencing and stone walling. Although no documentary evidence has been found, it appears that the gradual filling in of the eroded dyke gully was progressively carried out around this time. In December 1923 a proposal to erect a crematorium was submitted to Council without success. The exact proposed site for the crematorium is not known.

During this period, peripheral sandstone retaining walls and fences were completed, with much stone being on the southern portion of the cemetery lands. Evidence of the old quarry sites is visible now in the steep level changes and accompanying retaining walls in Sections 12 and 15 of the cemetery. As shown in the series of aerial photographs (Figure 205) they have themselves been walled up and in some cases planted or provided opportunities for shelter structures.

New facilities were initiated in 1927. These included an upper floor for staff facilities to the building on the Trafalgar Street boundary. Works to the Cemetery Lodge were also undertaken. The first road closure to create space for more grave plots was carried out in 1927 under the direction of Mr. Hoffmann. This involved closing the eastern portion of the road parallel to Boundary Street (now known as Archibald Road). Several ornamental gardens, which had been created in the spaces between the orthogonal plot grid and the curving road edges, were also taken over for grave plots at this time.

During 1928, further additional grave plots were created by utilising the area of land occupied by the 1878 caretaker's cottage. In the following year, another attempt to introduce a crematorium failed due to lack of support from Council.⁵⁸ By April 1929, the cemetery's sinking fund had reached 56,000 pounds, and by 1940 60,000 pounds, the interest on which amounted to approximately 2000 pounds per year.⁵⁹

During 1932-33, four shelters were designed and erected and in the early 1940s two shelters with flat reinforced concrete roofs were added - one close to the central rondel and one below the Governor Duff memorial. These appear to have been influenced either by World War II bomb shelters or simply conserved views of the ocean. It appears that they replaced earlier shelters which were demolished to allow for their construction.

The practice of utilising the open space of the original design elements of the cemetery for further grave plots was continued between 1954 and 1956, when the pathways between Sections 2 and 5 and Sections 3 and 4 were closed. Similarly, the northern curvilinear road and a portion of the southern curvilinear road, both centred around Lawson Road in the older portion of the cemetery, were subdivided for plots and a lawn area in 1966. **Error! Reference source not found.** indicates road closures made to provide space for additional grave plots. The first memorial garden for ashes was set up in the central rondel in 1959. First sales for ash interments were made in 1961.

⁵⁶ Martin Forrester-Reid notes

⁵⁷ Dowd 1959, p.173.

⁵⁸ Waverley Municipal Council minutes, 1 May 1928, pp. 98-99, 28/345 'Cemetery - New Ground for Burials'

⁵⁹ Dowd 1959, p.174.

Waverley Cemetery: Growth and Change 1951 - 2002

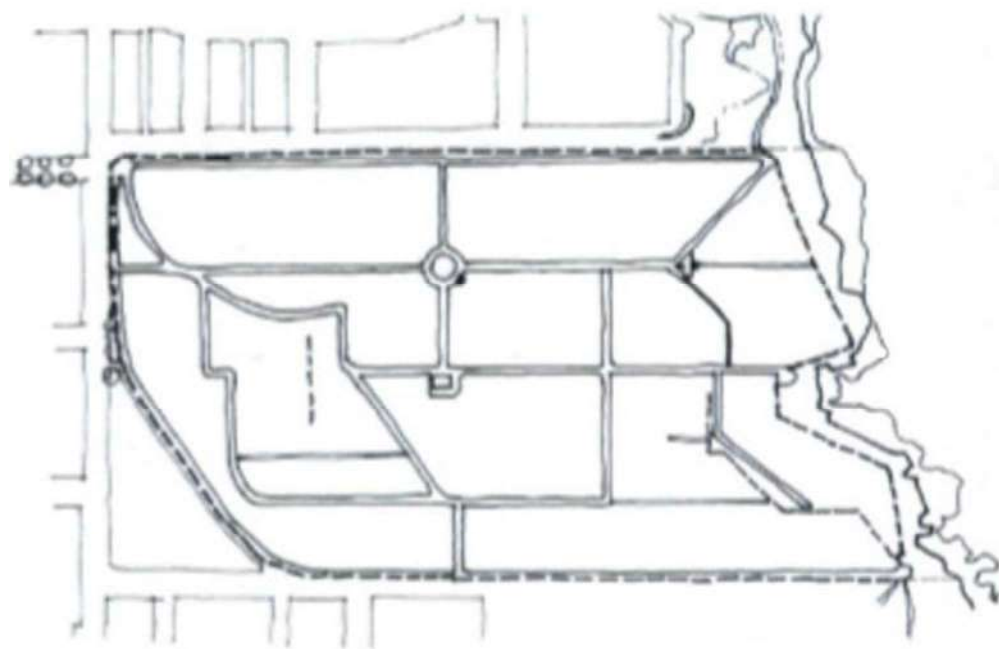


Figure 204: Waverley Cemetery 1951-2002 (Source: Craig Burton in Allan Jack + Cottier 2003, "Conservation Management Plan for Waverley Cemetery")

At some stage during this period, the toilet block adjacent to the Trafalgar Street amenities building was altered slightly and adapted for use as a storage area, a purpose for which it is still used today. The adjacent Calga Reserve was purchased by the council in 1951 as a crematorium site. It appears from photographic evidence to have been used extensively as a land fill site from the 1930s as did the eroded dyke gully within the cemetery grounds. Following Mr Hoffmann's retirement in 1966, Mr Arthur Kelly, who had been a labouring staff member at the cemetery for ten years, took over as acting Cemetery Manager.

By the 1970s, the cemetery was nearing exhaustion for new unpurchased allotments and the council scaled down staff and operations in an attempt to reduce maintenance costs. The closure of other Sydney suburban cemeteries, and their conversion to Pioneer or Remembrance Parks, put pressure on the council to do the same at both the Waverley and South Head cemeteries. A 1976 report from Waverley Council's Finance Committee recommended the conversion of the cemetery into a Pioneer Remembrance Park in which no further monumental masonry or above ground vaults were to be constructed.⁶⁰ The council agreed in principle to the conversion and in 1977 the Cemetery Office was closed following the resignation of Arthur Kelly.

⁶⁰ Finance Committee Paper, 5 March 1976.

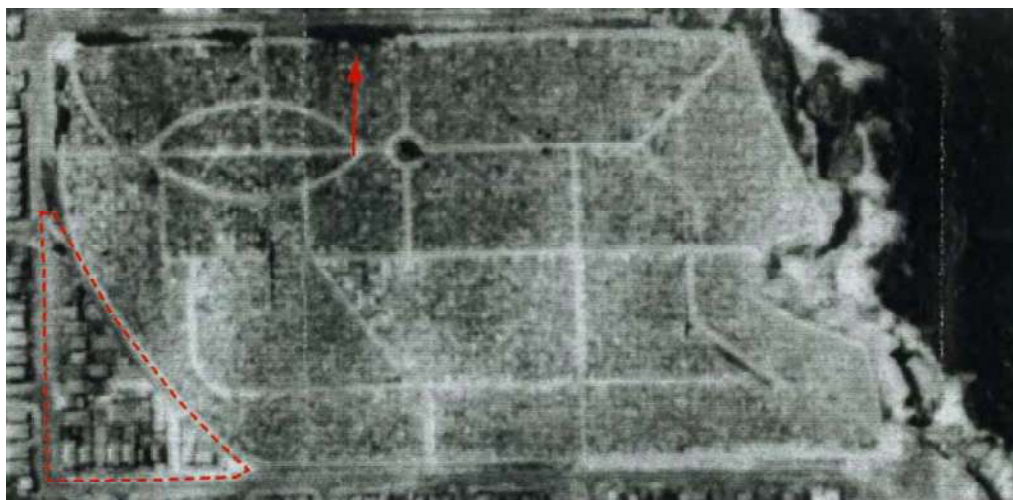


Figure 205: Waverley Cemetery in 1939. The area indicated within the red dotted line was sold for residential development

Between 1978 and 1996, the administration of the cemetery was handled directly through Waverley Council. An increasing concern for the heritage values of the cemetery was demonstrated by the Irish National Association seeking financial assistance from the Heritage Council of NSW for conservation work on the Irish Martyrs Memorial in 1978, the cemetery's subsequent listing by the National Trust of Australia (NSW) in March 1981 and the placement of the cemetery on the Register of the National Estate in 1982.

In 1982, the Coastal Walkway from Bondi to Coogee was promoted and part of the access utilised the most eastern pathway of the developed cemetery grounds. Unfortunately, the path also traversed grave locations. In 1985 Council reconsidered its former resolution to convert the cemetery into a Remembrance Park following strong opposition from the National Trust and Waverley locals, including Alderman Carolyn Markham.

In the late 20th century Waverley's viability and the expense of its ongoing maintenance became a central point of discussion. The proposed conversion of the cemetery into a Memorial Park (as has been quite successfully implemented at Gore Hill Memorial Cemetery - see 6.2.7) was abandoned shortly thereafter.⁶¹ In 1991 Waverley Council determined that plots which were purchased prior to 1940 with no identifiable person with 'right of burial' could be resold. Shortly afterwards they advertised 364 pre-1940 unclaimed plots, both nationally and state-wide. Just four claims were made in response to this.⁶²

Waverley Cemetery was identified as an item of heritage significance in the 1993 Waverley Heritage Study and a Plan of Management prepared in 1996. In May 1997, Mr Martin Forrester-Reid was appointed as Cemetery Administrator and with the reopening of the Cemetery Lodge in 1999 the Administrator was appointed to the position of Cemetery Manager. A programmed restoration of the built infrastructure was commenced with the rondel garden area adapted for cremation memorial gardens as a stage in the improvements to the cemetery based on an understanding of both natural and cultural heritage values of the place.

Waverley Cemetery: Heritage Recognition: 2002 - 2016

In 2003 a combined Cultural Plan and Plan of Management was commissioned for Waverley Cemetery by Waverley Council under the *Local Government Act 1993* and authored by Allen Jack + Cottier Architects. This addressed conservation and operational issues for the site, which have guided its management in the intervening years.

The timber picket fence and part of the ordinance rail fence on cemetery boundaries were replaced following consultation with Clive Lucas Stapleton in 2015.

⁶¹ Pollock, Z. 'A Garden for the Dead: The History of Waverley Cemetery' (2001), p.29

⁶² Ibid

Waverley Cemetery Today

A number of local community groups developed in recent years in response to the perceived dereliction and threats to the Waverley Cemetery site. These included the Friends of Waverley Cemetery (FoWC), Residents for Waverley Cemetery (RWC) and Save Waverley Cemetery (SWC). Various strategies were put forward by these groups, which ranged from commercial options, including the erection of a pavilion on the bottom cliff to accommodate more graves accompanied by a café and gift shop to create an ongoing revenue stream, to more protectionist approaches which favoured minimal intervention.⁶³

In June 2016, a major, destructive coastal storm caused the collapse of 77,000 square metres of landfill in the gully in the centre of the cemetery, thus rendering the construction of an additional pavilion impossible. The coastal walk through the cemetery, between Bondi and Bronte, was temporarily closed and a detour provided within the cemetery to ensure that visitors avoided potentially dangerous areas.

Arguments for the future development of the site were put to rest on 23 October 2016, when Mark Speakman, Minister for Heritage, announced that Waverley Cemetery had been listed as a State Heritage Item. The listing was awarded on the basis of the cemetery's significant 'genealogical, historical, architectural and artistic character'⁶⁴. This will stymie attempts to develop the site for any other function than its originally intended purpose. Council has acknowledged that, while this may afford Waverley improved protections, it by no means guarantees its ongoing viability and protection.⁶⁵ The issue of its ongoing viability remains unresolved for now.

Unclaimed plots continue to be sold at Waverley Cemetery for between \$20,000 - \$30,000. These are granted with a 25-year tenure, after which they can be resold in the absence of a claimant.⁶⁶ The sale of unclaimed graves has, however, been at times controversial, as the plots were originally acquired 'in perpetuity'.⁶⁷ The following statement from the National Trust further highlights the perceived impacts of modern graves on the integrity of the cemetery:

*'...monumentation, often inconsistent with the heritage values of the cemetery, is erected to the detriment of the conservation values of the cemetery.'*⁶⁸

In 2001 it was proposed that a crematorium be opened at the Waverley site, which was rejected by Waverley Council and strongly opposed by the local community. Other measures have been implemented in an attempt to ensure the ongoing maintenance of monuments, including maintenance fees and fundraising.⁶⁹ These have not, however, adequately addressed the issue of maintaining monuments for which payments are no longer being received.

The site is today frequented by tour groups led by the 'Friends of Waverley Cemetery' volunteer group, which has an ongoing role in 'identifying monuments for restoration and raising community awareness about Waverley Cemetery's incredible history'⁷⁰.

On 25 April 2015 Bronte Returned Services League (RSL) held an ANZAC Day Centenary service at Waverley Cemetery, which included free guided tours by FoWC focused on the war graves and memorials.⁷¹

In April 2017 a grant of \$110,000 to Waverley Council was announced by the NSW Heritage Minister Gabrielle Upton for monument restoration work at Waverley Cemetery. This funding is intended to target those monuments which are most at risk of deterioration.⁷² In 2017

⁶³ 'Cemetery Heritage Listing Leaves Locals Divided', *Beast Magazine* (December 2016), p.38

⁶⁴ 'Waverley Cemetery', Waverley Council. Accessed on 26 September, 2017. Available from <https://www.waverleycemetery.com/about>.

⁶⁵ 'State heritage listing kills plan for pavilion', *Wentworth Courier* (October 26, 2016)

⁶⁶ Pollock (2001), p.30

⁶⁷ Ibid

⁶⁸ Correspondence between Waverley Council and National Trust, June 1992. National Trust Archives, Waverley Cemetery files.

⁶⁹ Pollock (2001), p.32

⁷⁰ 'Friends of Waverley Cemetery', *Do Something Near You*. Accessed on 26 September 2017. Available from <https://www.dosomethingnearyou.com.au/2024/organisation/friends-of-waverley-cemetery-624449>.

⁷¹ 'Anzac Day Centenary Commemorated Across the East', *the Beast*. 07 April 2015, available from <http://thebeast.com.au/news/anzac-day-centenary-commemorated-across-east/#>.

⁷² 'Cemetery Gets \$110,000 boost', *The Courier* (April 27, 2017)

Waverley Cemetery celebrated its 140th anniversary. The site is still in use today for a range of funeral, memorial and commemorative services.

4.3.3 Notable burials at Waverley Cemetery

According to B.T. Dowd in his *History of the Municipality of Waverley*, in 1959 the most notable burials were considered as follows:

- *Colonel Johnston who came to the Colony with Captain Arthur Phillip in the First Fleet and was subsequently mixed up in the Governor Bligh deposition (remains removed from Annandale Cemetery)*
- *Nicholas P. Bayley, well-known Mudjee squatter*
- *Professor Smith, M.D., M.L.C.*
- *Dr Nott who practised in Woollahra and Paddington*
- *David Fletcher, dentist and first Mayor of the Municipality of Waverley,*
- *Robert Butcher, Mayor of Woollahra and M.L.A. for Paddington*
- *Sir Robert Wisdom M.P.*
- *William Bede Dalley, orator, scholar and statesman*
- *Daniel Henry Deneihy, brilliant Irish-Australian orator, scholar and writer*
- *William Edward Sheridan, the tragedian*
- *Henry Kendall, notable Australian poet*
- *Henry Lawson, notable Australian poet*
- *Victor Daley, notable Australian poet*
- *Roderick Quinn, notable Australian poet*
- *Sir Adrian Knox, of legal fame*
- *Sir James Martin, Chief Justice*
- *Dr Fiaschi*
- *Hon. Thomas Black, M.L.C.*
- *Victor Trumper, the "incomparable" Australian batsman*
- *Sir Henry Maitland, surgeon*
- *Harry Rickard, of Tivoli fame*
- *Sir George Bowen Simpson, judge*
- *Sir Charles MacKellar*
- *Sir Frederick Darley, Chief Justice*
- *James Dowling, judge*
- *Mr Justice Inness*
- *Sir Robert Duff, a Governor of New South Wales*
- *John Witton Flynn, surgeon*
- *Judge Studdert*
- *Dame Constance D'Arcy, an eminent gynaecologist of Sydney*

The History page of the Waverley Cemetery website provides additional names of notable figures buried at the Cemetery:⁷³

- *Albert Family - Music publishers and builders of the 'Boomerang' mansion in Sydney*
- *Arthur Tauchert - Star of the silent movie classic 'The Sentimental Bloke'*

⁷³ "History", Waverley Cemetery website, available at <http://www.waverleycemetery.com/history-of-waverley-cemetery> (accessed 14 May 2017).

- *Charles Kinsela family - Taylor Square Funeral Directors*
- *Dorothea Mackellar - Poet*
- *Edmund Resch - Beer brewer*
- *Eliza Winstanley - Australia's 1st leading lady of the stage*
- *George & Charlotte Sargent - Meat pie bakers*
- *Maj George Johnston - 'Rum' Corp soldier & Pioneer*
- *Harold Hardwick - champion swimmer & boxer*
- *Harry Rickards - Tivoli Theatre owner*
- *Jules Françoise Archibald - founder and editor of The Bulletin newspaper, public benefactor & provider of the annual portrait prize in his name*
- *John Fingleton OBE - Australian Cricketer & 'Bodyline' veteran*
- *John Sands - Greeting card manufacturer & stationer*
- *Laurence Foley - Boxer*
- *Lawrence Hargrave - Aviator and inventor*
- *Louis Beck - Author*
- *Oscar Eliason - 'Dante the Great' (magician & conjurer)*
- *"Queenie" Paul - Vaudevillian actor*
- *Sir (Arthur) Roden Cutler V.C- Former Governor of NSW*
- *Sarah (Fanny) Durack - Olympic gold medal swimmer*
- *Sir Frances Forbes - 1st Chief Justice of NSW*
- *Sir James Dowling - Judge & Chief Justice of NSW*
- *Sir James Martin - Judge, politician & Chief Justice NSW*
- *Thomas Dixon - Funeral Director*
- *Thomas Fisher - University library benefactor*
- *Victor Daly - Poet*
- *Victor Trumper - Test Cricketer*
- *Walter Carter - Funeral Director & local politician*
- *William Dymock - Book seller*



Figure 206: Henry Lawson, famous Australian poet (left) and Victor Trumper, famous Australian batsman (right) (Source: (left) 'Henry Lawson', Wikipedia. Accessed on 26 September, 2017. Available from https://en.wikipedia.org/wiki/Henry_Lawson and (right) 'Victor Trumper', Wikipedia. Accessed on 26 September, 2017. Available from https://en.wikipedia.org/wiki/Victor_Trumper)

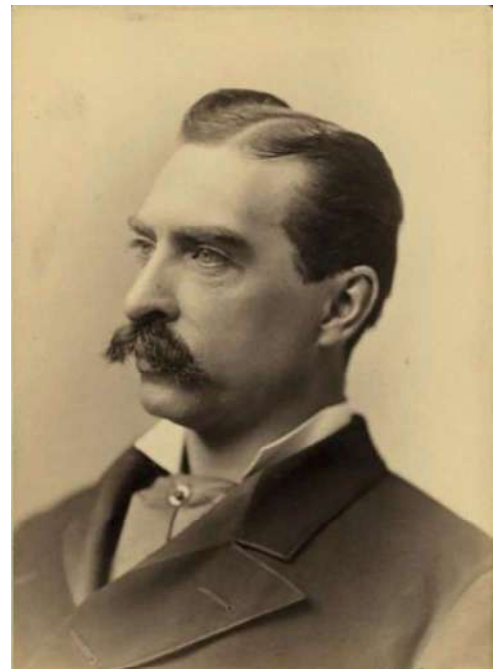


Figure 207: James Dowling, famous Australian judge (left) and William E. Sheridan, actor and tragedian (right) (Source: (left) 'James Dowling', Wikipedia. Accessed on 26 September, 2017. Available from https://en.wikipedia.org/wiki/James_Dowling and (right) 'William E. Sheridan', Wikipedia. Accessed on 26 September, 2017. Available from https://en.wikipedia.org/wiki/William_E._Sheridan)

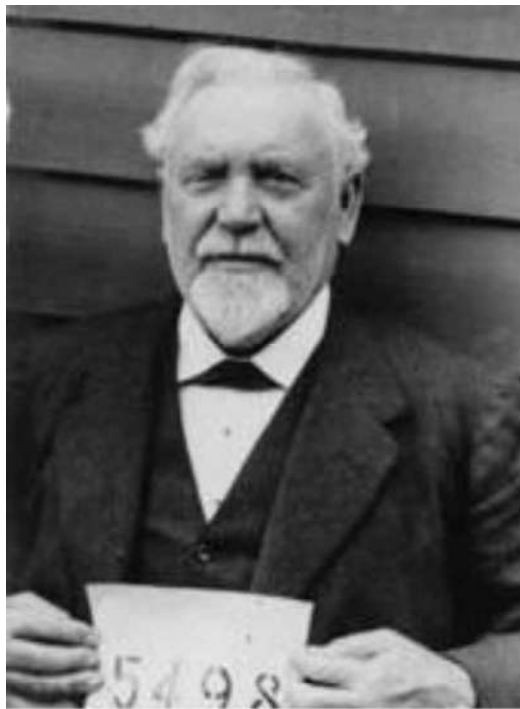


Figure 208: Edmund Resch, famous Australian beer brewer (left) and magician Oscar Eliason (right) (Source: 'World War I internee, alien and POW records held in Sydney - Fact sheet 171', National Archives of Australia. Accessed on 26 September, 2017. Available from <http://www.naa.gov.au/collection/fact-sheets/fs171.aspx> and 'Chapter 5 - Death in Dubbo', Magic in Sydney. Accessed on 26 September, 2017. Available from <http://www.sydneymagic.net/DANTE/OE5-DEATH/oe5-death.html>)



Figure 209: Fanny Durack, famous Australian swimmer (left) and William Dymock, famous Australian bookseller (right) (Source: (left) 'Fanny Durack', Wikipedia. Accessed on 26 September. Available from https://en.wikipedia.org/wiki/Fanny_Durack and (right) 'Sydney's Aldermen', City of Sydney. Accessed on 26 September, 2017. Available from <http://www.sydneyaldermen.com.au/alderman/william-dymock/>)

4.4 Chronological Timeline

The following chronological timeline of the development of Waverley Cemetery is reproduced from the *Waverley Cemetery Plan of Management*, produced by Waverley Council in 2008 (pp.13-14), which is itself largely based on the history presented by Boyd (1959).

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 accepted control of the cemetery provided it incurred no expense in so doing
1875	Council acquired from John Starkey five acres (2 hectares), formerly John Durbin's grant, fronting Trafalgar St for £220 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 (4.8 ha) 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 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 the 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
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

Year	Event
1885	Starkey's land, which since 1877 had 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 cemetery purposes
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 (2 ha) 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 (2 ha) 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 (also known as Rondel Garden) proposed to be used for ornamental cremation graves
1915	Replacement Cemetery Office built by contractor P Beddie, completed at year's end
WWI	An influenza epidemic came with the return of service men. The Cemetery was so busy that 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 £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	Rondel Garden takes first ash interment
1961	Land of Calga Avenue acquired for cemetery extension and crematorium construction
1965	George Hoffman 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
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

Year	Event
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
1991	Waverley Council advertises 364 pre-1940 unclaimed plots for resale
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 Governments Ordinances, Council classifies cemetery as Community Land rather than Operational Land
1996	Council endorsed a Plan of Management prepared by Musescape 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 (also known as Rondel Garden) finalised Proposal for the erection of a crematorium at the Waverley Cemetery site are rejected by Waverley Council
2003	A combined Cultural Plan and Plan of Management was commissioned for Waverley Cemetery and authored by Allen Jack + Cottier Architects
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.
2014-2016	RWC proposes conservation and heritage listing of the Waverley Cemetery site, whereas SWC proposes an alternative commercial strategy
2015	Timber picket fence and part of the arris rail fence on cemetery boundaries replaced.
2016	Destructive coastal storm causes collapse of 77,000 square metres of landfill in the central gully of the cemetery. 23 October 2016 Mark Speakman, Minister for Heritage, announced that Waverley Cemetery had been listed as a State Heritage item.
2017	Waverley Cemetery celebrates its 140th anniversary April 2017 a grant of \$110,000 was announced by the NSW Heritage Minister Gabrielle Upton for monument restoration work at Waverley cemetery

5. Analysis of the Physical and Historical Evidence

5.1 Introduction

The physical fabric of the site and its monuments tells the story of their history. Evidence exists of each historic phase since the consecration of the cemetery in 1877 and the first burial in the same year. Changes to the site largely involved the expansion of the cemetery, including the breadth of its lands, the monuments erected there, and the burials and ash interments made. This section includes a general summary of the results of the correlation of physical and documentary evidence for changes to the cemetery. This process forms the basis of understanding periodic changes over time and the phasing of the site.

5.2 Major Changes

Documentary evidence has shown that the cemetery's lands were expanded south towards Boundary Street in 1885 and 1892 so that the total area of the site was 41 acres (16 hectares). This expansion is reflected in the dates inscribed on headstones and memorials, so that later dates appear on parcels of land that were acquired later in the cemetery's history, and dates earlier than the acquisition of the land do not appear at all.

Although there is no record of its demolition, comparison of the sketch of the cemetery made in 1879 and the location it depicts suggests that the original lodge is no longer standing and has been replaced with the two masonry buildings on the site. Neither of the buildings currently on the site resemble the lodge as depicted in the drawing (seen in Figure 197 above), despite being in the same location.

Research has shown that some internal roads in the cemetery were closed and the land resumed to create more lawn space for burials as the community required. In some places, these changes are reflected in the physical fabric. Sections of the elliptical road were closed in 1966 and replaced with lawn, which has since been filled with burials and monuments of a low scale. Gaps in the sandstone kerbing in the appropriated sections were kerbed with concrete. Both the concrete kerbing and the newer low-scale monuments are seen upon close inspection and more generally when viewed from the Rondel Garden (Figure 210 & Figure 211) and the remaining elliptical section (Figure 212). Evidence of road appropriation may also be seen in a comparison of aerial photographs from 1943 and the present day (Figure 213).

Development of the cemetery may also be seen in its monuments. Older monuments, memorials and headstones most commonly appear in white marble and sandstone (albeit covered with a patina of age), while later and modern monuments and headstones are more often found in rose and black granite with lettering infilled with gold paint.

It is documented that the cemetery lands, originally on aeolian sands, were levelled through some 2000 loads of ballast consisting of crushed sandstone bound with rolled clay and gravel. Although mostly not visible, physical evidence of this foundation of landfill appears as the ground subsides, leading to the deterioration of roads and graves. Additionally, the damage caused by the destructive coastal storm of 2016 eroded a large area of the gully which had been filled in with the same ballast. While this area remains unrepaired, the landfill material is visible.

The expansion of the Waverley Cemetery site is evidenced in the following images.



Figure 210: Section 2 and 3 showing the original location of the (now infilled) lawn section (indicated in red) and later monuments. The infilled section is also visible within the kerbing present, which is of concrete rather than sandstone.



Figure 211: View from the rondel garden looking north west towards the junction between Sections 4 and 5, where an infilled section is visible (indicated in red). Lowset headstones and concrete kerbing define the transition.



Figure 212: The junction between Section 11 and 10 is also noticeable, where an infilled section features graves aligning the former road section (indicated in red). Again, concrete kerbing is present.



Figure 213: This 1943 aerial provides a clear indication of the original road structure of the elliptical area, prior to infilling. (Source: SIX Maps, accessed 7 November 2017)



Figure 214: Contemporary aerial view showing the infilled sections. A subtle outline of the former roads is also visible.



Figure 215: Comparison between aerial photographs from 1943 (left) and the present day (right), showing the closure of roads and resumption of land for use as additional burial plots. (Source: SIX Maps NSW)

6. Comparative Analysis

6.1 Introduction

The level of significance of an item is determined by its value relative to other comparable items, be they in a local or international context. The rarity and/or representativeness of the item are considered as part of the overall analysis of its significance. Comparisons will be made between suitable cemeteries for the purposes of establishing significance in relation to the rarity criteria and representativeness criteria of the NSW Heritage Council's 'Assessing Heritage Significance' guidelines.

Waverley Cemetery shares numerous features that are typical of cemeteries opened in the Victorian period, especially the nature and appearance of its monuments. The comparative analysis has concentrated on identifying similar cemeteries across two main categories: urban historic cemeteries in NSW and coastal cemeteries in Australia, in order to determine Waverley Cemetery's representativeness and rarity in both a state and national context. Examples for comparison have been identified from a search of the NSW State Heritage Register in the case of urban historic cemeteries, and from a wider Internet search in the case of coastal cemeteries, as these proved to be a relatively rare type.

6.2 Urban Historic Cemeteries in New South Wales

6.2.1 Rookwood Necropolis, East Street, Lidcombe NSW (SHR no. 00718)

Rookwood Necropolis is the largest 19th century cemetery in Australia and amongst the largest burial grounds in the world. It was originally established to lessen the burden of Sydney's cemeteries, which had been allocated too little land to accommodate their respective communities. Like Waverley Cemetery, it contains the remains of many people important to the history of NSW and Australia, including Peter Dawson, renowned singer and composer, Louisa Lawson, renowned suffragette and the media mogul, John Fairfax. Like Waverley, it also contains many monuments and memorials that display a high degree of technical accomplishment.⁷⁴ Where it is significantly different, however, is in the size and scale of the site and in its sheer diversity of ethnic and cultural groups represented. Whereas it shares its Victorian and Edwardian phases with Waverley, its subsequent growth and long history of operation make it an excellent record of changing demographics, mortuary fashions and preferences from the Victorian period to the modern day.

	Characteristics of Rookwood Necropolis	Comparison with Waverley Cemetery
Date of establishment/consecration:	1868 (oldest operating cemetery in Australia)	✓
Setting:	Urban; woodland	X
	Large amount of exotic and rare plant species	✓
Size:	286 hectares	X
Number of interments:	1 million	X
Characteristics of monuments:	Family vaults	✓
	Sandstone grave monuments and headstones with Victorian era designs	✓
	A diverse range of ethnically and culturally-specific grave monuments	X
Character of interments:	Holocaust victims	X
	Sydney war cemetery	✓

⁷⁴ State Heritage Inventory sheet no. 5045470 for "Rookwood Cemetery and Necropolis", available online at: <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5045470>.

Heritage status: Operational status:	Sections of cemetery cater to various ethnic and cultural groups	X
	'Circle of youth' dedicated to stillborn or infant deaths	X
	State heritage significance	✓
	Largest Victorian-era cemetery in operation in the world	✓



Figure 216: Rookwood cemetery shares common Victorian and Edwardian sections with Waverley (top-left) but over its many subsequent years of operation it has grown to reflect the ethnic and cultural diversity of modern Australia (bottom-left and right) (Source: 'Rookwood: General Cemeteries Reserve Trust'. Accessed on 27 September, 2017. Available from <http://www.rookwoodcemetery.com.au/gallery/main-gallery>)

6.2.2 South Head Cemetery, 763 Old South Head Road, Vaucluse NSW

South Head Cemetery was the first public cemetery established in the eastern suburbs of Sydney. Founded in 1868, it is the oldest cemetery in the Waverley area, providing a similar record of Victorian and Edwardian mortuary practices to that found at nearby Waverley Cemetery. It is located some distance from the cliff-top, but nevertheless enjoys impressive ocean views. Although it is considerably smaller than Waverley Cemetery, it is similar in that it contains the graves of various individuals of historical significance to the Sydney colony and Australia at large. These include Sir Edmund Barton, Australia's first Prime Minister, Chief Justices Sir Philip Whistler Street and Sir Kenneth Whistler Street and architects Mortimer Lewis, John Horbury Hunt and John Burcham Clamp. The two also contain a significant number of war graves.

Like Waverley, South Head Cemetery contains headstones and small-scale monuments of marble, sandstone and granite, dating to the Victorian and Edwardian periods. It is distinguished, however, by a significant collection of Art deco 20th century memorials. The site is also devoid of the kind of exotic gardens and plantations found at Waverley. South

Head Cemetery has been nominated for listing as a State Heritage item, a nomination which is under consideration at the time of writing.⁷⁵

	Characteristics of South Head Cemetery	Comparison with Waverley Cemetery
Date of establishment/ consecration:	c. 1869	✓
Setting:	Cliff-top; urban	✓
	Minimal landscaping and vegetation	✓
	Sandstone retaining walls	✓
Size:	1.6 hectares	X
Number of interments:	c. 6000	X
Characteristics of monuments:	Marble, sandstone and granite	✓
	Family vaults	✓
	Victorian and Edwardian style monuments including obelisks, Calvary and Celtic crosses, broken columns and urns.	✓
	Art deco early 20th century memorials	X
	Family vaults	✓
Characteristics of interments:	Many famous individuals interred, including Edmund Barton, Australia's first Prime Minister	✓
Heritage status:	State heritage significance	✓
Operational status:	Operational	✓



Figure 217: South Head General Cemetery. (Source: Awad Photography, <http://awadphotography.com/portfolio/down-under/>)

⁷⁵ State Heritage Inventory form for the State Heritage nomination (under consideration) for South Head Cemetery, available at: <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5063599>

6.2.3 Manly General Cemetery, Hill Street, Fairlight NSW

Manly General Cemetery is the fourth oldest operational cemetery in Sydney. The site is listed as an item of local heritage significance, as it contains the graves of many individuals of importance to the history of Manly. These include Charles Hayes, Mayor of Manly in the early 20th century, Benjamin Skinner, famous Manly boatman and George and Martha Pickering, the first Europeans reported to have lived in Manly. As such, the cemetery maintains a degree of local relevance and significance that Waverley Cemetery does not.

The longevity of Manly General Cemetery means that it also provides evidence of Victorian and Edwardian-era burial practices, similar to that found at Waverley. Surrounded today by urban development, the site has almost reached capacity and is nearing closure and conversion to a Remembrance Park; at which time it will no longer accept new burials, but continue to honour established leases on burial plots.⁷⁶ The site is therefore today positioned more as an historical cemetery, than an operational one. Although Waverley is technically still operational, it too faces similar challenges and limitations, as a consequence of its urban setting.

	Characteristics of Manly General Cemetery	Comparison with Waverley Cemetery
Date of establishment/consecration:	c. 1865	✓
Setting:	Urban; parkland	X
Size:	3.5 hectares	✓
Number of interments:	<10,000	X
Characteristics of monuments:	Headstones and small-scale monuments dating to Victorian and Edwardian period	✓
	Marble, sandstone and granite	✓
	Columbarium with niches within the walls	X
Characteristics of interments:	Catholic, Church of England and general sections	✓
	National and local identities buried at the site	✓
	Convict graves	X
	Descendants maintain connection with site	X
Heritage status:	Local heritage significance (Manly LEP 2013)	X
Operational status:	Operational, but only for existing leases on burial plots, or existing family graves for ash interments	X

⁷⁶ Northern Beaches Council website, "Manly Cemetery", available online at <http://www.manly.nsw.gov.au/planning-and-development/heritage/manly-cemetery-heritage/>

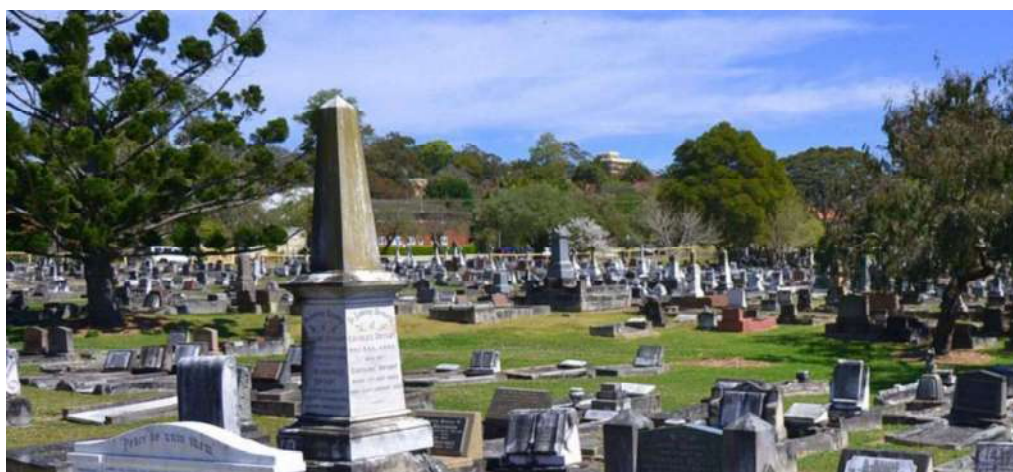


Figure 218: Manly Cemetery. (Source: Northern Beaches Council, <https://www.warringah.nsw.gov.au/library/connect/events/booked-out-walking-tour-historic-manly-cemetery>)

6.2.4 Gerringong Cemetery, Percy Street, Gerringong NSW

Gerringong Cemetery is located on the south coast of NSW, in the Kiama LGA. It's somewhat isolated setting means that it is of particular significance to the local community, holding the remains of many families who have resided in Gerringong and surrounds for many generations.⁷⁷ Like Waverley Cemetery, Gerringong Cemetery overlooks the Pacific Ocean, however, its rural setting has ensured that it is far less restricted by urban development. It therefore remains a popular operational cemetery.

The number of graves is significantly less than that found at Waverley Cemetery, although the same religious divisions define the space. Monuments are of a lower degree of technical sophistication and scale and consist, for the most part, of headstones and memorials rather than grand monuments.

	Characteristics of Gerringong Cemetery	Comparison with Waverley Cemetery
Date of establishment/consecration:	c. 1860s	✓
Setting:	Remote cliff-top promontory	✓
Size:	c. 500 square metres	X
Number of interments:	500-1000	X
Characteristics of monuments:	Victorian/Edwardian era monuments including slab monuments, Calvary and Celtic crosses and lowset simple headstones	✓
	Marble, sandstone and granite	✓
Characteristics of interments:	Roman Catholic, Uniting, Church of England and Interdenominational sections	✓
	Contains grave of Marc Hunter, famous singer and producer	X
	Graves of deceased from 19th century shipwrecks in the harbour	X
	Descendants maintain connection with site	X
Heritage status:	Local heritage significance (Kiama LEP 2011)	X

⁷⁷ Illawarra Mercury online, "Gerringong Cemetery history to be brought to life", available at: <http://www.illawarramercury.com.au/story/2580127/gerringong-cemetery-history-to-be-brought-to-life>

Operational status:	Operational	✓
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Figure 219: Gerringong Cemetery, overlooking the Pacific Ocean. (Source: Walk of the Ancestors, <http://www.walkoftheancestors.com/wp/john-oneill-golden-and-the-south-kerry-rising/>)

6.2.5 Kingston Cemetery, Quality Row, Norfolk Island

Kingston Cemetery is the only cemetery in operation on Norfolk Island, a small island in the Pacific and an external territory of Australia. Burials have taken place since the Second Settlement period of the island and continue to the present day.⁷⁸ Like Waverley Cemetery, it overlooks the Pacific Ocean. The cemetery is characterised by its low-scale monuments, with grave architecture limited to headstones and low plinths. Its area is considerably smaller than that of Waverley Cemetery.

	Characteristics of Kingston Cemetery	Comparison with Waverley Cemetery
Date of establishment/ consecration:	c. 1825-1855	X
Setting:	Remote cliff-top, overlooking the Pacific Ocean	✓
Size:	c. 600 square metres	X
Number of interments:	Unknown, but continues to function as the Island's only cemetery	X
Characteristics of monuments:	Simple headstones and monuments in marble, sandstone and granite	✓
	Simple Victorian-era tablets with minimal decoration	X
Characteristics of interments:	Convict graves	X
	Graves of whalers and mutineers from Pitcairn Island	X

⁷⁸ National Library of Australia Research Guides: Australian Cemetery Records: "Norfolk Cemetery", available online at <https://www.nla.gov.au/research-guides/australian-cemetery-records/norfolk-island>

Heritage status:	Included as part of the 'Kingston and Arthurs Vale Historic Area' on the National Heritage List of Australia	X
Operational status:	Operational	✓

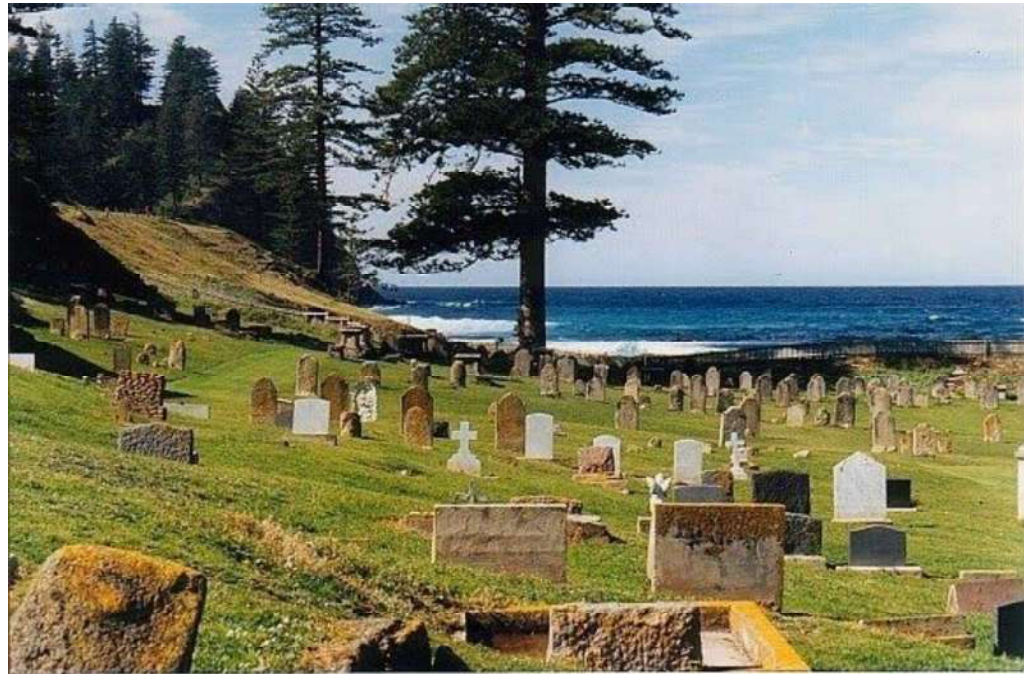


Figure 220: Kingston Cemetery, Norfolk Island, overlooking the Pacific Ocean. (Source: The Jillett Family, http://www.jillettfamily.com/Norfolk_Island_-_Convict_Life.html)

6.2.6 Saint John's Cemetery, 1 O'Connell Street, Parramatta

Saint John's Cemetery, located in the heart of Parramatta, is perhaps one of Australia's most underappreciated historical sites. Established within years of the arrival of the British, it contains 17 marked graves of individuals who arrived on the First Fleet. As such, it is the oldest European cemetery in Australia, containing the earliest undisturbed European grave; that of Henry Edward Dodd (28 January, 1791).

The setting of Saint John's Cemetery is quite unlike that of Waverley, particularly as it is increasingly encroached upon by surrounding commercial and residential development. The cemetery is also in worse condition than Waverley. This is perhaps because it has been non-operational since 1824 and so has no revenue source. Graves are overgrown with weeds and grass and are almost entirely obscured from view⁷⁹. Nor has it been afforded the same heritage status as Waverley, as it is listed only on the Sydney REP No.28.

	Characteristics of Saint John's Cemetery	Comparison with Waverley Cemetery
Date of establishment/ consecration:	Australia's oldest European cemetery, in use from 1789 - 1824	X
Setting:	In the commercial centre of Parramatta	✓
Size:	1.4 hectares	X
Number of interments:	Unknown as church records were destroyed in a fire	X

⁷⁹ 'Historic St John's Cemetery at Parramatta in state of neglect', The Daily Telegraph (June 5, 2015)

Characteristics of monuments:	Victorian era simple tablets, with occasional later Victorian/Edwardian columnar and cross designs	X
	Majority sandstone monuments	X
Characteristics of interments:	First Fleet convict graves	X
	Contains the earliest known undisturbed grave in Australia ('H.E. Dodd' - 1791)	X
Heritage status:	Listed on the Sydney Regional Environmental Plan (REP) No.28	X
Operational status:	Non-operational	X

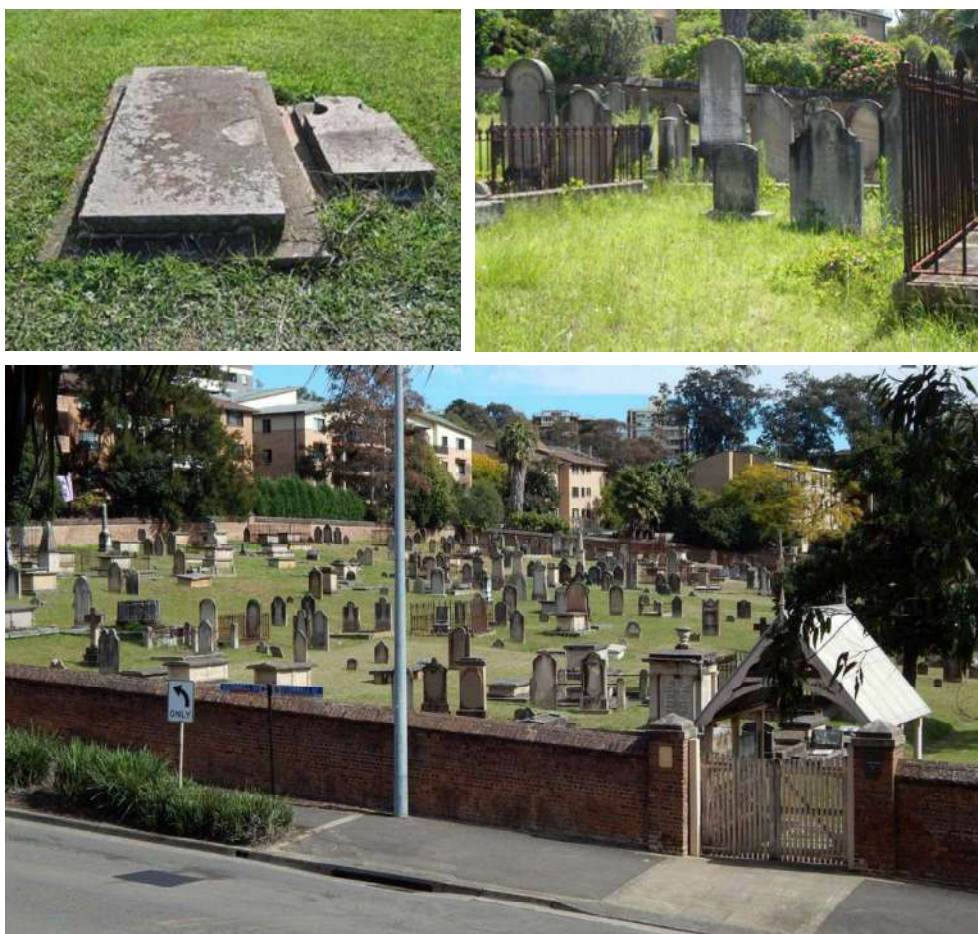


Figure 221: Clockwise from top-left: grave of Henry Edward Dodd (1791), the earliest undisturbed European grave in Australia; Saint John's Cemetery is currently in a state of neglect; Saint John's Cemetery is located within the Parramatta Commercial centre and is increasingly encroached upon by commercial and residential development

6.2.7 Gore Hill Memorial Cemetery, Pacific Highway, St Leonards

Gore Hill Memorial Cemetery, also located on Sydney's northern shore, prides itself on being a 'late Victorian/Edwardian landscaped public burial ground'.⁸⁰ Its monuments share stylistic similarities with those at Waverley, however, these are contained within an extensively landscaped and vegetated setting. Like Waverley, Gore Hill Memorial Cemetery is listed on

⁸⁰ 'Gore Hill Memorial Cemetery Plan of Management' (2016), p.5

the State Heritage Register (SHR). While it does not contain as many graves of famous and influential individuals, it does contain 17 graves of service personnel from World War I (maintained by the Commonwealth War Graves Commission), as well as a large amount of reinterments from the former Devonshire Street Cemetery (removed to build the Sydney railway terminus). The natural values of the site have been awarded equal importance to its social and historical values. Its extensively landscaped setting acts as a wildlife corridor with a wealth of birdlife and diversity of flora, enjoyed to this day by those who visit the site.

Gore Hill Memorial Cemetery enjoyed its greatest popularity through a very similar period to Waverley. Unlike Waverley, however, Gore Hill Memorial Cemetery has not been operational since 1974 when the *Gore Hill Cemetery Bill 1974* was enacted. At this time the word 'Memorial' was added to its former name (Gore Hill Cemetery), thus indicating the changing function of the site from an operational cemetery to a public park. Willoughby Council became trustees and have since been responsible for the improvement of the site as a functioning park and garden.⁸¹ Whereas Gore Hill Memorial Cemetery contains graves of a similar historical period to those found at Waverley, its setting and ongoing function therefore diverge significantly.

	Characteristics of Gore Hill Memorial Cemetery	Comparison with Waverley Cemetery
Date of establishment/consecration:	1868 - 1974	X
Setting:	Within the north shore suburb of St Leonards	X
	Graves located within an extensively landscaped garden setting	X
Size:	5.07 hectares	✓
Number of interments:	c.14,456	X
Characteristics of monuments:	Edwardian and Victorian-style monuments including obelisks, Celtic and Calvary crosses, urns and broken column forms.	✓
	Sandstone, marble and granite	✓
Characteristics of interments:	Reinterments of Devonshire Street Cemetery	X
	Large number of Christian denominations including Methodist, Presbyterian, Congregational, Catholic and Unsectarian	X
	17 Commonwealth service personnel graves from World War I	✓
Current management	Gore Hill Cemetery Bill 1974	X
Heritage status:	State Heritage significance	✓
Operational status:	Non-operational	X

⁸¹ 'Gore Hill Memorial Cemetery Plan of Management' (2016), p.10



Figure 222: Top-left: Gore Hill Memorial Cemetery enjoys an extensively landscaped garden setting. Top-right: the former Devonshire Street Cemetery (pictured) was closed in 1867 and many burials were reinterred at Gore Hill. Bottom row: the monuments at Gore Hill Memorial Cemetery are of the late Victorian and Edwardian style and are therefore very similar to those found at Waverley.


6.3 Conclusion

Waverley Cemetery sits within a group of historical cemeteries in NSW, which date to the late 19th century and earlier, however, it is by no means the oldest. Earlier cemeteries than Waverley include Saint John's at Parramatta (1789), Manly General (1865), Rookwood (1868), Gore Hill (1868) and South Head (1869). Nor is Waverley the earliest cemetery still in full operation; a place held by Rookwood Necropolis.

Waverley Cemetery is a large historical cemetery, at 16 hectares, though Rookwood is significantly larger, covering an area of 286 hectares. This, of course, is a consequence of its very different setting, with a large amount of available land. Within the context of coastal cemeteries, however, Waverley does appear to be the largest in NSW, if not Australia. Its striking clifftop coastal setting is matched only by neighbouring South Head Cemetery and, to a lesser degree, at Gerringong. Of equal note, when assessed against the above examples, is the degree to which Waverley retains its original and impressively cohesive plan, delineated by original sandstone kerbing and walls. Such features can be observed only at nearby South Head Cemetery; perhaps because of their proximity to the historic sandstone quarry, once located within the Waverley Cemetery site.

Like many other historic cemeteries, Waverley's main aesthetic characteristic, beyond its coastal setting, is the splendour of the white marble monuments that dominate its landscape. Its Victorian and Edwardian era grave monuments, while found in most historic cemeteries of the late-19th/early 20th century, adopt particularly sophisticated and elaborate designs. This is perhaps owing to the specific social milieu for which Waverley catered; one which was overwhelmingly British, affluent and influential. The number of prominent individuals interred at Waverley is paralleled in NSW only at the nearby South Head Cemetery, today also administered by Waverley Council.

The above Comparative Analysis has shown that Waverley Cemetery, while not the earliest or largest historical cemetery in NSW, is certainly the largest coastal historical cemetery in the state and, possibly, the country. The quantity of its technically and aesthetically-



impressive monuments, retained within their original plan, makes Waverley one of the most cohesive Victorian/Georgian-era cemeteries in Australia. Finally, it is set apart from the above examples, with the exception of the neighbouring South Head Cemetery, by the number of famous and influential Australians which it contains.



Section 3

7. Assessment of Cultural Significance

7.1 Basis of Assessment

In assessing the cultural significance of a place it is necessary to adequately research and consider all the information relevant to an understanding of the place and its fabric. The Burra Charter (2013) defines the cultural significance as being “aesthetic, historic, scientific or social value for past, present or future generations”.

The assessment of cultural significance is undertaken because it is necessary to understand the values of a heritage item before making decisions about the future of the item. This then leads to decisions that will retain these heritage values in the future.⁸²

The ‘Statement of Significance’ indicates what heritage values of a place should be conserved, and is used as a basis for the formulation of specific guidelines for the development of conservation policies of a place. The Conservation Plan by J. S. Kerr (2013, ICOMOS), considers the following three criteria as a useful starting point in assessing the nature of significance:

- ability to demonstrate a process, a custom or style;
- associational (historic) links for which there is or is not surviving physical evidence; and
- formal or aesthetic qualities.

The following assessment of significance addresses the criteria endorsed by the NSW Heritage Council, and is in accordance with the NSW Heritage Manual ‘Assessing Heritage Significance’ guidelines.

7.2 State Historical Themes

The NSW Heritage Office developed a thematic framework for use in heritage assessment and management. It was thought that thinking about a place in terms of themes can help in understanding its significance. The organising principle for the thematic framework is the dynamism of human activity. This Framework identifies thirty-eight principal themes.⁸³

The historical development of an area or item can be understood as occurring in a thematic way, with different layers representing progressively earlier themes.⁸⁴ In the case of the Waverley Cemetery site, there are numerous State themes reflected at both State and local levels which relate to the shaping of the natural environment, the development of the cemetery in association with historical events, and the overarching theme of death. This CMP refers to these themes to guide future research questions, to interpret the history, and structure the narrative of the development within the context of the local area. The table below, reproduced from the State Heritage Inventory sheet for the State Heritage listing of Waverley Cemetery,⁸⁵ describes these themes.

Australian theme	NSW Theme	Local theme
3. Economy-Developing local, regional and national economies	Environment - cultural landscape-Activities associated with the interactions between humans, human societies and the shaping of their physical surroundings	Landscapes of cultural and natural interaction
7. Governing-Governing	Defence-Activities associated with defending places from	Remembering the fallen

⁸² NSW Heritage Manual, *Assessing Heritage Significance*, 2000, p.2

⁸³ Ibid.

⁸⁴ Both the Australian Heritage Commission (national) and the NSW Heritage Office (state) have identified themes for research relating to places of heritage significance. These can be accessed from the NSW Heritage Branch website, <http://www.environment.nsw.gov.au/resources/heritagebranch/heritage/themes2006.pdf>

⁸⁵ State Heritage Inventory form for ‘Waverley Cemetery’, database number 5050820, retrieved from <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5050820>

	hostile takeover and occupation	
8. Culture-Developing cultural institutions and ways of life	Religion - Activities associated with particular systems of faith and worship	Death
9. Phases of Life-Marking the phases of life	Birth and Death-Activities associated with the initial stages of human life and the bearing of children, and with the final stages of human life and disposal of the dead.	Crematoria Burying and remembering notable persons Remembering the deceased Operating and maintaining cemeteries and burial grounds Associations with Henry Lawson, poet and writer

7.3 Significance Assessment Criteria

The following significance assessment contains direct excerpts from the State Heritage Register nomination for Waverley Cemetery prepared by Penny Mora (RoWC) and the Waverley Aboriginal Cultural Heritage Study prepared by Dominic Steele Consulting Archaeology.⁸⁶ City Plan Heritage concurs with these assessments (presented in italics) and has made additional comments.

a) an item is important in the course, or pattern, of the local area's cultural or natural history

Prior to the appropriation of their lands by Europeans, the Sydney region was made up of the clan estates of over twenty different Aboriginal clan groups. These clans comprised several extended families and were the land-owning groups in Aboriginal society. The Waverley area formed part of the traditional lands of the clan known as the Cadi-gal. From what we know from other parts of Sydney, the Cadi-gal is likely to have numbered between 30 and 70 people in 1788.

By the time the first British settlers along the eastern coast of (now) NSW met-up with the Cadi-gal people for the first time in 1788 at Sydney Cove and Botany Bay, Aboriginal people had already been living in the Sydney area for at least (and possible over) 20,000 years before present (1,000 generations). These successive generations of people had lived through an ice age in which the coastline and form of Sydney Harbour varied greatly, and subsequently had adapted to increasing and challenging changes to the environment over time.

Opened in 1877, in the picturesque cemetery design of the mid-to-late 19th century, the geometric layout and early funerary monuments of Waverley Cemetery demonstrate the moral standards and religious philosophies of the Australian community in the Victorian period. Through the continuity of the cemetery's use to the present day, and the gradual introduction of alternative funerary designs and interment practices throughout the years, the cemetery demonstrates the cultural diversity and changing social values and attitudes of the Australian people towards death and its commemoration over some 140 years.

Waverley Cemetery is of state heritage significance as a general public Victorian-era cemetery that is the final resting place for more than 100,000 people.

Guidelines for Inclusion	✓ / X	Guidelines for Exclusion	✓ / X
■ shows evidence of a significant human activity	✓	■ has incidental or unsubstantiated connections with historically important activities or processes	X

⁸⁶ Waverley Aboriginal Cultural Heritage Study, Dominic Steele Consulting Archaeology (2003)

■ is associated with a significant activity or historical phase	✓	■ provides evidence of activities of processes that are of dubious historical importance	X
■ maintains or shows the continuity of a historical process or activity	✓	■ has been so altered that it can no longer provide evidence of a particular association	X

b) an item has strong or special associations with the life or works of a person, or group of persons, of importance in the local area's cultural or natural history

Waverley Cemetery is of state heritage significance for its association with a number of high-achieving, famous and notable people from across NSW, Australia and the world. Operating for over a century and the final resting place for over 100,000 people, Waverley Cemetery has buried and interred a diverse selection of notable people from literary, business, arts, political and sporting backgrounds.

Some of its most famous names include Henry Lawson (writer and poet); Henry Kendall (poet); Dorothea Mackellar (poet); Jules Françoise Archibald (journalist and benefactor of the Archibald art prize); Sir Frances Forbes (first Chief Justice of NSW); Sir James Martin (NSW Premier); Sarah 'Fanny' Durack (Olympic gold medal swimmer); members of the Cavill family of famous swimmers - Arthur, Charles, Ernest and Frederick Cavill; William Dymock (book retailer); Victor Trumper (batsman from the 'Golden Age' of cricket); John Fingleton OBE (Australian Cricketer and 'Bodyline' veteran); Nicholas Weekes (prominent freemason); Lawrence Hargrave (aviator and inventor) and George Freeman (Sydney organised crime figure).

Waverley Cemetery contains over 200 various war graves from past conflicts, including over 100 burials from World War I and nearly 20 from World War II. At least eleven United States Civil War veterans are also buried at Waverley Cemetery.

Guidelines for Inclusion	✓ / X	Guidelines for Exclusion	✓ / X
■ Shows evidence of a significant human occupation	✓	■ has incidental or unsubstantiated connections with historically important people or events	X
■ Is associated with a significant event, person, or group of persons	✓	■ provides evidence of people or events that are of dubious historical importance	X
		■ has been so altered that it can no longer provide evidence of a particular association	X

c) an item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in the local area

Waverley Cemetery is of state heritage significance for its aesthetic values.

Sited in an urban setting, against a dramatic natural landscape of the Pacific Ocean with its steep cliffs and the endless horizon, Waverley Cemetery is a picturesque urban burial ground that contains a collection of highly intact funerary monuments and grave furniture of a refined palette (marble and stone) which demonstrates a comprehensive range of Victorian and Edwardian artistic elements. Many monuments feature statuary such as angels, cherubs, seraphs, mourning figures and occasional portrait medallions or busts; substantial pedestals topped with urns or spires; and Christian crosses. Smaller monuments such as stone desks often include carved decorations using floral relief, birds, crowns, and other symbolism. There is a consistent palette of materials throughout the site which is dominated by sandstone and white marble with inlaid lead lettering - granite, trachyte and other materials are less prominent.

Inside its boundaries, the cemetery forms its own enclosed townscape where, apart from the ocean view to the east, all other major views are within the cemetery itself across its own landscape and monuments. The cemetery retains a nineteenth century layout with many roadways still lined with sandstone kerbs, gutters and drains.

The architecture and design of much of its earlier elements from the Victorian period reflect the social attitudes towards death and commemoration at the time of its construction. However the ongoing use and expansion of the cemetery has seen the gradual introduction of alternative funerary styles and fashions that reflect the cultural diversity and evolution of the people of NSW over time.

Waverley Cemetery includes an unusual suite of cemetery structures including the main entry gates with iron palisade fence and sandstone pillars; the nearby sandstone office and waiting room building with associated residence and amenities buildings and a series of shelter sheds and sandstone retaining walls throughout the site. The cemetery also retains key landscape elements including mature Norfolk Island Pines on the boundaries, Canary Island Date Palms within the cemetery and numerous remnant historic shrubs and grave plantings.

Major monuments and memorials within Waverley Cemetery are situated at key points such as at the junction of main roads and pathways and other key vantage points at the edge of cemetery sections. This makes these major monuments prominent items in the landscape when within the cemetery. Examples include the Irish Martyrs' Memorial; the Governor Duff monument; the Henry Kendall monument; the Johnston family vault; the Greek Revival monument to Sir James Martin; and the Chowder Bay Monument.

Many monuments and memorials are also testaments to great technical and artistic achievement on the part of the artisans and stonemasons who carved the structures.

Internationally, the Waverley Cemetery has been reported to be one of the most beautiful cemeteries in the world - among the likes of England's Highgate Cemetery and Paris's Pere Lachaise Cemetery.

Guidelines for Inclusion	✓ / X	Guidelines for Exclusion	✓ / X
■ shows or is associated with, creative or technical innovation or achievement	X	■ is not a major work by an important designer or artist	✓
■ is the inspiration for a creative or technical innovation or achievement	X	■ has lost its design or technical integrity	X
■ is aesthetically distinctive	✓	■ its positive visual or sensory appeal or landmark and scenic qualities have been more than temporarily degraded	X
■ has landmark qualities	✓	■ has only a loose association with a creative or technical achievement	X
■ exemplifies a particular taste, style or technology	✓		

d) an item has strong or special associations with a particular community or cultural group in the local area for social, cultural or spiritual reasons

As an operational general public cemetery, Waverley Cemetery is of state heritage significance for its demonstration of the historic and contemporary social character of Sydney and NSW. The fabric of the cemetery reflects the cultural and religious diversity of the Australian community since 1877 and its contemporary social significance is increased by its public accessibility and use by residents and visitors by virtue of its central metropolitan location.

Prominent individuals and families are buried or interred at the cemetery and, as a genealogical resource, Waverley Cemetery is a significant educational asset for NSW.

Guidelines for Inclusion	✓ / X	Guidelines for Exclusion	✓ / X
■ is important for its associations with an identifiable group	X	■ is only important to the community for amenity reasons	X
■ is important to a community's sense of place	✓	■ is retained only in preference to a proposed alternative	X

e) an item has potential to yield information that will contribute to an understanding of the local area's cultural or natural history

Waverley Cemetery is of state heritage significance for its educational and research potential. With its wealth of genealogical, historical, architectural and artistic information, Waverley Cemetery is a significant and readily accessible resource that is available to much of the NSW population by virtue of its central metropolitan location.

The craftsmanship of the funerary monuments, demonstrated by rich examples from the Victorian, Edwardian and Inter-War eras, reflects social values and attitudes towards death and mourning in NSW since 1877. Furthermore, the array of funerary ornamentation demonstrates the changes in social fashions and taste over the decades and serve to reflect the impact of many international events on the activities of people in NSW (such as the Depression and the world wars).

Waverley Cemetery, particularly the cliff-face component of the site, has the potential to contain objects or sites of Aboriginal heritage significance (see *Section 8.8.5*).

Waverley Cemetery has high archaeological potential as past attitudes to death and changes in the cultural landscape are preserved in the archaeological record. As headstones and monuments are unlikely to have been removed or changed significantly through time, the physical fabric of the cemetery and its burials, monuments, and grave architecture stand as a permanent, accessible record of history and culture in Sydney and NSW from the Victorian period until the present day (see *Section 8.8.5*).

Guidelines for Inclusion	✓ / X	Guidelines for Exclusion	✓ / X
■ has the potential to yield new or further substantial scientific and/or archaeological information	✓	■ has little archaeological or research potential	X
■ is an important benchmark or reference site or type	✓	■ only contains information that is readily available from other resources or archaeological sites	X
■ provides evidence of past human cultures that is unavailable elsewhere	✓	■ the knowledge gained would be irrelevant to research on science, human history or culture	X

f) an item possesses uncommon, rare or endangered aspects of the local area's cultural or natural history

Cemeteries of the same historical period are generally similar in layout, style and purpose but Waverley Cemetery is a notable example in NSW for its distinctive and picturesque setting on the Bronte cliff tops. The siting makes the cemetery both a place of remembrance as well as a passive recreational facility as part of the popular and well-known coastal walk from Bondi to the popular beaches of Bronte, Clovelly and Coogee.

Once sited on the periphery of the Sydney colony, the retention of Waverley Cemetery in its now urban and desirable setting has seen the cemetery become a strikingly significant and intact open space in metropolitan Sydney.

Guidelines for Inclusion	✓ / X	Guidelines for Exclusion	✓ / X
<ul style="list-style-type: none"> provides evidence of a defunct custom, way of life or process 	X	<ul style="list-style-type: none"> is not rare 	X
<ul style="list-style-type: none"> demonstrates a process, custom or other human activity that is in danger of being lost 	✓	<ul style="list-style-type: none"> is numerous but under threat 	X
<ul style="list-style-type: none"> shows unusually accurate evidence of a significant human activity 	✓		
<ul style="list-style-type: none"> is the only example of its type 	X		
<ul style="list-style-type: none"> demonstrates designs or techniques of exceptional interest 	✓		
<ul style="list-style-type: none"> shows rare evidence of a significant human activity important to a community 	✓		

g) an item is important in demonstrating the principal characteristics of a class of the local area's

- cultural or natural places; or
- cultural or natural environments

Waverley Cemetery is of state heritage significance as a representative example of a burial ground that can demonstrate the principle characteristics of a general public cemetery from the Victorian period in NSW. The geometric layout and early funerary monuments of the Waverley Cemetery reflect the social values and attitudes of the Australian community towards death and commemoration in the mid-to-late 19th century.

The ongoing operation of the cemetery and the gradual introduction of different styles and funerary fashions can also demonstrate the changing attitudes of the community towards funerary practices in NSW over time.

Guidelines for Inclusion	✓ / X	Guidelines for Exclusion	✓ / X
<ul style="list-style-type: none"> is a fine example of its type 	✓	<ul style="list-style-type: none"> is a poor example of its type 	X
<ul style="list-style-type: none"> has the principal characteristics of an important class or group of items 	✓	<ul style="list-style-type: none"> does not include or has lost the range of characteristics of a type 	X
<ul style="list-style-type: none"> has attributes typical of a particular way of life, philosophy, custom, significant process, design, technique or activity 	✓	<ul style="list-style-type: none"> does not represent well the characteristics that make up a significant variation of a type 	X
<ul style="list-style-type: none"> is a significant variation to a class of items 	✓		
<ul style="list-style-type: none"> is part of a group which collectively illustrates a representative type 	✓		
<ul style="list-style-type: none"> is outstanding because of its setting, condition or size 	✓		

■ is outstanding because of its integrity or the esteem in which it is held	✓		
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7.4 Statement of Cultural Significance

The following Statement of Cultural Significance was prepared by Penny Mora of Residents for Waverley Cemetery in 2015 as part of the State Heritage Register nomination for the site, as presented in the State Heritage Inventory sheet for the site.⁸⁷ CPH concurs with this Statement of Significance.

Waverley Cemetery is of state heritage significance as a general public Victorian-era cemetery that is the final resting place for more than 100,000 people. Sited in an urban setting, against a dramatic natural landscape of the Pacific Ocean with its steep cliffs and the endless horizon, Waverley Cemetery is a picturesque urban burial ground that contains a collection of highly intact funerary monuments and furniture dating from 1877.

Its earliest elements demonstrate the moral standards and religious philosophies of the Australian community in the Victorian period and, through the continuity of the cemetery's use to the present day and the gradual introduction of alternative funerary designs and interment practices throughout the years, the cemetery demonstrates the cultural diversity and changing social values and attitudes of the Australian people towards death and its commemoration over some 140 years. The aesthetic continuity of Waverley Cemetery is largely due to the strict management of the cemetery in the early periods of its development.

Waverley Cemetery is of state heritage significance for its association with a number of high-achieving, famous and notable people from across NSW, Australia and the world. Some of its most famous names include Henry Lawson (writer and poet); Dorothea Mackellar (poet); Jules Françoise Archibald (journalist and benefactor of the Archibald art prize); Sir James Martin (NSW Premier); Sarah 'Fanny' Durack (Olympic gold medal swimmer); members of the Cavill family of famous swimmers - Arthur, Charles, Ernest and Frederick Cavill; William Dymock (book retailer); Victor Trumper (batsman from the 'Golden Age' of cricket); Lawrence Hargrave (aviator and inventor); Nicholas Weekes (prominent freemason); and Michael Dwyer (revolutionary leader of the 1798 Irish Rebellion).

As an operational general public cemetery, Waverley Cemetery is of state heritage significance for its demonstration of the historic and contemporary social character of Sydney and NSW. Waverley Cemetery contains a wealth of genealogical, historical, architectural and artistic information which makes it a significant public educational resource for NSW.

Internationally, the Waverley Cemetery has been reported to be one of the most beautiful cemeteries in the world - among the likes of England's Highgate Cemetery and Pere Lachaise Cemetery in Paris.

7.5 Level of Significance

The *NSW Heritage Manual* 'Assessing Heritage Significance' guidelines describe the items or places of state significance as being significant to the people of NSW. The local significant is described as being significant to the people of local area.

⁸⁷ State Heritage Inventory form for 'Waverley Cemetery', database number 5050820, retrieved from <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5050820> (accessed 10/05/2017)

In conclusion, the Waverley Cemetery site holds a High degree of cultural significance in terms of historic, aesthetic, technical and social significance.

NSW Heritage Assessment Criteria		Level of Significance	Degree
Criteria (a)	Historic	State/Local	Exceptional
Criteria (b)	Historic Association	State/Local	High
Criteria (c)	Aesthetic	State/Local	Exceptional
Criteria (d)	Social	State/Local	Exceptional
Criteria (e)	Scientific/Archaeological	State/Local	Exceptional
Criteria (f)	Rare	State/Local	High
Criteria (g)	Representative	State/Local	Exceptional

Note: the level of national heritage significance of Waverley Cemetery has not been identified in this CMP, as this would require further comparative analysis with like sites throughout Australia to ascertain its relative value.

7.6 Ranking of Significance of Individual Areas and Elements

7.6.1 Basis of Ranking

The significance of the individual elements of the Waverley Cemetery complex was assessed and ranked by Allan Jack + Cottier in their 2003 CMP to enable decisions on the future conservation and development of the site. The ranking was based on the demonstrative ability of the existing fabric and its intactness or evocative quality. CPH has reviewed and updated the ranking of significance for individual elements with regard to the changes these have undergone in the fourteen years since the preparation of the original CMP. The specific areas and the individual built elements are all ranked based on their significance.

In the previous CMP, Allan Jack + Cottier included an analysis and ranking of the plantings and plant communities on the ground of the cemetery, based on an assessment made in July 2002 in collaboration with Craig Burton.⁸⁸ As landscape elements are likely to have undergone substantial changes in the intervening fourteen years, and since a landscape assessment does not constitute part of the scope of the present CMP (although information from the previous CMP has been included), an updated assessment of these elements has not been undertaken. It is recommended that a new assessment of landscape elements be undertaken by a suitably qualified landscape specialist so as to inform the Waverley Cemetery Masterplan and any future landscape design proposals.

All elements of graves and monuments are considered significant. These include headstones, footstones and slabs, vaults, statues and sculptures, kerbing and grave surrounds, commemorative plaques, and grave ornaments, finishes, decorative surfaces, immortelles and flower vases.

It is beyond the scope of this CMP to assess the significance of the graves and monuments individually, which number over 100,000. This detailed and extensive work is currently being undertaken by various community groups with an interest in genealogy and in the conservation of the cemetery. However, the following comment may be made on the complexity of this task. In their reflections of the preparation of a CMP for the City of London heritage cemetery, Lambert and Hussein (2006: 57) make a pertinent observation on significance assessment of graves and monuments in active heritage cemeteries in general:

[A]ny attempt to map the relative significance of the different parts of the landscape as a whole will run into the paradox that what is oldest is often viewed by the bereaved as the least significant, in terms of sensitivity, and that it is the newer areas, where graves are still being dug or the bereaved are still visiting, that appears most sensitive.

⁸⁸ Allan Jack + Cottier 2003, Waverley Cemetery Conservation Management Plan, pp.39-40.

Thus, to map the Cemetery as a whole in terms simply of historic significance would be to affront the values of the bereaved, and the basis of the CMP is to understand significance holistically not just historically. Thus, while the Victorian core is of high significance historically, and the new lawn graves by the same criterion of low significance, from another perspective the reverse is true – it is the new lawn graves that users feel are most charged with feeling while the Victorian area, with its limited burials, seems more neutral and approachable.⁸⁹

As such, an overall ranking for each of the sections has been provided and is based on the site surveys undertaken by CPH. These significance ranking are to be reviewed following the undertaking of a more detailed assessment.

Ranking of the individual components of the Waverley Cemetery have been made as below:

Exceptional	Rare or outstanding element directly contributing to an item's local and State significance. High degree of intactness and original fabric association with early construction period.
High	High degree of intactness and original fabric. Demonstrates a key element of the item's significance. Alterations do not detract from significance.
Moderate	Altered or modified elements. Elements with little heritage value, but which contribute to the overall significance of the item.
Little	Alterations detract from significance. Difficult to interpret.
Neutral	New fabric associated with present use and does not detract from significance.
Intrusive	Later fabric or alteration which obscures or detracts from significant fabric or the overall significance of an item.

7.6.2 Schedule of Significant Elements - Sections

The following tables present an assessment of the relative aesthetic significance, historic significance, integrity and technical achievement of the monuments and graves within each section of Waverley Cemetery. The overall significance of each section reflects the combined average (e.g. where 3 of 4 criteria are assessed as 'exceptional', the overall significance will be assessed as 'exceptional').


As an assessment of individual graves was beyond the scope of this CMP, this assessment is by no means exhaustive and should be referred to as a guide only. Future historical research will be necessary in order to assess the significance of each section in greater detail.


The follow table outlines the key areas assessed for each section in order to create an understanding of their overall significance.


Category	Assessment of the degree to which:
Aesthetics	Grave monuments and architecture present a uniform and cohesive landscape when observed collectively
Historic	Graves are of historical note (e.g. where those of famous or influential Australians are present)
Integrity	Grave monuments and architecture reflect the historical Victorian/Edwardian character of the Waverley Cemetery
Technical Achievement	The composition and grave monuments and architecture reflect a high standard of artistic and/or technical achievement

⁸⁹ David Lambert & Ian Hussein 2006. "Manager to Conservationist: City of London Cemetery & Crematorium Conservation Management Plan: A Review of its Practical Application 2 Years On", *Institute of Cemetery and Crematorium Management (ICCM) Newsletter* November 2006: 55-60.


Section No.	Aesthetics	Historic	Integrity	Technical Achievement	Overall Significance
1	Moderate	Exceptional	Moderate	Exceptional	Exceptional
					

Section No.	Aesthetics	Historic	Integrity	Technical Achievement	Overall Significance
2	Moderate	High	Low	Moderate	Moderate
					


Section No.	Aesthetics	Historic	Integrity	Technical Achievement	Overall Significance
3	Moderate	Exceptional	Moderate	Moderate	High
					


Section No.	Aesthetics	Historic	Integrity	Technical Achievement	Overall Significance
4	High	High	Moderate	Moderate	Moderate
					


Section No.	Aesthetics	Historic	Integrity	Technical Achievement	Overall Significance
Rondel Garden	High	Moderate	High	Low	Moderate





Section No.	Aesthetics	Historic	Integrity	Technical Achievement	Overall Significance
5	High	Moderate	High	High	Moderate




Section No.	Aesthetics	Historic	Integrity	Technical Achievement	Overall Significance
6	Moderate	Exceptional	High	Exceptional	Exceptional
					

Section No.	Aesthetics	Historic	Integrity	Technical Achievement	Overall Significance
7	Moderate	Exceptional	Moderate	Moderate	High
					

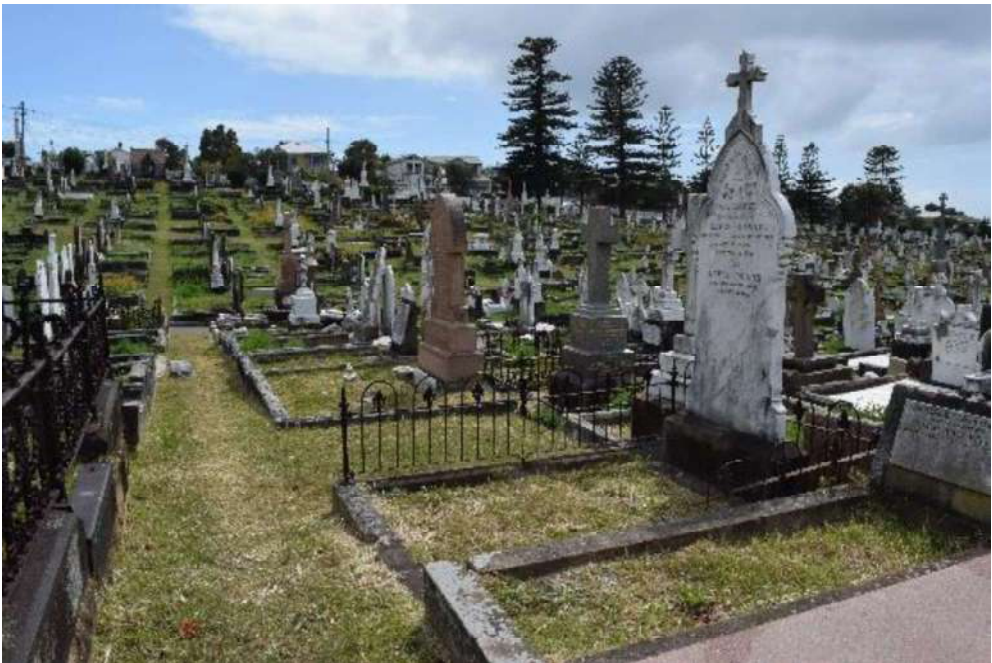
Section No.	Aesthetics	Historic	Integrity	Technical Achievement	Overall Significance
8	High	Moderate	High	High	High
					

Section No.	Aesthetics	Historic	Integrity	Technical Achievement	Overall Significance
9	High	High	High	Moderate	High
					


Section No.	Aesthetics	Historic	Integrity	Technical Achievement	Overall Significance
10	Moderate	Moderate	High	Moderate	Moderate




Section No.	Aesthetics	Historic	Integrity	Technical Achievement	Overall Significance
11	High	Moderate	High	High	High




Section No.	Aesthetics	Historic	Integrity	Technical Achievement	Overall Significance
12	High	Moderate	High	High	High




Section No.	Aesthetics	Historic	Integrity	Technical Achievement	Overall Significance
14	Little	High	Little	Moderate	Moderate




Section No.	Aesthetics	Historic	Integrity	Technical Achievement	Overall Significance
15	Little	Moderate	Little	Moderate	Moderate




Section No.	Aesthetics	Historic	Integrity	Technical Achievement	Overall Significance
16	Exceptional	Exceptional	High	Exceptional	Exceptional



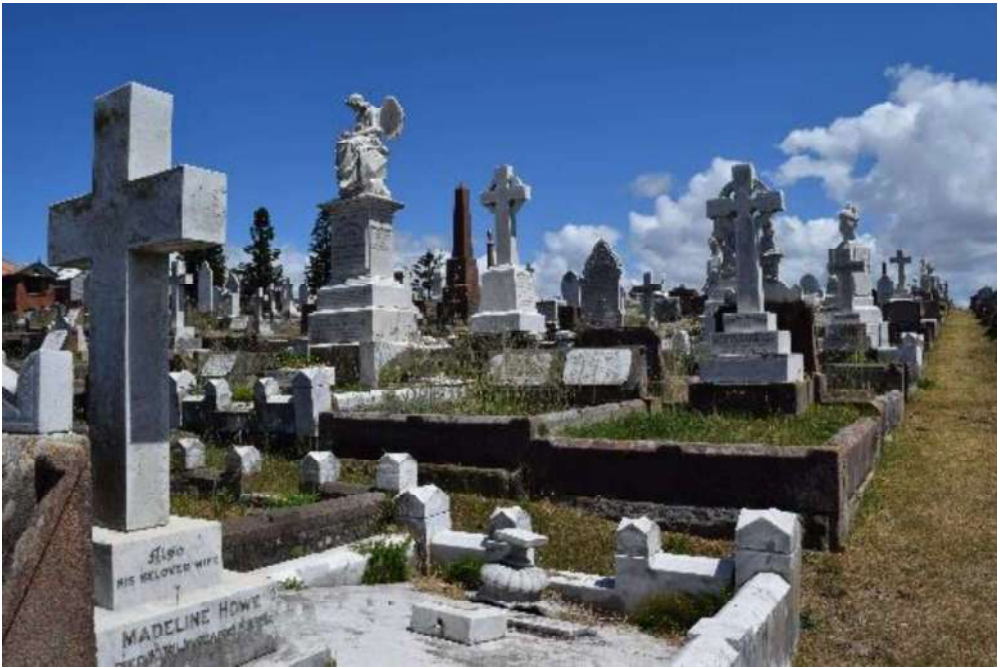
Section No.	Aesthetics	Historic	Integrity	Technical Achievement	Overall Significance
17	Exceptional	Moderate	High	Exceptional	Exceptional



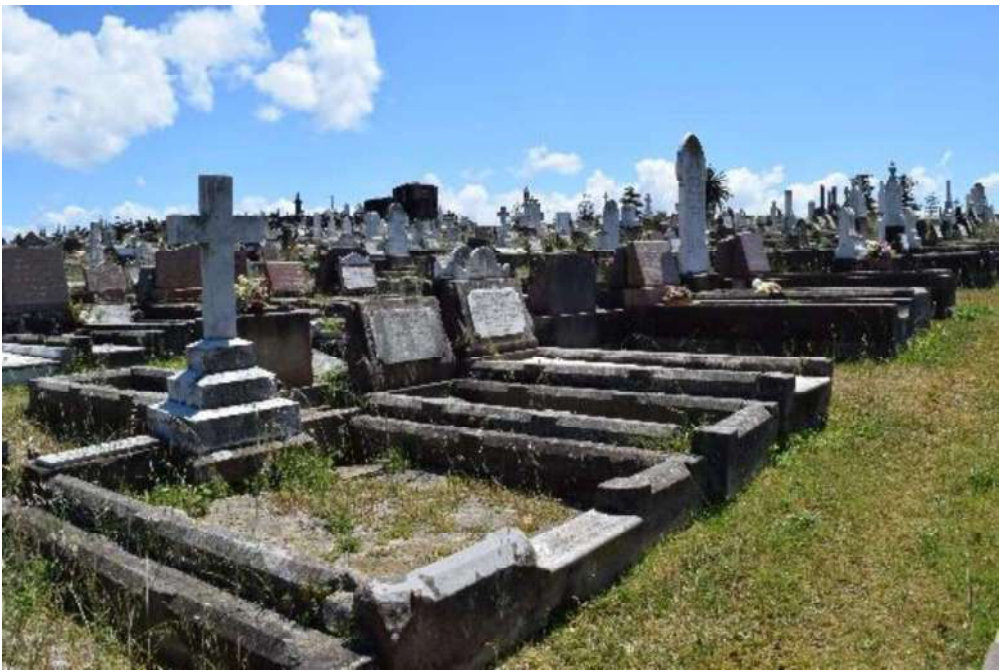
Section No.	Aesthetics	Historic	Integrity	Technical Achievement	Overall Significance
18	High	High	High	Moderate	High




Section No.	Aesthetics	Historic	Integrity	Technical Achievement	Overall Significance
19	Moderate	Moderate	Moderate	Moderate	Moderate



Section No.	Aesthetics	Historic	Integrity	Technical Achievement	Overall Significance
20	High	Moderate	Moderate	Moderate	Moderate



Section No.	Aesthetics	Historic	Integrity	Technical Achievement	Overall Significance
21	High	Moderate	Moderate	Moderate	Moderate



7.6.3 Summary

As established in the significance assessment above, the cemetery as a whole is of exceptional significance. However, the significance ranking for each section within the site varies. The following plan shows the overall significance ranking for each section within the cemetery, as represented in the tables above.

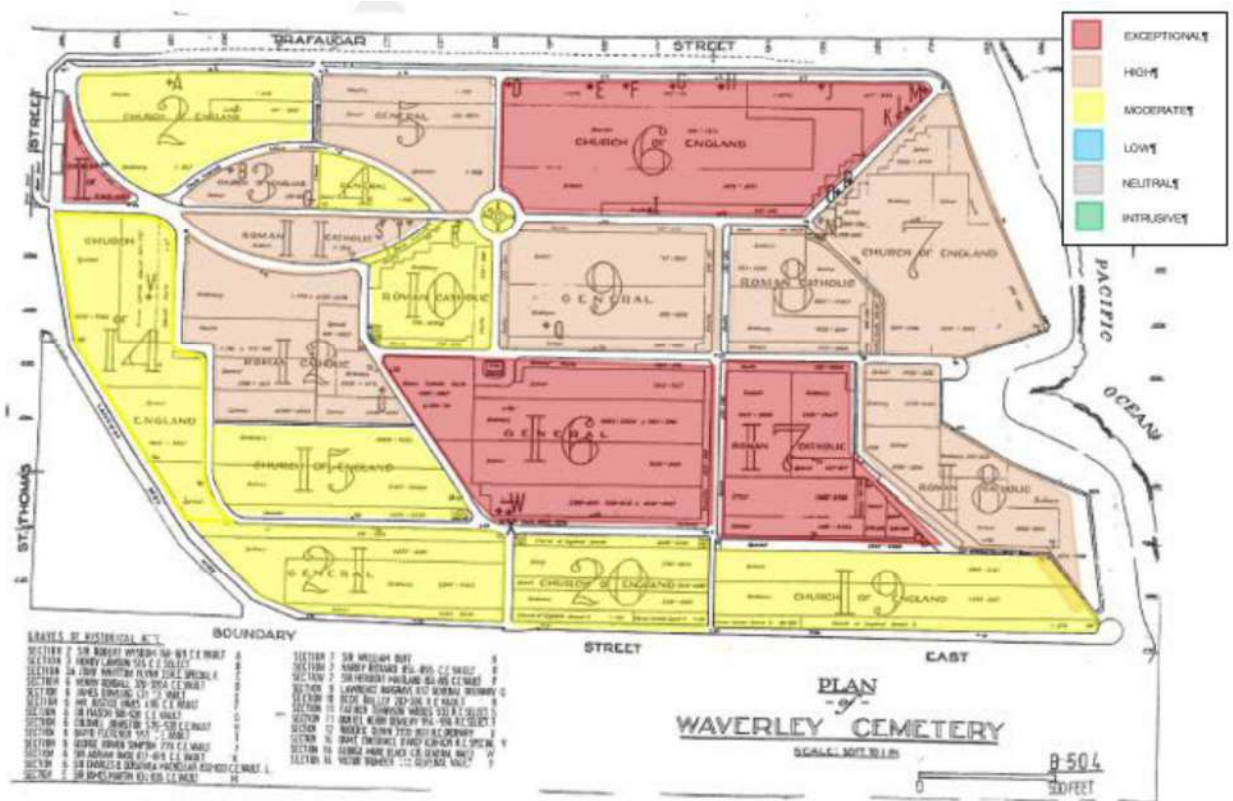

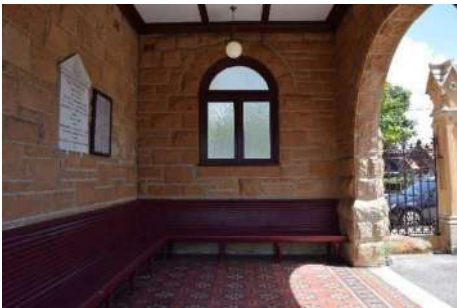



Figure 223: Plan for Waverley Cemetery showing the layout of the site and designation of sections according to religion. The significance ranking of each section is noted above. (Source: Courtesy of Waverley Cemetery)



7.6.4 Schedule of Significant Elements - Buildings

The following tables establish the significance ranking for the individual buildings located within the Waverley Cemetery site. Note: an indicative overall ranking of the exterior and interior has been provided. A detailed significance assessment is to be undertaken in separate CMPs prepared for each building.



Main Office and Waiting Room Building

Element	Significance	Commentary	Photo
Exterior	High - original fabric and dates to earliest period of cemetery	Constructed of sandstone, the exterior of the office is of high significance dating from the early period of development of the cemetery (c.1879). It is relatively intact and visually relates to the early graves within the site. It also continues its historic use.	
Interior	High - original fabric and dates to earliest period of cemetery	Original fabric is present to the interior of the office and waiting room including tessellated tiles to the floor, timber benches, timber detailing to the ceiling and walls, timber framed windows and timber doors. The Council commemorative plaque within the waiting room is also of note.	
	Neutral - has undergone modern alterations	There are contemporary furnishes and linoleum to the floor that are later additions.	




Residence


Element	Significance	Commentary	Photo
Exterior	High - original fabric and dates to earliest period of cemetery	Constructed of sandstone, the exterior of the residence is of high significance dating from the early period of development of the cemetery. It is relatively intact and visually relates to the early graves within the site. It also continues its historic use.	
Interior	High - original fabric and dates to earliest period of cemetery	Internal fabric is generally of high significance including the original floor plan, timber window frames, picture rails and skirting.	
	Low - has undergone modern alterations	Some areas have been modified, mostly the kitchen area where the fitout is more recent.	
Garage adjacent to residence	Intrusive - modern unsympathetic addition	This covered storage area is of more recent fabric and obscures the southern elevation of the residence. It is considered to detract and is not constructed with complimentary materials.	

Sandstone Toilet Blocks

Element	Significance	Commentary	Photo
Exterior	High - original fabric and dates to earliest period of cemetery	The eastern and southern elevations of the toilet block, is comprised of a sandstone wall. It is considered to reflect the construction, character and materials seen throughout the site.	 A photograph showing a high, rustic wall constructed from large, irregular sandstone blocks. The wall runs along a path, with a building and trees visible in the background under a blue sky.
Interior	Low - not original fabric	The existing toilet facilities consist of two timber outhouses with timber ledged and braced doors, skillion roof and concrete floor. These are not of early fabric and do not contribute to the aesthetics of the site. They are therefore considered low.	 A photograph of the interior of a small, simple toilet facility. It features a white toilet with a black seat, a concrete floor, and a dark wooden door that is slightly ajar. The walls are white and the ceiling is a simple wooden structure.

Staff Amenities/ Storage Building

Element	Significance	Commentary	Photo
Exterior	High - original fabric and dates to earliest period of cemetery	The sandstone exterior of the storage building is of sandstone and dates from the early period of development of the site. It is clearly visible from within the streetscape and reflects the characteristics of the northern sandstone wall. It is therefore considered of high significance externally.	
Interior	Low - has undergone modern alterations	The interior fabric of the building appears to have been modified during the mid-20th century with later furnishings and fitouts also present. The interiors are not of particular note and are therefore considered of low significance.	 


Adjacent men's toilet	High - original fabric and dates to earliest period of cemetery	The exterior sandstone walls and steps to the men's toilet is of sandstone and contributes to the historic aesthetics of the site, both within the site and from the streetscape.	
	Low - has undergone modern alterations	Interior fitout is a later addition and not considered of particular significance.	

7.6.5 Schedule of Significance Elements - Fences, gates, retaining walls




The following details the significance ranking for the various fences, gates and retaining walls located within the site.




Entrance Gates



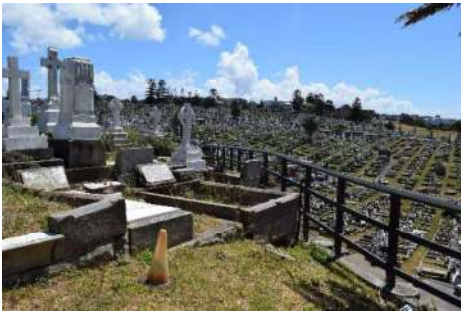
Element	Significance	Commentary	Photo
Sandstone Posts	Exceptional - landmark feature of original fabric which dates to earliest period of cemetery	The sandstone posts are a prominent feature on the corner and provide a grand entrance to the site. Their decorative capitals/ tops reflect the characteristics of the sandstone building and the gothic design reflects the overall character of the cemetery.	
Iron Fencing/ Gates	Exceptional - landmark feature of original fabric which dates to earliest period of cemetery	The cast iron gates and fence are of exceptional significance, again adding to the grand entrance to the site. The filigree detail is of particular note, especially to the two central gates.	


Sandstone wall	Exceptional - landmark feature of original fabric which dates to earliest period of cemetery	The sandstone walls provide a solid visual base to the entrance base and connection with the various other sandstone walls of the site. They also contribute to the overall setting of the site.	
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Boundary Fencing and Retaining Walls

Item	Significance	Commentary	Photo
Sandstone retaining wall to western boundary along St Thomas Street and Fig Tree Lane	Exceptional - landmark feature of original fabric which dates to earliest period of cemetery	The prominent sandstone retaining wall to the western boundary along St Thomas Street and Fig Tree Lane provides a strong visual delineation of the site's boundaries. It also dates from the early period of development of the site.	 
	Neutral - modern sympathetic addition	The railing at the top of the wall is a more recent addition, however, it is simple in its design and therefore does not have an adverse impact on the site.	
Sandstone wall (to western end of southern boundary along Trafalgar Street)	Exceptional - landmark feature of original fabric which dates to earliest period of cemetery	The sandstone retaining wall to the southern boundary provides a strong visual delineation of the site's boundaries. It also dates from the early period of development of the site.	

Timber picket fencing (northern and western boundaries)	Neutral - modern sympathetic addition	The simple timber picket fencing is a later addition; however, it is considered to compliment and not adversely impact on the aesthetics of the site. It is therefore considered of neutral significance.	
Sandstone block wall (to eastern end of southern boundary along Boundary Street)	Exceptional - landmark feature of original fabric which dates to earliest period of cemetery	As with the sandstone walls to the west and south west, the sandstone wall to the south provides a strong visual boundary for the site and dates from the early development of the site.	
Sandstone retaining wall with stone obelisk posts and metal rails (to western end of southern boundary along Boundary Street)	Exceptional - landmark feature of original fabric which dates to earliest period of cemetery	As above, however, this section of sandstone wall is of particular significance for the stone obelisk styled posts that add to the aesthetic appeal of the site.	
	Low - modern sympathetic addition	The railings in between the obelisk posts are more recent fabric and are not considered significant. They do not adversely impact on the aesthetics of the site and are of a simple form and design.	
Sandstone retaining walls throughout cemetery	Exceptional - landmark feature of original fabric which dates to earliest period of cemetery	The sandstone constructed sections of the retaining walls are of exceptional significance and add to the	

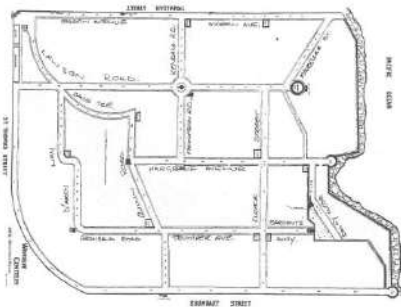
		historic character of the site.	
	Intrusive - modern unsympathetic addition	There are some sections of cement within the walls, used either to infill loose sections or added at the top, where later ordinance fencing has been added or stability required. This is considered to visually impact and dominate the sandstone retaining walls.	
Sandstone saw-tooth edging to main garden beds	High - original fabric and dates to earliest period of cemetery	As above, the sandstone saw-tooth edging to garden beds contributes to the character of the site and dates from the early development of the site.	
Timber ordinance fencing throughout cemetery	Neutral - modern sympathetic addition	The original ordinance fencing was replaced with new timber in the same style based on the results of an assessment and report by Clive Lucas Stapleton and Partners, Architects and Heritage Consultants in	




		2015. The current assessment refers to the new material and form.	
Coastal path	Moderate - modern sympathetic addition to original feature of cemetery	The fabric of the coastal path is not considered of significance as it is constructed of contemporary materials. However, the coastal walk itself is of moderate significance due to its social associations.	

7.6.6 Schedule of Significant Elements - Roads and Paths

The following details the significance ranking of the various roads and paths located within the site's boundaries.

Road/ Paths

Roadway alignments and cemetery layout (see Error! Reference source not found.)	High - original feature which dates to earliest period of cemetery	The existing roadway alignment and cemetery layout reflects the phases of development of the site. Although some areas have been changed (e.g. infilled roads to create more plots), the original layout is readily discernible. Roads considered of high significance were developed between 1878 and 1860.	
	Moderate - reflect later phase of development of cemetery	Roads developed from 1960s onwards are the result of infilled development and do not relate to the earlier period of development within the site. While they show the phases of development of the site, they are considered of moderate significance.	

Asphalt road surfaces	Low - modern addition which reflects original layout	The new asphalt to the roads/ paths within the site are of low significance as they do not reflect the original fabric of the road (sandstone).	
Sandstone kerbs, gutters and drains (see Error! Reference source not found.)	Exceptional - landmark feature of original fabric which dates to earliest period of cemetery	The sandstone kerbs and gutters, as well as iron drains, are of exceptional significance as they provide evidence of the early development of the site and contribute to the historic appearance.	
Concrete gutters, kerbs and drains (see Error! Reference source not found.)	Moderate - modern addition which reflects original layout	Some concrete gutter, kerbing and drains are evidence of the original layout and later infilling of roads within the site.	
	Low - modern addition to original features	Concrete gutters, kerbs and drains are a later addition, often replacing original sandstone. The fabric of these infilled sections is considered of low significance.	

The following map illustrates the significance ranking of streets and roads within the site. Historical paths, which have been filled in and are no longer clearly visible, have been excluded.

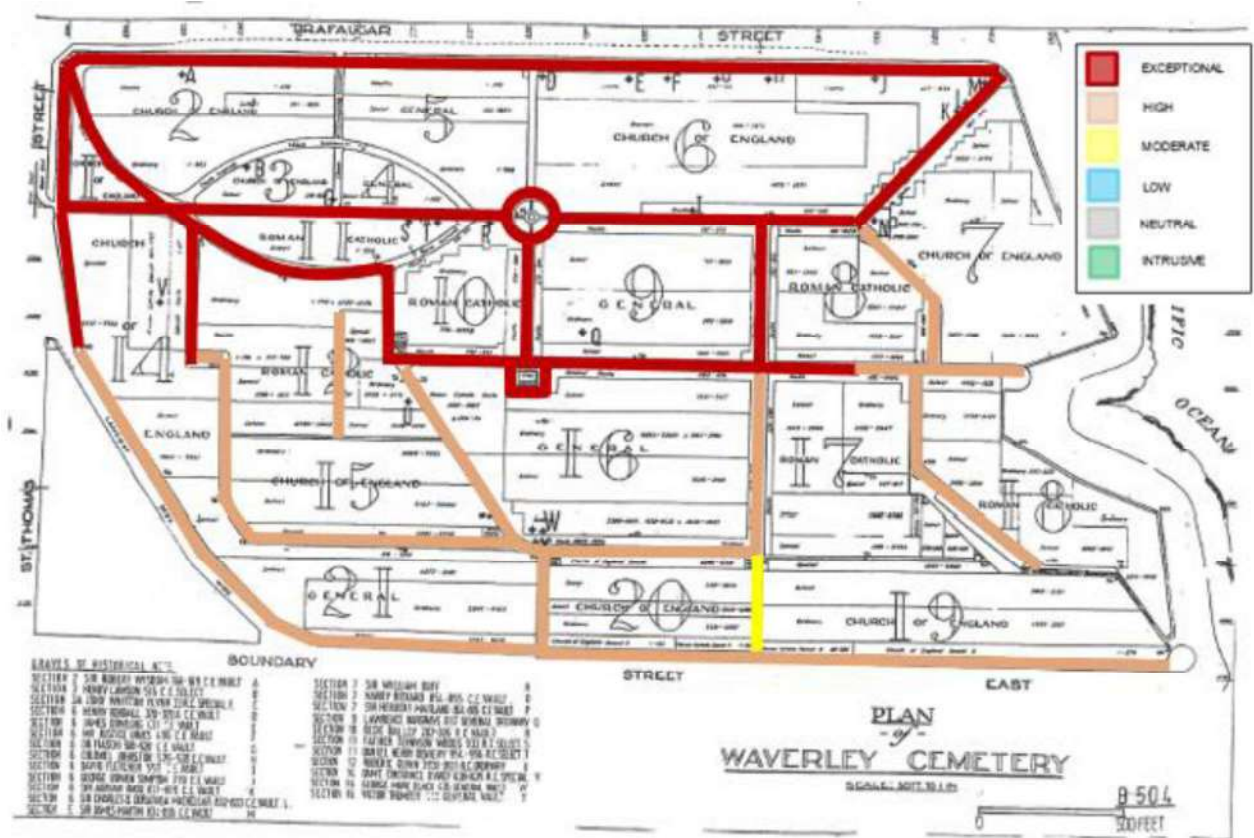


Figure 224: Plan for Waverley Cemetery showing the layout of the site and designation of sections according to religion. The significance ranking of roadway alignments, pertaining to their location and orientation only. (Source: Courtesy of Waverley Cemetery)

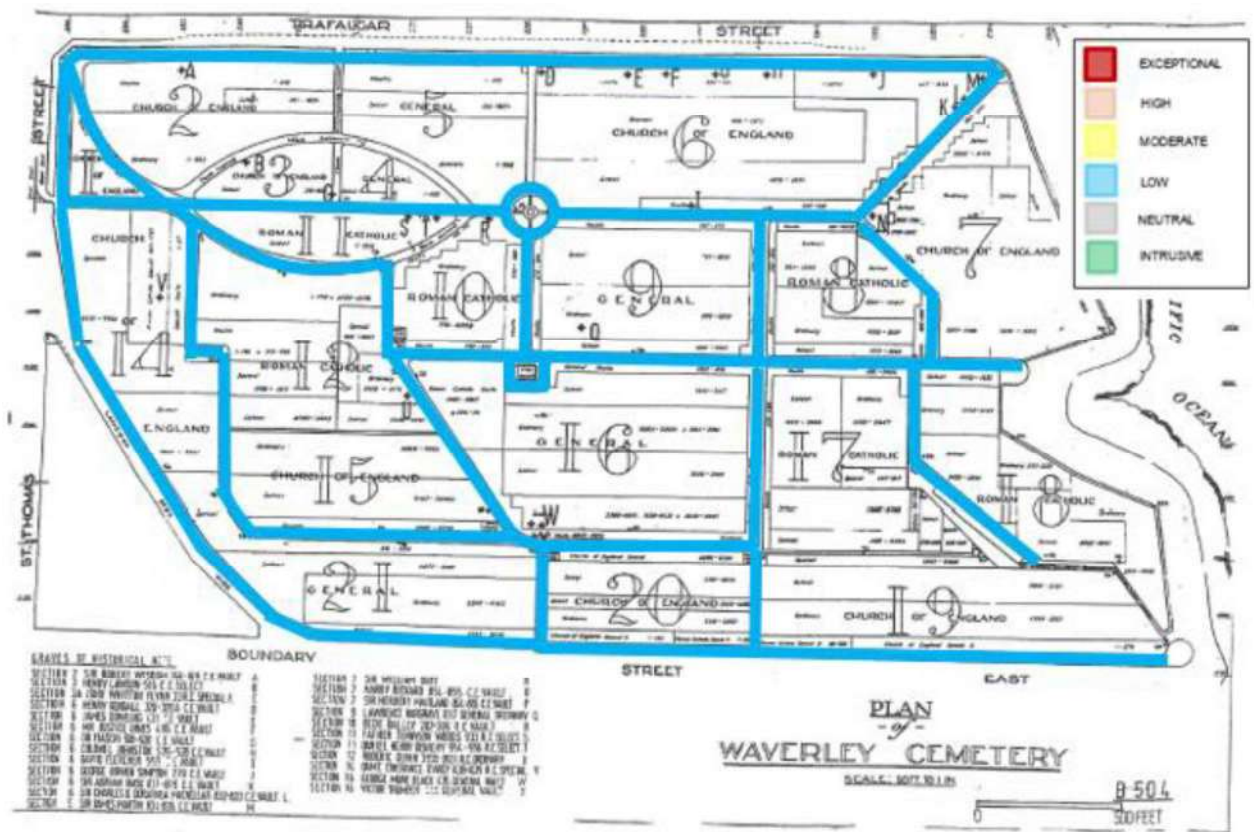


Figure 225: Plan for Waverley Cemetery showing the layout of the site and designation of sections according to religion. The significance ranking of road surfaces is identified (Source: Courtesy of Waverley Cemetery)

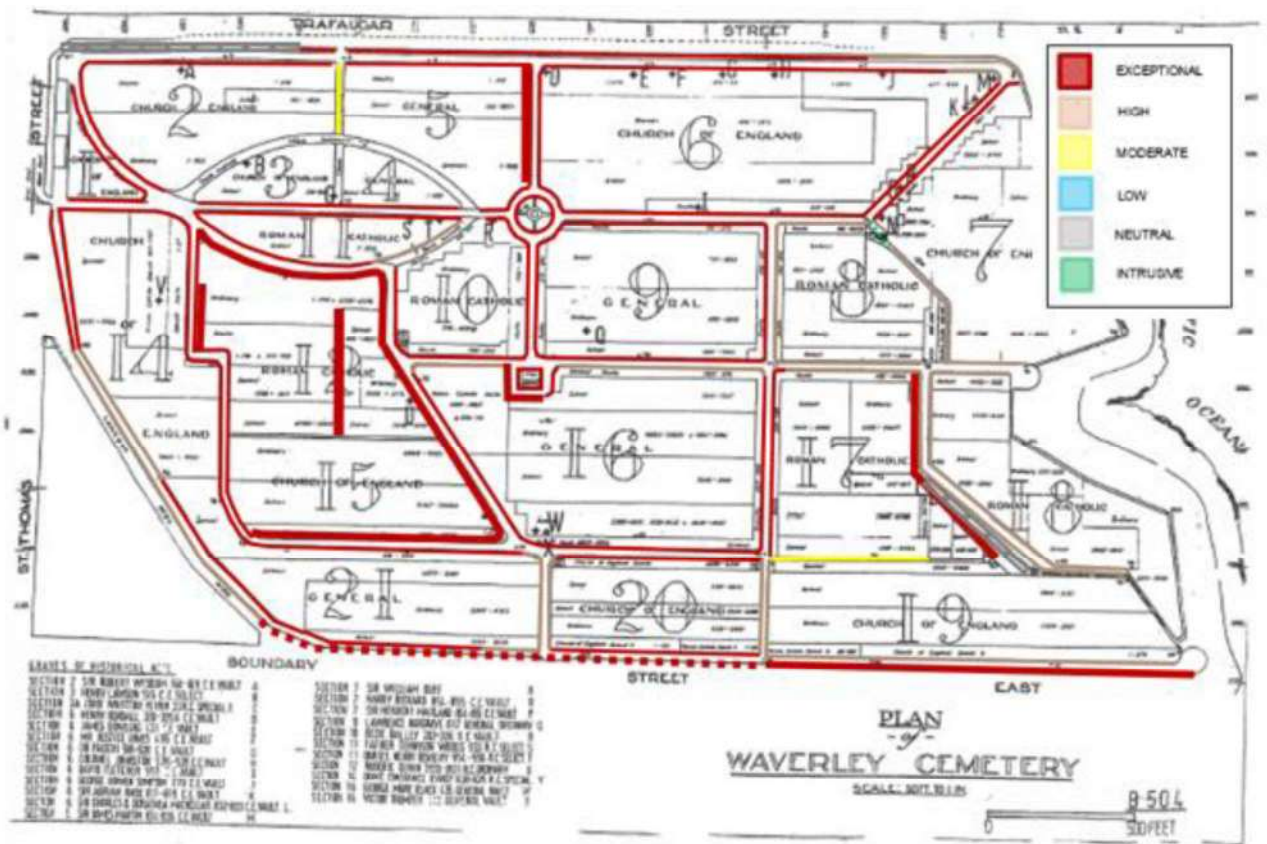


Figure 226: Plan for Waverley Cemetery showing the layout of the site and designation of sections according to religion. The significance ranking of sandstone and concrete kerbs, paths and walls are identified (Source: Courtesy of Waverley Cemetery)



Section 4

8. Constraints, Issues and Opportunities

8.1 Introduction

The development of a conservation policy is an essential requirement for making decisions about the future of the place.⁹⁰ Future development of the place is dependent upon the permissible uses and changes as determined by statutory regulations and current heritage management principals, in consultation with stakeholders. Policies should provide practical guidelines for the future management and conservation of the place for the short and long term. The policies are set out in Section 9 of this document.

8.2 Significance

The Waverley Cemetery site has been assessed as being of State significance. The establishment of requirements for the retention of the heritage significance of the place is the essential first step in the development of conservation policies. These requirements are based on the aspects of significance identified in the Statement of Significance and accompanying ranking significance of individual areas and elements Significance Components in Section 7. The future conservation, development and ongoing management of the place should take into account, as far as possible, the constraints arising from the identified heritage values of the site and its setting.

Opportunities to retain, reinstate, and interpret these heritage values should also be investigated and implemented, particularly where they can be integrated into the daily use and ongoing care of the place. Aspects of significance identified in the Statement of Significance relevant to these concerns include:

- The importance of the place as a historically significant cemetery that demonstrates the norms around death and burial in the Victorian period;
- The layered evidence provided by the site's physical fabric for the evolution of social attitudes towards death through the 150 years of its use;
- The importance of many of the interred remains of people to the history of NSW and Australia;
- The aesthetic contribution of both the uncommon cliff-top setting with uninhibited views of the Pacific Ocean and the enclosed townscape character of the cemetery site itself; and
- The aesthetic contribution of the dominant white marble monuments.

The treatment of existing site components, fabric, visual and functional relationships should be related to the assessed level of significance, as set out in 7.6.2. Adverse impacts on components, fabric or other aspects of significance (including use) should only be permitted where:

- It makes possible the recovery of aspects of greater significance;
- It helps ensure the security and viability of the place;
- There is no feasible alternative (e.g. to meet safety and/or legal requirements);
- The area, element, fabric or other aspect of significance is adequately recorded; and
- Full assessment of alternative options has been undertaken to minimise adverse impact.

8.3 Physical Condition

In addition, while alterations and additions and conservation works have been conducted on some structures located within the site over the subsequent years since production of the 2003 CMP, a number of condition issues were observed during the site inspections conducted by CPH. It should be noted that a complete condition assessment at this stage has not been conducted on all graves and monuments, which is beyond the scope of this

⁹⁰ Australia ICOMOS, *Guidelines to the Burra Charter: Conservation Policy*, 2013, section 1.3.

report. As such, some graves and structures appear to be in a good condition visually although further investigation will be required in order to ensure that this is the case.

The following is a summary of the condition issues noted during the site inspections:

- As detailed in Section 3.5, many individual headstones and monuments have sustained various forms of damage, either through environmental or human factors, and require the urgent attention of people with appropriate skill levels and conservators so as to prevent further deterioration and loss of fabric as well as irreplaceable information contained within inscriptions. A study of each grave and other memorials is beyond the scope of this document, however, it is recommended that a survey be undertaken to identify those specimens that are in urgent need of conservation;
- A range of decay of stone monuments through a variety of means;
- A general decay of metalwork;
- The presence of algae and lichens;
- Different levels of subsidence of graves and monuments;
- Sinkholes present in some roads;
- Unstable original sandstone retaining walls and previous remedial works;
- Ongoing landslips as a result of coastal erosion;
- Asphalt recently laid has caused damage to original sandstone kerbing, gutters and drains. It also covers sections of sandstone gutters and has splattered onto other areas, including monuments and graves directly adjacent;
- Damage has been caused to graves and monuments located on corners, possibly due to vehicles.

8.4 Cemetery Operations

The main function of Waverley Cemetery continues to be that of an operational cemetery. To formulate management policy, it is necessary to understand its cemetery function. The Cemetery has 20 different sections, which are numbered 1 to 21 (and exclude the number 13). The sections are subdivided into vault sections, special sections, select sections and ordinary sections. These are in turn separated into divisions and the divisions separated into allotments.

The draft Waverley Cemetery Conditions of Use (By-Laws and the Administration of Such) sets out the requirements for burials, erection of monuments and other works in the cemetery. A copy of the draft Conditions of Use is included at Appendix 1.

8.4.1 Rights of Burial and Ownership of Monuments

A person who purchases a Right of Burial over a plot at Waverley Cemetery does not acquire the title to any real property, but merely a right to use the plot for the purposes of burial. The plot becomes the personal property of the grantee and his or her heirs for the term of the right.

Plots are usually 'improved' with monuments which are owned by those who commission them, ownership passing to their heirs on their demise. It is the responsibility of the owner of a monument to maintain that monument, unless other arrangements have been made. Perpetual or annual care agreements for monuments may be made with Waverley Cemetery management.

Renewable tenure is one way of prolonging the life of a cemetery. Under this system, a grantee may purchase the right to a burial plot for a limited term of 25 years, after which he or she may elect to abandon that right or renew the tenure. If the tenure is not renewed, the Right of Burial to the plot may be issued to a new grantee.

Waverley Council has placed a tenure period of 25 years on all Right of Burial Certificates issued after 1 January 1992 and a tenure period of 50 years on all Rights of Burial issued prior to 1 January 1992.

Waverley Council's Policy on Rights of Burial and tenure is embodied in the Waverley Cemetery and South Head General Cemetery Conditions of Use (By-Laws and the

Administration of such), which is included at Appendix 1 and Cemeteries and Memorial Gardens Conditions of Use, Draft 4, which is included at Appendix 13.

In summary, the policy relating to Rights of Burial and Tenure is as follows:

- Waverley Council places a tenure period of 25 years on all Rights of Burial Certificates issued after 1st January 1992;
- Waverley Council places a tenure period of 50 years on all Rights of Burial Certificates issued prior to 1st January 1992;
- Tenure may be renewed at any time for a period not exceeding 25 years from the date of renewal in accordance with current fees and charges;
- At the end of the tenure period, every reasonable effort is made to contact the Grantee or his or her heirs, successors or representatives that renewal of tenure is due. It is, however, the responsibility of the Grantee to ensure that renewal is effected; and
- A tenure period is effective from the date of issue of the Right of Burial Certificate or the first interment, whichever is later.

Issue of Rights of Burial for vacant pre-owned plots

In an effort to maximise the return from the cemetery, Waverley Council has been pursuing a policy of issuing Rights of Burial for vacant pre-owned plots where the former grantees have not exercised their rights within a period of 50 years.

From a survey of a cross-section of plots in the Church of England, General and Roman Catholic sections (sections 1, 2, 3, 4, 5, 6, 8, 17, 18) it is assessed that approximately 4% of the total number of graves, representing about 4,800 graves, will become available as a result of this policy.

The published lists of grantees who have not exercised their rights in this regard are being issued section by section. There are currently only two more sections to be advertised before the process can be re-commenced, which will potentially free up more plots for re-sale.

Council has advised the Australian Cemeteries and Crematoria Association (ACCA), funeral directors and monumental masons of the availability of these additional plots for burials.

Transfer of Rights of Burial

Rights of Burial at Waverley Cemetery may be transferred if lineage can be proved. This may be difficult where grantees have been born or have died overseas, especially in non-English speaking countries or those with poor birth and death records.

In certain cases, Waverley Council will accept statutory declarations regarding lineage. If information proves to be inaccurate, or a decision is challenged, the Council can revert to the Waverley Cemetery By-Laws and may cancel a burial right pursuant to Clause 8(a) of the By-Laws.

Transfer between family members

In cases where a right of burial was granted before 1992, and the grantee of the burial rights is still living, a transfer to another family member is possible, provided an authority for the transfer has been signed by the grantee and witnessed. Waverley Council should seek legal advice on the most appropriate form of transfer document to avoid any risk of dispute in the future.

Transfers between family members, where the Grantee is deceased

In cases where the grantee of the burial rights is deceased, the death certificate for the deceased is required by the Council in order to transfer burial rights to another family member.

The Council should ensure that all necessary legal checks have been made before transferring a burial right to a relative, who may have no legal claim to it. (It is apparently rare for people to mention burial rights which they own in their wills, and the rights usually end up as part of the residue of their estate, to be passed on to distant relatives or charities).

Private sales

For rights of burial granted before 1992, it is also possible to transfer burial rights between

unrelated parties. To enable the transfer, both parties need to lodge an application, accompanied by a fee, and the vendor is required to provide certification as proof of ownership of the burial right.

Cancellations

In some cases grantees no longer require the plot for which they have taken out a Right of Burial. In these instances the Right of Burial is returned to Waverley Council.

8.4.2 Burials and Interments

Waverley Cemetery currently contains approximately 4000 unused burial sites and 200 memorial sites and caters for an average of one funeral per day. Funerals involve either a full coffin burial or the interment of ashes at memorial sites. The current ratio of burials to ash interments is about 50:50, but the number of ash interments will grow as cremation becomes more and more popular and the burial sites at the cemetery are filled.

Given the limited amount of burial space available in Sydney cemeteries, it is unlikely that Waverley Council will have difficulty selling the cemetery's remaining unused burial rights or rights over vacant pre-owned plots for burials or ash interments.

Above ground burial structures (vaults or mausolea)

Above ground vaults and mausolea are striking features of Waverley Cemetery. They are concentrated in the north-western corner, near the entrance, along the main retaining wall at the south-eastern corner as well as in other discrete parts of the Cemetery.

Any new above ground vaults should comply with draft Australian Standard 4425 - 1996 - Above Ground Burial Structures, a copy of which should be held on site. New above ground vaults should be permitted only in accordance with the conservation policies contained within this document.

Roman vaults

'Roman' vaults are ordinary graves which have been excavated and lined with masonry but are of insufficient size for the placement of shelves (which occurs in larger vaults). Coffins for placement in Roman vaults need to be lined in lead or zinc. They are placed on top of each other to the limit approved for the depth of the vault.

In outward appearance the Roman vault looks like an ordinary grave, with a desk and slab or other monument above it.

Cremated remains

Waverley Cemetery has responded to the increasing need for memorial sites with the adaption of the site of the early Norfolk Island Pine tree in the central rondel in the early 1960s. This original circular garden has recently been re-designed to allow for new locations for ashes and plaques.

Currently, there are approximately 150 free locations for ashes or plaques in this garden. In addition, a niche wall for the placement of ashes has been located close to the Trafalgar Street boundary, not far from the main entrance to the cemetery.

During 1998, Waverley Council proposed the installation of new niche walls in various locations across the cemetery, but this proposal was abandoned in favour of the creation of the more popular cremation gardens throughout the cemetery instead.

Ashes may also be placed within existing graves, with inscriptions added to existing monuments in the same style as the original, where there is space, or on a discreet plaque fixed to the surround or mounted on a small 'sloper' fixed to the slab on top of the grave. In this way, descendants of those buried in the cemetery are able to have their ashes placed with the remains of their forebears.

It is desirable to increase the available memorial sites to enable the cemetery to take advantage of the growing need for ash interment sites. This will help the cemetery to remain operational, which is the best way to encourage its conservation. An increased number of memorial sites would also increase revenue.

Many historic cemeteries have suffered major visual impacts from the construction of poorly designed and badly located columbaria, niche walls and memorial gardens. Close reference

must be made to the conservation policies contained in this document when proposals for new cremation gardens, niche walls and similar are developed.

8.4.3 Exhumations

While exhumation (the disinterment of human remains) for other than forensic reasons is relatively rare, there are occasions when families wish to have human remains disinterred and transferred to another place for reburial or cremation. In dealing with requests for exhumations Council staff should seek to minimise distress to the family while complying with the legal and health and safety requirements applying to exhumations.

Exhumation may be undertaken at the direction of the courts or the Police for forensic examination, or for purposes of transfer to another place for re-burial or cremation. Remains shall be exhumed in accordance with the provisions of the Public Health Act 1991 and its regulations and in accordance with the relics provisions of the Heritage Act 1977, as amended 1998 (Sections 139-145) and in accordance with any requirements imposed by the Police or the courts.

An Application to Exhume Remains in accordance with the requirements of Clause 37 of the Public Health Regulation 1991 must be completed by the person seeking the exhumation and lodged with the Eastern Suburbs Public Health Unit, Community Health Complex, Joynton Avenue, Zetland, 2017. In the case of transfer of remains from a vault, a similar form, Application to Transfer Remains, with the same lodgement requirements, must be completed.

Either of the above types of application must be accompanied by the following:

- A certified copy of the death certificate;
- A statutory declaration as to the applicant's relationship to the deceased; and, the wishes of the deceased regarding the disposal of their body (if known);
- The appropriate application fee; and
- A Plan of Management for the exhumation. The Plan of Management will cover such issue as: correct protective clothing, provision of barricades around gravesites to exclude public viewing and requirements for documentation. A sample Plan of Management for Exhumations is included at Appendix 12. It was prepared by the Cemeteries and Crematoria Association of New South Wales.

8.5 Obligations Arising from the Burra Charter

The development of the conservation policy should be consistent with the principles, terminology and methodology of the Australia ICOMOS *Burra Charter* (The Charter). The Charter gives guidance on when each degree of change to the fabric is appropriate.

The articles of the *Burra Charter* relevant to developing policy and guidelines for any future work undertaken at Waverley Cemetery are Articles 2-34 (see Appendix A). Particular measures relevant to the site have been identified and included below

- The maximum amount of significant fabric, uses, associations and meanings should be preserved and conserved (Article 3);
- Works to the fabric should be planned and implemented considering relative significance of the elements of the place. Where intervention is unavoidable, it should be carried out on elements of lesser significance in preference to those of higher significance (Article 5.2);
- Alterations to interior spaces, such as obscuring or removal of original finishes, partitioning or construction of new openings and installation of new services should be carried out in spaces of lesser significance to those of higher significance (Article 5.2);
- Uses should, if possible, be related to the cultural significance rather than uses that do not take advantage of the interpretative potential of the place (Article 7).

8.6 Statutory and Non-Statutory Authorities

The following section discusses constraints, opportunities and issues arising from the statutory and non-statutory requirements in summary and includes only the sections relevant

to Waverley Cemetery. This will guide the development of conservation policies and the future development of the site.

8.6.1 Commonwealth Government Level

Building Code of Australia (Environmental Planning and Assessment Act 1979)

The Building Code of Australia sets out minimum construction standards for all new building work undertaken in Australia and specifies the requirements for building constructions issued under the Local Government Act.

An assessment of compliance was not part of the scope of this Plan, therefore an assessment of compliance will need to be undertaken for BCA requirements in terms of fire resistance, access and egress (including provisions for people with disabilities), services and equipment and health and amenities as part of the future adaptive reuses of the site and its built elements individually. In general, when considering the BCA for new works within the heritage buildings, proposals must ensure that significant fabric and spatial qualities are not compromised while full BCA compliance is achieved and users' safety is assured.

The buildings may require changes for compliance with the requirements of the BCA 2013 and the Disability Discrimination Act depending on its future use.

Crown Land Management Act 2016

The *Crown Land Management Act 2016* is responsible for the sustainable and commercial management of Crown land in NSW, including cemeteries and crematoria. The *Crown Land Management Act 2016*, which superseded the *Crown Lands Act 1989*, is intended to implement reforms identified through a comprehensive review of Crown land management. The *Crown Land Management Regulation 2018*, currently in draft form, is a further measure intended to aid Crown land managers, tenure holders and users in their comprehension and implementation of the *Crown Land Management Act 2016*.

Environment Protection and Biodiversity Conservation Act 1999

New Commonwealth heritage legislation came into effect in January 2004. The new legislation established the Australian Heritage Council, replacing the former Australian Heritage Commission. Two new Federal heritage lists have also been established, the National Heritage List, and the Commonwealth Heritage List. The National Heritage List is a register of places with "outstanding heritage value" to the nation and can include places outside Australia. Consent by the Commonwealth Minister for the Environment and Heritage is required for works which will have a significant impact on a national heritage place. The Commonwealth Heritage List is a list of heritage places managed or owned by the Federal Government. The Register of the National Estate is retained as an advisory list.

The Waverley Cemetery site is not listed on the Commonwealth Heritage Register.

Disability Discrimination Act 1992

The Federal Disability Discrimination Act 1992 (D.D.A.) provides protection for everyone in Australia against discrimination based on disability.

8.6.2 State Government Level

NSW Heritage Act 1977 (Amended)

In NSW, the legal protection for items of state heritage significance is afforded by the *Heritage Act, 1977*. Those items of state significance are listed on the State Heritage Register and their inclusion on the register identifies them as possessing values that are important to the NSW community.

The Waverley Cemetery site is listed on the State Heritage Register and therefore the provisions of the *NSW Heritage Act* do apply. The provisions related to the archaeological resource do apply as all potential archaeological site are protected by the *Heritage Act* in NSW.

Site-specific Exemptions

The following site-specific exemptions are detailed under Schedule C of Section 57(2) of the NSW *Heritage Act 1977* for Waverley Cemetery (SHR No.1975) (Appendix C - SHR Form). No additional exemptions are proposed at this stage.

1. Maintenance and Repair

- Manual clearing of paths and drains;
- Maintenance of any roads, paths, signs, fences, drains and buildings where maintenance means the continuous protective care of significant existing materials;
- Hand weeding of grave plots;
- Mowing of lawns and paths;
- Poisoning of weeds by careful spot application of a herbicide not affecting ornamental or symbolic plantings or remnant native vegetation;
- Careful spraying of paths with selective herbicide;
- Remedial tree surgery carried out according to professional horticultural standards;
- Removal of dead, dying or dangerous trees or tree limbs in cases where there is a public safety risk;
- Sympathetic repair and maintenance of existing roads, paths, signs and drains where like-for-like replacement materials are used and consideration is given to the effect of cumulative replacement;
- Suppression of fires in cases of threat to human lives, property or cemetery monuments;
- Repair to fences where like-for-like replacement materials are used;
- Graffiti removal by use of low pressure water and neutral detergents and mild brushing and scrubbing with a soft bristle brush;
- Sympathetic repairs to buildings where like-for-like replacement materials are used and consideration is given to the effect of cumulative replacement; and
- Sympathetic maintenance and repairs to retaining walls using existing like-for-like replacement materials and consideration is given to the effect of cumulative replacement.

2. Use of the Cemetery

- Continued use of existing family vaults;
- Interments, including coffin burials/ash interments in new and/ or existing family allotments. If new memorials are required, memorials are to be in keeping with and sympathetic to the original cemetery style (Victorian/ Edwardian);
- Erection of standard memorials in any areas used by the Armed Services;
- Erection of memorials in family plots remaining in use provided memorials are in keeping with those existing;
- Re-lettering/ addition of inscriptions where this is undertaken in an equivalent and compatible letter type or attachment of panels of other compatible materials to existing monuments;
- Ceremonies, Funerals and gatherings that are consistent with Memorial Services; and
- Organised tours.

3. Minor Activities

- The development of new memorialisation areas which may include the alteration of non-significant structures;
- Change of building use including the alteration of internal non-significant fabric;
- Work programmes as approved from time to time by the Heritage Council of NSW or its delegate; and

- All other activities provided for in a Conservation Management Plan or other Plan of Management (including amendments) endorsed by the Heritage Council in the future.

Archaeology

The heritage significance of any site extends beyond the extant structures. Appropriate management measures should also be taken to ensure the archaeological resource is appropriately investigated and recorded prior to any action which may disturb or remove it. Appropriate management requires the archaeological investigation of areas of sensitivity, and the documentation of relics removed or disturbed.

Any archaeological investigations must consider the breadth of heritage values which may characterise an historical cemetery site. The following excerpt is taken from the Heritage Branch of NSW publication *Assessing Significance for Historical Archaeological Sites and 'Relics'*⁹¹:

Some archaeological sites will also have other heritage values which require careful handling to ensure they do not come into conflict. An example might be an historic cemetery, which may have archaeological research significance which would be best realised by excavation, but also has a high social value and significance to descendants of the dead who want their burial site left untouched. There may be additional groups, apart from specific descendants or family, who for specific religious and theological reasons or from a more general respect for the dead, do not want historic cemeteries disturbed. Thus, the values identified by professional practitioners and researchers may not always align with those of particular 'communities of interest'. Such sites require a sensitive approach and full consultation with affected parties.

Waverley Cemetery, as an historical cemetery, is assessed as having high archaeological research potential. Any applications to undertake archaeological research must, however, be assessed against the full spectrum of heritage values which pertain to the site; particularly those upon which it may impact.

National Parks and Wildlife Act 1974

Legislative management and protection of Aboriginal objects and places comes under the NSW National Parks and Wildlife Act, 1974 and it is an offence under that Act to disturb or otherwise alter Aboriginal objects without the express permission of the Director General of the NSW National Parks and Wildlife Service.

The protection provided to Aboriginal objects and places applies irrespective of the level of their significance or issues of land tenure. Any future development of the Richmond Main Colliery site should be undertaken with due regard. Contractor and subcontractor contracts should also specify obligations which need to be met relating to the National Parks and Wildlife Service.

The National Parks and Wildlife (NPWS) Act, 1974 provides statutory protection for all Aboriginal 'objects' (consisting of any material evidence of the Indigenous occupation of New South Wales) under Section 90 and for 'Aboriginal places' (areas of cultural significance to the Aboriginal community) under Section 84. Aboriginal objects and places are afforded automatic statutory protection in New South Wales whereby it is an offence (without the Minister's consent) to:

- (a) *Damage, deface or destroy Aboriginal sites without the prior consent of the Director-General of the National Parks and Wildlife Service (now the Department of Environment and Conservation).*

The Act defines an Aboriginal object as:

- (b) *any deposit, object or material evidence (not being a handicraft made for sale) relating to the Aboriginal habitation of the area that comprises New South Wales,*

⁹¹ 'Assessing Significance for Historical Archaeological Sites and 'Relics'', Heritage Branch, NSW Department of Planning (2009). Available from <http://www.environment.nsw.gov.au/resources/heritagebranch/heritage/ArchSignificance.pdf>.

being habitation before or concurrent with (or both) the occupation of that area by persons of non-Aboriginal extraction, and includes Aboriginal remains.

The protection provided to Aboriginal objects and places applies irrespective of the level of their significance or issues of land tenure. Any future development on this site should be undertaken with due regard. For further information relating specifically to Aboriginal archaeological constraints, please refer to *Section 8.8.5 - Archaeology*

Cemeteries and Crematoria Act 2013

The purpose of the Cemeteries and Crematoria Act 2013 is to establish a regulatory framework for the management of all cemeteries and crematoria and interment processes in NSW. The Act is relevant to Crown, private and locally owned cemetery sites.

The objects of this Act are as follows:

- (a) to recognise the right of all individuals to a dignified interment and treatment of their remains with dignity and respect;*
- (b) to ensure that the interment practices and beliefs of all religious and cultural groups are respected so that none is disadvantaged and adequate and proper provision is made for all;*
- (c) to ensure that sufficient land is acquired and allocated so that current and future generations have equitable access to interment services;*
- (d) to provide for the operation of a consistent and coherent regime for the governance and regulation of cemeteries and crematoria;*
- (e) to ensure that the operators of cemeteries and crematoria demonstrate satisfactory levels of accountability, transparency and integrity;*
- (f) to ensure that cemeteries and crematoria on Crown land are managed in accordance with the principles of Crown land management specified in section 11 of the Crown Lands Act 1989;*
- (g) to promote environmental sustainability of the interment industry, including provision for natural and private burials;*
- (h) to promote that cost structures for burials and cremations are transparent across all sectors of the interment industry; and*
- (i) to promote affordable and accessible interment practices, particularly for those of limited means.*

National Construction Code (incorporating Building Code of Australia)

The National Construction Code (NCC) incorporates the Building Code of Australia (BCA). It is a national set of building regulations with some state-specific variations, including mandatory performance requirements for fire protection, fire warning, and egress, equality of access and equal provision of facilities.

Compliance with such building regulations should be achieved using the objectives and performance requirements of the regulations, rather than deemed-to-satisfy provisions. The BCA permits alternatives to its deemed-to-satisfy requirements provided that these can be demonstrated to achieve at least the same level of compliance with its performance requirements. Changes to the Richmond Main Colliery site to achieve fire safety may be acceptable provided they occur in areas of lower rather than higher significance and all alternatives are conscientiously—and demonstrably—investigated.

State Environmental Planning Policy (SEPP) Exempt and Complying Development Codes

The SEPP Exempt and Complying Development Codes, whereby some development with minimal impact can be undertaken without consent,

Refer:

http://www.planning.nsw.gov.au/Portals/0/BuildingInNSW/EC/EC_POLICY_1_1_OVERVIEW_EXEMPT_DEVELOPMENT.pdf

8.6.3 Local Government Level

The grounds of Waverley Cemetery are listed as an item of local landscape significance under Schedule 5 of the Waverley LEP 2012 (item C66). "Two gothic derived styling, rusticated stone buildings within Waverley Cemetery", at 44A Thomas Street, and "Granite horse troughs", at St Thomas Street (outside Waverley Cemetery), are listed as items of local heritage significance under Schedule 5 of the Waverley LEP 2012 (items I343 and I515 respectively).

Submission of a Development Application to the local government authority for approval to erect, alter or demolish a building or to change the use of the site, structures, or buildings applies to the subject site. The relevant statutory controls for Waverley Cemetery are the Waverley Local Environment Plan (LEP) 2012 and Waverley Development Control Plan (DCP) 2012.

Environmental Planning and Assessment Act 1997 (Amendment)

Submission of a Development Application to the local government for approval to erect, alter or demolish a building or to change the use of the site or any building on the site does apply to Waverley Cemetery.

8.6.4 Non-Statutory Listing

National Trust of Australia (NSW)

The National Trust of Australia (NSW) has assembled a Register of heritage items and conservation areas. The National Trust Register is a respected guide to items of cultural significance. Listing on the Trust's Register does not hold any statutory control but indicates sites' heritage value for the community. Waverley Cemetery was listed by the National Trust in 1980.

Register of the National Estate

The Register of the National Estate is a list of natural, Indigenous and historic heritage places throughout Australia. The Register was originally established under the Australian Heritage Commission Act 1975 (repealed). It was closed in 2007 and is maintained on a non-statutory basis as a publicly available archive and educational resource.

The Register of the National Estate (RNE) is now an archive of information about more than 13,000 places throughout Australia.

Waverley Cemetery is listed on the Register of the National Estate (Place ID. 002474).

8.7 Client's Requirements

Waverley Council is the owner of Waverley Cemetery and has commissioned this update of the 2003 CMP for the continued active operation of the cemetery. Waverley Council intends to continue the operation of the cemetery along the same self-funded model as at present. Waverley Council is also considering policies and models to extend the active life of the cemetery, especially with regard to creating additional space for continued burials. The policies that may be considered include re-use of graves, adaptive re-use of buildings, and consideration of the best use of existing space for more burials/cremations.

8.8 Other Issues

8.8.1 Access

An access assessment of the Waverley Cemetery site is not considered part of the scope of this CMP. However, the subject site has both vehicular and pedestrian access from the corner of St Thomas Street and Trafalgar Street, as well as from the coastal path to the east of the cemetery. Any modifications in relation to access will need to avoid impact on fabric of Exceptional or High significance.

Following the major destructive storm in 2016, diversions from the damaged part of the cemetery and the coastal path have been installed, although these are not always observed

or used by the public. Vigilance is required to ensure that members of the public remain safe while the diversion is in operation.

8.8.2 Services

A condition assessment was not carried during the preparation of this CMP. Services including those such as telecommunications and fire upgrading which change due to technology and legislation will need to avoid impact on original fabric in both external and internal areas of the buildings.

The state of services in the buildings on the site was assessed in a Strategic Asset Management Plan (SAMP) - Building Report commissioned by Waverley Council from Asset Technologies Pacific in 2005. It is recommended that the SAMP and its findings be reviewed and the state of services reassessed.

8.8.3 Security

Monuments at the Waverley Cemetery site have suffered from vandalism in the past, which means that there are opportunities to improve security and monitoring of the site. The site is accessible to members of the public who use it not only to visit the resting places of family and friends but also as a place for recreation. It is recommended that the cemetery's security policy be reviewed and updated to ensure that there are few opportunities for additional occurrences of vandalism on the site.

8.8.4 Curtilage

The physical curtilage of the Waverley Cemetery site may be defined as its boundaries within Trafalgar Street, St Thomas Street, Boundary Street, and the Pacific Ocean. The existing physical curtilage of the site is defined by the NSW Land Titles as Lot 1877, Deposited Plan 1173589.

As all of the space within these boundaries has been used for both historic and modern burials, reduction of the curtilage cannot be considered.

The SHR listed curtilage of the site is of the site is described in the following plan and is also defined by the physical boundaries of the site.



State Heritage Register - SHR 1975, Plan 2723
Waverley Cemetery
St. Thomas Street, Bronte

Gazettal Date: 28 October 2016

0 100 200 300 400 Metres

Scale: 1:5,000

Datum/Projection: GCS GDA 1994



Legend

- SHR Curtilage
- Land Parcels
- Roads
- Railways
- LGAs
- Suburbs

Figure 227: State Heritage Register curtilage of Waverley Cemetery (SHR no. 01975). (Source: NSW State Heritage Inventory)

The visual curtilage of the site is explored in detail in Section 3.6.

8.8.5 Archaeology

Aboriginal Archaeology

In relation to the Aboriginal archaeological potential of the Waverley Cemetery site, the *Due Diligence Code of Practice for the Protection of Aboriginal Objects in New South Wales*⁹² specifies the minimum requirements for conducting due diligence to determine whether sites or objects of Aboriginal heritage significance may be present. The Due Diligence process involves answering a series of questions, which have been addressed here in relation to the Waverley Cemetery site:

1. Will the activity disturb the ground surface?

Any works which would disturb the ground surface within the curtilage of Waverley Cemetery and where there is uncertainty as to whether these may constitute harm to objects and/or sites of Aboriginal heritage significance would need to refer to the *Code of Practice for Archaeological Investigation of Aboriginal Objects in New South Wales*.⁹³

2. Have you searched the AHIMS database and any other sources of information of which you are already aware?

A search of the Aboriginal Heritage Information Management System (AHIMS) has not indicated the presence of any Aboriginal sites within the curtilage of the Waverley Cemetery (Lot 1877 DP 1173589).

In 2003 Waverley Council commissioned Dominic Steele Consulting to undertake an Aboriginal heritage assessment of Waverley Cemetery.⁹⁴ This study included background research into archaeology and historical Aboriginal association with the place, a site survey, and consultation with the Aboriginal community. The study found no previously recorded Aboriginal sites within the study area, nor did it find any sites that had not been previously recorded. However, it was noted that some areas of cliff-top retained some archaeological sensitivity as they have the potential to contain axe-grinding grooves or rock engravings which were covered at the time of the study. The study recommended that any future works in these areas be monitored by the Aboriginal community. In addition, a subsequent study that considered the wider Waverley LGA noted that the Ebsworth family, who were the past owners of Bronte House, were Aboriginal, from Bourke.⁹⁵ Some members of this family may be buried at Waverley Cemetery.

3. Are any of the following landscape features (which are indicative of the presence of Aboriginal objects) present?

- within 200 metres of water
- within a sand dune system
- on a ridge top, ridge line or headland
- within 200 metres below or above a cliff face; and
- within 20 metres of or in a cave, rock shelter or a cave mouth.

Waverley Cemetery is located on a headland and/or cliff face within 200 metres of water and, potentially, within 20 metres of a rock shelter or cave mouth. Its landscape setting is therefore indicative of the likely presence of objects and sites of Aboriginal heritage significance.

According to the code, however, the location must also be on land that is not 'disturbed'. Disturbed land is defined in the Code as follows:

*...has been the subject of a human activity that has changed the land's surface, being changes that remain clear and observable.*⁹⁶

The majority of Waverley Cemetery has been extensively worked and would therefore constitute 'disturbed' land, which is unlikely to contain Aboriginal objects. The exception to this would be that component of the site which is closest to the cliff-face and which, to date, has been subject to the least human interference (see *Section 5.2*). This is also consistent with the findings in Dominic Steele's 2003 study.

⁹² NSW Department of Environment, Climate Change and Water (2010)

⁹³ Part 6, *National Parks and Wildlife Act 1974*

⁹⁴ Waverley Aboriginal Cultural Heritage Study, Dominic Steele (2003)

⁹⁵ Ibid. p.91, note 49.

⁹⁶

4. Can harm to Aboriginal objects listed on AHIMS or identified by other sources of information be avoided?

The above Due Diligence assessment has indicated that, while there are no recorded Aboriginal sites within the curtilage of Waverley cemetery, the landscape context suggests that there is potential for their presence within the vicinity of the cliff-face. Dominic Steele's 2003 study also identified the cliff-face as an area of potential archaeological sensitivity.

Based on these observations, there is reason to believe that any future works which would involve ground disturbance at the Waverley Cemetery site, particularly within the vicinity of the cliff face, could result in harm to objects and/or sites of Aboriginal heritage significance. It is therefore recommended that reference initially be made to the *Code of Practice for Archaeological Investigation of Aboriginal Objects in NSW*⁹⁷ and *Guide to investigating, assessing and reporting on Aboriginal cultural heritage in NSW*.⁹⁸

Non-Aboriginal Archaeology

By its nature, the whole of Waverley Cemetery may be considered a historical archaeological site. All cemeteries are of archaeological significance as any changes to their physical fabric over the history of their use provide physical evidence for the evolution of social attitudes and cultural norms related to death. Monuments, memorials, and other examples of grave architecture, along with their inscriptions, also provide such evidence and record changes in fashions and cultural preferences. As grave architecture is unlikely to change despite the popularity of new fashions, monuments and memorials serve as a permanent record of the evolution of attitudes, norms, and preferences, and therefore constitute an invaluable resource for historical research.

Waverley, like other historical cemeteries throughout Australia, has significant archaeological research potential to address questions relating to:

- past mortuary practices;
- monument designs and symbolism;
- health, demography and population statistics;
- class, ethnicity, religion and gender;
- specific historic events;
- specific individuals of historical note; and
- the historical development of the site.

Addressing these questions can be satisfied through various means and may include:

- large-scale quantitative analysis of the monuments and graves;
- targeted analysis of individual monuments, interments and skeletal remains; and
- survey and GPR to identify sub-surface anomalies (e.g. the former quarry site).

Archaeology has an important role to play in further understanding the historical development of Waverley Cemetery. It has the potential to reveal a great deal about Victorian/Edwardian-era Sydney society and the many prominent individuals that nominated it as their final resting place. It is therefore recommended that opportunities for archaeological research be pursued, but that they adhere strictly to relevant legislation and heritage controls, as detailed above (8.6.2).

8.8.6 Interpretation

There is currently little interpretation regarding the history and heritage of the site in place, beyond rudimentary signs in poor condition that point to the locations of some famous burials (for example, the grave of Henry Lawson, Figure 228).

There are many opportunities, using information provided in this CMP and through undertaking further historical research (e.g. examination of the archival material on site), to

⁹⁷ Part 6, *National Parks and Wildlife Act 1974*

⁹⁸ *Ibid.*

provide interactive interpretive media, interpretive signs or displays at key locations throughout the site. The main focus for the interpretative media should be the historical development of the Waverley Cemetery site in general and historically significant graves, especially where these hold the remains of persons significant to the history of NSW and Australia. It is also important to acknowledge the original Indigenous occupants of the site and to express the significance of the site to the Aboriginal community.

The selected locations for interpretive signage should be easily accessible, well frequented, and relate visually to the elements of heritage significance. Interpretation activities should be coordinated by an Interpretation Strategy or Plan, which would determine which stories are told where, how the interpretation stations are identified and cross referenced, and the range of most appropriate presentation approaches to use, such as signage, photograph and text display panels, both externally and internally.

Interpretive displays should include annotated plans of the cemetery marking significant features and monuments, and historic photographs showing the development of the cemetery, its use throughout history, and the original appearance of major monuments. Reproductions of some photographs that may be used have been included in Section 3 of this CMP, and others may be sourced from the Local Studies department at Waverley Library, the digitised holdings of the NSW State Library and the National Library of Australia on Trove, and within historical newspaper articles, also available in the Trove database.

An exhibition which collates historic research materials and describes and illustrates the physical and cultural history of the cemetery should be curated and displayed on site. The setting for such an exhibition may be the cemetery lodge building.

A book which outlines the history of the cemetery could be developed in conjunction with any exhibition.

An updated cemetery map should be produced and printed versions should be available at the cemetery office or in an accessible location in the covered porch adjacent to the office. It should include the names of the internal cemetery roads, the locations of accessible entrances and toilets, the gradients of cemetery roads, and the locations of significant monuments, features and trees.

Brochures should be developed to accompany the themed guided tours conducted by the Cemetery Manager and community groups. Applications (Apps) and other forms of digital media should be developed to increase public engagement with the site. These could build upon the themes which have previously been established.

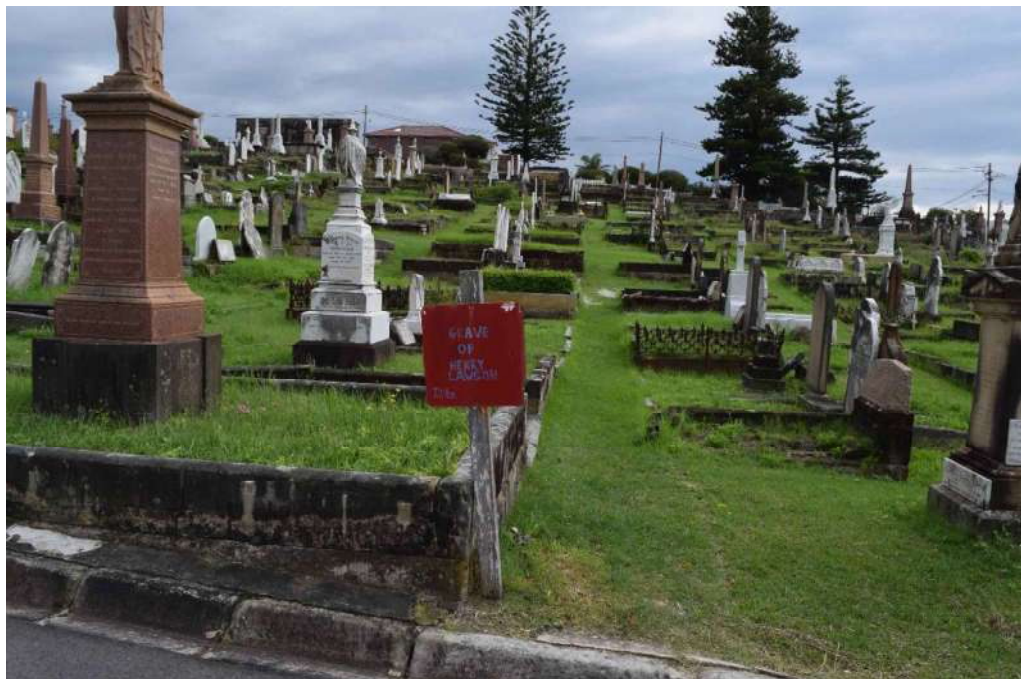


Figure 228: Limited interpretation related to the grave of renowned Australian poet, Henry Lawson.

8.9 Other Stakeholders - Community Expectations

In general, the local and state communities expect that the Waverley Cemetery site will be preserved while remaining operational. However, there has been controversy relating to the future development of the site and the sources of its future revenue. At the time of preparation of this CMP community expectations range from those who favour limited on-site development and intervention, to those who favour a more commercial strategy for the cemetery going forward. The State Heritage listing of the site has permanently precluded any major new development on the site, however; the community is united in its interest to see the cemetery continue its active operation as a burial ground.

8.10 Further Research

The cemetery's archives contain an invaluable range of information pertaining to the development and operation of the cemetery since its establishment in 1877 through the 150 years of its use. While a general history of the cemetery is known and has been presented in this CMP as well as previous documents, expansion and the addition of detail is always possible, as is the development of genealogies and individual family histories. Therefore, investigation and research of these archives is encouraged and should be made possible to special interest groups and members of the public.

The Waverley Local Studies library also has a number of resources that provide specific information about the various monuments and graves located within the site detailing information about their history, development and style. This includes the following reports:

- Pollock, Zoe, A Garden for the Dead: The History of Waverley Cemetery, 2 June 2003;
- Reinhard, Geoff, Coastal Walk Upgrade at Waverley Cemetery: Project Scoping Paper, June 2005;
- Garton, Valerie B, A Survey of Waverley Cemetery 1877-1996, assignment for Local History, University of New England, 1996.

It is also understood that in 1996 the Society of Australian Genealogists had engaged in a project to transcribe the headstones located within the Waverley Cemetery site.



Section 5

9. Conservation Policies

9.1 Preamble

Places of cultural significance enrich people's lives, often providing a deep and inspirational sense of connection to community and landscape, to the past and to lived experiences. They are historical records that are important as tangible expressions of Australian identity and experience. Places of cultural significance reflect the diversity of our communities, telling us about who we are and the past that has formed us and the Australian landscape. They are irreplaceable and precious.

This chapter presents a series of general conservation policies aimed to guide protection of and new work in the Waverley Cemetery site and to ensure the long-term conservation of the site's heritage significance in general and that of its individual significant elements. Consideration has also been given to significant views and vistas and the curtilage of the site. These policies are to be referred to in the preparation and implementation of plans for the ongoing use of the site and buildings.

All policies are numbered sequentially and include procedural matters, significant fabric management and appropriate recommendations. Conservation policies from the 2003 CMP by Allan Jack + Cottier have been incorporated where considered relevant (in grey italics). As a landscape assessment was beyond the scope of this CMP, policies for conservation and management of significant landscape elements have not been included. It is recommended that a renewed landscape heritage assessment be undertaken by a qualified heritage landscape consultant.

9.2 Definitions

The Burra Charter identifies and defines a number of terms and concepts crucial to the development of policies for the conservation of a place. The following are some of the important terms used in the following conservation policy section.

Cultural Significance	Aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects.
Fabric	All the physical material of the place including elements, fixtures, contents, and objects.
Conservation	All process of looking after a place so as it retains its cultural significance.
Maintenance	The continuous protective care of a place and its setting. Maintenance is to be distinguished from repair which involves restoration or reconstruction.
Preservation	Maintaining a place in its existing state and retarding deterioration.
Restoration	Returning a place to a known earlier state by removing accretions or by reassembling existing elements without the introduction of new material.
Reconstruction	Returning a place to a known earlier state and is distinguished from restoration by the introduction of new material.
Adaption	Changing a place to suit the existing use or a proposed use.
Interpretation	All the ways of presenting the cultural significance of a place.

9.3 Significant Fabric

In the Assessment of Significance, the building and its elements were graded according to their relative significance. The following fabric rankings and definitions have been adopted for this Plan:

Fabric Ranking	Management and Actions
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Exceptional	Preserve, restore, maintain all items and record relevant processes, subject to physical constraints, the approach principles to level of intervention provided in Section 8.4 – Site Specific Policies, and detailed specific conservation policies below. If adaptation is necessary for the continued use of the place, minimise intervention, removal or obscuring of significance. All intervention should be reversible and archivally recorded.
High	Preserve, restore, maintain all items and record relevant processes, subject to physical constraints and detailed specific conservation policies below. Opportunity for adaptive reuse to preserve the ongoing viability of the place provided that any significance is retained or revealed. All intervention should be archivally recorded.
Moderate	Elements that should be conserved, subject to physical constraints, and where safety and structural requirements and resources permit retention. There is opportunity for adaptive reuse or partial removal to preserve ongoing viability of the place, particularly if it reveals significance of a higher level. All intervention should be archivally recorded.
Little	Retain, recycle, add compatible new elements and/or remove as necessary for adaptive reuse, ongoing viability or in order to reveal significance of a higher level.
Intrusive	Remove or modify, in long term to reduce adverse impact.

While each of the above represents a level of significance, when referring throughout this document to “significant fabric”, it is implied that general reference is being made to fabric of Exceptional, High and Moderate significance.

It should also be noted that the above definitions also act as general conservation policies for appropriate treatment of different significance levels of fabric/elements; where fabric has been graded, the grading carries with it a general guideline as to how it is to be conserved, adapted, or removed.

9.4 General Policies

9.4.1 Principal Conservation Policy

Policy 1	Future conservation, adaptive reuse works and development is to be undertaken in accordance with <i>The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013</i> .
Policy 2	This Conservation Management Plan is to be endorsed as the main guide to future planning, management and work on the site. This Conservation Management Plan should be submitted to Waverley Council for endorsement and is to be reviewed at least every ten years, or in the event of substantial changes to the site, or whenever new information comes to light such as to warrant an update of the document.
Policy 3	The Statement of Significance and Schedule of Significant Elements (Section 7), are to be adopted as a basis for future decision making, planning and work on the site.
Policy 4	It is to be a standard practice for all works to be carried out to the site in accordance with this CMP policies and recommendations.
Policy 5	This document is to be made available to the wider public. Copies should be provided to Waverley Council Library, the Heritage Division of the Office of Environment and Heritage and the State Library of NSW.

9.4.2 Conservation Process

Policy 6	All future actions or works including reconstruction, restoration, preservation, maintenance, repair, new works and uses are to be guided by the principles of the <i>The Burra Charter: The Australia ICOMOS Charter for Places of Cultural</i>
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	<i>Significance, 2013</i> .and employ the recommended processes of investigation, assessment and management.
Policy 7	The definitions of particular conservation processes provided in Section 9.2 also act as general policies guiding the treatment of fabric. Fabric grading is to guide the conservation of significant elements and fabric of the place while the ranking of a specific element of fabric carries with it a general policy for its treatment.
Policy 8	Appropriate conservation processes for individual elements of the site including spaces, fabric, finishes and fittings is to be determined having regard to their relative significance. Unless prevented by essential structural safety and conservation considerations due to the condition of the fabric, individual elements are to be managed according to tables located in Section 7.6.2.
Policy 9	All surviving original building fabric and other fabric identified as being of Exceptional or High significance tables and plans located in Section 7.6.2 is to be conserved and interpreted as part of the future use and development of the site.
Policy 10	Ensure continued maintenance of the sites' fabric, services and systems to prevent or minimise the deterioration of fabric.
Policy 11	Relevant and experienced professional conservation advice should be provided for all documentation, conservation and repair work proposals and programs related to the subject site. Any repair, reinstatement and restoration of significant elements is to be based on the existing available evidence matching the materials and detailing of the original.
Policy 12	All works are to be carried out in accordance with a Schedule of Conservation Works prepared by a built heritage specialist.
Policy 13	Proposals involving physical intervention on elements graded as being of Exceptional and High significance are to be accompanied by a Heritage Impact Statement (HIS) that assesses the likely impacts of the proposed works regarding Conservation Policies of this CMP and relevant statutory controls, unless the works are allowed under the Site-Specific Exemptions granted by the Minister for Heritage.
Policy 14	Further historical research is to be carried out as part of continued efforts to learn as much as possible about the original appearance and finishes of various parts of the site. The findings of such research may possibly inform future conservation works of elements within Waverley Cemetery.

9.4.3 Conservation of Fabric

Policy 15	Properties listed on the State Heritage Register are required to be maintained in accordance with Section 118 of the <i>Heritage Act 1977</i> . The <i>Minimum Standards of Maintenance and Repair</i> require weatherproofing; fire protection; security; and essential maintenance and repair. http://www.legislation.nsw.gov.au/#/view/act/1977/136/part6/div5/sec118
Policy 16	A regular maintenance program that will guide the future maintenance of the site should be followed, see Appendix B: Long Term Maintenance Plan.
Policy 17	Elements identified in Section 7.6.2 as being of High and Exceptional significance are to be conserved. Any future works affecting these components are to respect and be visually compatible with their general architectural and aesthetic character.
Policy 18	Fabric assessed as having High and Exceptional significance is to be retained in situ and conserved. Any adaptive reuse necessary to ensure the continued use of the office and the other building, or change, removal or obscuring of significant fabric should be minimised and all future changes to fabric of High significance should be reversible as far as practicable.
Policy 19	Fabric evaluated as having Moderate significance may be retained or removed, provided that removal does not cause damage to fabric of High or Exceptional significance. Elements that have been identified as being intrusive in Section 6 of this CMP should be removed or modified to reduce the intrusion.

Policy 20	Damage to significant fabric is to be repaired wherever practicable. Any significant fabric that cannot be adequately or appropriately repaired may be replaced. New replacement elements are to be based upon the design and configuration of the original element and following the advice of a built heritage specialist.
Policy 21	The exterior of the office and residence buildings within the Waverley Cemetery site are to be respected and not compromised by future unsympathetic alterations or modifications.
Policy 22	The approach to the conservation of individual built elements within the subject site is to be in accordance with their relative significance and individual ranking, and be one of minimal intervention, with the philosophy of 'do as much as necessary, but as little as possible' being a primary consideration.
Policy 23	The adaptation and use of office and residence building must not conflict with or be detrimental to the cultural significance of the site as a whole. This should be combined with the policy for adaptation
Policy 24	New work to the office and residence building is to be readily identifiable as new work but simultaneously sympathetic to the cultural significance of significant fabric. New work is to be of a high quality and is to complement and not compromise the architectural and aesthetic integrity of the significant components of the buildings.
Policy 25	Should new services or alterations to the existing services be required, these are to be installed with as little impact upon significant fabric as possible and be reversible. Where changes are proposed to services these are to occur in areas that have already been altered and are to use existing service lines and spaces.
Policy 26	Existing plantings and trees are to be documented by an appropriately qualified landscape specialist to incorporate their significance and conditions to guide future management. New plantings shall be sympathetic to the nature and maturity of the existing trees and plant material on site, the buildings, use of the buildings and views.
Policy 27	Conservation of landscape features is to be guided by the landscape specialists' reporting. Re-landscaping is acceptable, provided it is appropriate to the area and does not damage building fabric (e.g. the activity of tree roots, trunks and limbs, the raising of soil levels, and increased moisture and salts due to watering) or significant views.

9.4.4 Quality and Integrity of New Work

Policy 29	The policies set out in this document are to be applied irrespective of the use to which the office and residence building are put. Before any major works are undertaken, review all available documentary and physical evidence in order to guide effective conservation work.
Policy 30	The planning, design and supervision of any changes to the building fabric or any future development associated with the place is to be undertaken in conjunction with persons having relevant expertise and experience in building conservation projects and under the supervision of a suitably qualified heritage architect.

9.4.5 Curtilage and Setting

Policy 31	The curtilage of the site, which is defined by its lot boundary, cannot be modified as it contains historic and modern burials.
Policy 32	Significant views identified in Section 3.6 are to remain uninterrupted by other developments. Open landscape vistas are to be protected from encroachment.
Policy 33	The visual setting of the site shall be maintained and enhanced. Any works carried out to the ground must not adversely affect the setting.
Policy 34	The construction of buildings exceeding two storeys along the streets surrounding the Cemetery should be discouraged by Waverley Council.

Policy 35	Any new works, such as the closure of existing roads, should be designed in a way to allow for the preservation and interpretation of significant spaces and be readily identifiable as new work.
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9.5 Site-Specific Policies

As an operational cemetery, funeral activities involving graves and interments at Waverley Cemetery are subject to the *Cemeteries Act 1986*, by-laws and other internal policies. Nonetheless, the following conservation policies consider funeral activities relating to graves and ash interments from the perspective of heritage conservation to ensure that heritage values are preserved.

9.5.1 General

Policy 36	Any work carried out in Waverley Cemetery should not diminish the known heritage values.
Policy 37	Efforts should be made to consult with the relevant family of those buried prior to major repair or restoration work being undertaken. Any conservation works proposed by grave owners or family members are not to be undertaken without prior consultation with Waverley Council.
Policy 38	All graves and memorials are to be regarded as important cultural objects and all conservation work to ensure their future retention, and the cemetery as a whole, must be undertaken using minimum intervention.
Policy 39	The setting of Waverley Cemetery is to be retained and intrusive vegetation removed or appropriately managed.
Policy 40	Subsurface archaeological features should not be disturbed, except for the standard process of interment, or where it is required for structural purposes or exposing significant original features.
Policy 41	Waverley Cemetery historic records should be kept in an appropriate archive.
Policy 42	A detailed assessment of the individual graves and their individual significance is to be undertaken. This assessment is to inform any future works to the graves.
Policy 43	The existing layout of the Waverley Cemetery site is to be maintained.
Policy 44	Reconstruction of graves, memorials and cemetery elements should not be based on conjecture

9.5.2 Graves and Ash Interments

Policy 45	Graves, ash interments, and their associated monuments and plaques must not be disturbed or moved
Policy 46	In order that continued operation be sustainable, it may become necessary to re-use graves. If exhumation or re-use of graves is necessary, re-burial should occur in the original location. Any proposed exhumation and grave reuse must not be undertaken until a detailed assessment of the individual graves and their significance has occurred. Graves and monuments identified as exceptional or high significance are not to be disturbed. Consultation with family members is also required.
Policy 47	Elements of grave architecture, or artefacts, should not be separated from the interment to which they are related.
Policy 48	In the interests of research and scientific recording, a qualified historical archaeologist with experience in anthropological analysis should be present during the exhumation to record data and details of the original burial, including condition of the remains, their orientation, whether artefacts were interred with the deceased, and if so, the nature of those artefacts.

9.5.3 Existing monuments and memorials

Policy 49	Monuments, including their details, finishes and original plantings, where these exist, should be retained and conserved in situ.
Policy 50	Monuments should only be removed from the site if this is essential for the conservation of the historic fabric. Such removal would require the approval of the NSW Heritage Council and Waverley Council.
Policy 51	Where possible, loose sections of monumental stonemasonry should be re-fixed in their original locations. Alternatively, loose sections of monumental stonemasonry should be neatly stacked as close as possible to their original locations to minimise the likelihood of their loss, until such a time when they can be re-fixed.
Policy 52	Loose sections of monumental stonemasonry located in the stockpile site at the base of the cemetery should be identified and reinstated in their original locations or within their original plots. Damaged or loose components of monuments should be stored in situ with pieces labelled and arranged in a manner that minimises risk of further loss, damage or deterioration.
Policy 53	Any headstones that have fallen or have been broken should be repositioned upright to avoid erosion of the stone and the inscription.
Policy 54	The Friends of Waverley Cemetery should continue the current program of assessment of the physical condition and significance of the monuments in the cemetery. When complete, this survey should be used to prioritise conservation works to the cemetery's monuments and to revise the policies contained in this section.
Policy 55	Repairs and restoration works to existing monuments should be carried out with reference to the guidelines in the National Trust Guidelines for Cemetery Conservation (second edition 2009).
Policy 56	For specific problems relating to the repair of historic monuments, Council should seek the specialist advice of the National Trust Cemeteries Conservation Committee.
Policy 57	Damaged monuments should be repaired by stonemasons or monumental masons who have experience in conservation work.

9.5.4 New Monuments and Memorials

Policy 58	Conservation of the heritage significance of the cemetery must be of paramount importance in the granting of approvals for new monuments. The locations, sizes, design and materials of new monuments and stonemasonry devices must continue to be controlled to ensure that they have no adverse impact on the cemetery's cultural significant or significant fabric. In particular, the location of new vaults must be very carefully considered.
Policy 59	Materials for new monuments should be consistent with those prevalent in the cemetery (marble and sandstone). They should also be suitable for the coastal conditions of the site.
Policy 60	Some recent monuments are inconsistent with the style prevalent in the cemetery in their design and materials (for example, rose and black granite). Due to their significance to the deceased's families, these must be retained, however, new monuments of the same materials should be actively discouraged.
Policy 61	Dimensions of new monuments must be consistent with other monuments in the cemetery.
Policy 62	Inscriptions added to existing monuments must be in the same style as the original where there is space. If there is insufficient room on the monument, a discreet plaque should be fixed to the surround or mounted on a small 'sloper' fixed to the slab on top of the grave.
Policy 63	All monuments should be constructed in accordance with Australian Standard AS 4204 1994 - Headstones and Monuments.

Policy 64	Monuments should be fabricated and installed by stonemasons or monumental masons with experience working in cemeteries of heritage significance.
Policy 65	A new memorial should be installed in an appropriate location, which recognises the unmarked graves of neonatally-deceased and stillborn babies located in Section 18

9.5.5 Buildings and Other Structures Generally

Policy 66	Significant buildings and other structures, marked Exceptional or High in the Table of Significant Elements, should be retained and conserved. Where they are missing or damaged, original details and finishes to significant buildings and structures should be restored or reconstructed.
Policy 67	Separate conservation plans, prepared by suitably qualified conservation professionals, should be prepared to guide the conservation, management, use and interpretation of the office building, residence/lodge, and monuments of Exceptional or High significance, prior to any major works or significant changes of use taking place
Policy 68	<p>A Statement of Heritage Impact, prepared by a suitably qualified conservation professional, should be prepared before any work is undertaken on the following items:</p> <ul style="list-style-type: none"> ■ Main entrance fence and gates; ■ Sandstone shelters; ■ Sandstone retaining walls; ■ Boundary fences and walls; ■ Sandstone kerbs and gutters; ■ Amenities building adjacent to the Trafalgar Street boundary; ■ Former toilet building adjacent to the Trafalgar Street boundary; ■ Toilet block adjacent to the St Thomas Street boundary.
Policy 69	Any works involving conservation or alteration of existing buildings and structures should be carried out in accordance with the other conservation policies contained in this document and with development consent in accordance with Clause 5.10 of the Waverley Local Environment Plan 2012.
Policy 70	Works to buildings and other structures, such as upgrade works, maintenance or adaptive re-use, should be documented and administered only by architects with a background in heritage conservation and should be carried out by contractors with appropriate skills and experience in the relevant traditional trades required.
Policy 71	Conservation works to buildings and other structures should be prioritised.
Policy 72	Works should be carried out in accordance with a Schedule of Conservation Works that should be prepared by a built heritage specialist.

9.5.6 Shelters

Policy 73	Shelters within the cemetery should be retained and conserved as a general rule. Exceptions may be considered for some shelters subject to the findings of separate significance assessments, if their removal or demolition will permit works which assist the cemetery to remain operational or will reveal fabric of greater significance.
Policy 74	Stonework to the shelters should be conserved.
Policy 75	Graffiti on the stonework should be removed.
Policy 76	PVC downpipes and gutters should be replaced with painted galvanised steel or copper materials, as appropriate.
Policy 77	Timber seats to shelters should be retained and conserved in situ.

Policy 78	Original roof structure and cladding to shelters should be retained and conserved. Where structure or cladding is missing or damaged, it should be restored or reconstructed to match original details.
Policy 79	Excessive areas of concrete paving that has been laid up to the external walls of shelters should be removed to allow the stone to 'breathe' and to improve the shelters' settings.
Policy 80	Works to the shelters should be carried out in accordance with a Schedule of Conservation Works that should be prepared by a built heritage specialist.

9.5.7 Office Building

Policy 81	The office building should be retained and conserved and should continue to be used as the cemetery office.
Policy 82	Works to the cemetery Office Building should be carried out in accordance with a Schedule of Conservation Works that should be prepared by a built heritage specialist.
Policy 83	The office building may be modified to achieve compliance with the Disability Discrimination Act but this must be undertaken in a way that ensures there are no adverse impacts on the building's significant fabric.

9.5.8 Residence

Policy 84	The residence building should be retained and conserved.
Policy 85	Works to the residence building should be carried out in accordance with a Schedule of Conservation Works that should be prepared by a built heritage specialist.
Policy 86	The residence may be adapted for new uses, such as a space for exhibitions, research, education, or public meetings, or as a reception area associated with memorial services, as long as the alternative use has no adverse impact on the significant fabric of the building.
Policy 87	If new uses require the building to be modified to achieve compliance with the Disability Discrimination Act or Building Code of Australia, these modifications must be undertaken to ensure there are no adverse impacts on the building's significant fabric.

9.5.9 Amenities Building and Toilet Block (Trafalgar Street)

Policy 88	The amenities building along the Trafalgar Street boundary and the toilet block adjacent to the office building may be modified so that they may accommodate functions which will assist the cemetery's operation. For example, the top floor could be adapted to provide a meeting room for community groups or a research room in which copies of all archival material could be kept.
Policy 89	Works to the amenities building and toilet block should be carried out in accordance with a Schedule of Conservation Works that should be prepared by a built heritage specialist.

9.5.10 Ladies' Toilet Block (St Thomas Street)

Policy 90	The ladies' toilet block adjacent to the St Thomas Street boundary may be modified to accommodate an accessible toilet facility.
Policy 91	Works to the ladies' toilet block should be carried out in accordance with a Schedule of Conservation Works that should be prepared by a built heritage specialist.

9.5.11 Roads

Policy 92	The layout of the Waverley Cemetery site, with associated denominations and various sections, reflecting the subdivision and historical development of the site, is considered an essential component to its significance. The layout therefore is to be retained and the various sections conserved according to their significance ranking. Where sections of the original road layout are closed, these will need to remain clearly demarcated and easily interpretable.
Policy 93	No further roads or paths should be closed for the creation of law cemetery areas or for other purposes.
Policy 94	Roads that have been affected by subsidence of the ground should be repaired in accordance with a specification prepared by a civil engineer or appropriately qualified specialist.
Policy 95	Asphalt surfaces to roads should be relaid where degraded. The composition of the new asphalt should be specified by a qualified conservation professional, preferably a materials conservator.
Policy 96	Weeds to road surfaces should be removed on a regular basis.

9.5.12 Kerbs, gutters and drains

Policy 97	Sandstone kerbs, gutters, drain and drain covers should be retained and conserved.
Policy 98	Where original sandstone kerbs and gutters have been replaced with concrete, the concrete kerbs and gutters should be replaced with sandstone kerbs and gutters to match original details.
Policy 99	Where their locations indicate the position of former roads which subsequently have been closed, concrete kerbs and gutters should be retained and conserved.
Policy 100	Where the physical condition of sandstone kerbs and gutters, drains and drain covers makes replacement necessary, they should be detailed to match the original elements. In particular, sandstone should match the original stone as closely as possible.
Policy 101	Where they have dislodged, sandstone kerbs, gutters and drain covers should be re-laid to correct falls and joints and depressions should be re-pointed to ensure adequate water run-off. Mortar used for re-pointing should be of an appropriate mix with a low cement content.
Policy 102	Where sandstone kerbs and gutters need to be removed temporarily to allow for consolidation or levelling of substrate, they should be reinstated in their previous locations.
Policy 103	Asphalt overruns to sandstone gutters should be removed as long as the process of removal does not damage the stone.
Policy 104	Weeds to joints and depressions in kerbs and gutters should be removed on a regular basis.

9.5.13 Concrete Pathways

Policy 105	Concrete pathways to the tops of retaining walls and adjoining graves should be replaced with turf to enhance the landscape setting, discourage access along the tops of the retaining walls and ensure that water drains away from significant stone kerbs, gutters, and monuments.
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9.5.14 External Seating

Policy 106	Seats within shelters should be retained and conserved.
Policy 107	Remnants of concrete-framed timber external seats should be removed.

Policy 108	Concrete slabs which previously supported concrete-framed timber external seats may be retained as bases for new seats which should be provided for people with ambulant disabilities.
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9.5.15 Retaining Walls

Policy 109	Retaining walls should be retained and conserved.
Policy 110	The condition and stability of all retaining walls within the cemetery and along its boundaries should be checked by a structural engineer.
Policy 111	Where foundations of retaining walls have been affected by erosion, appropriate measures should be undertaken to stabilise the retaining walls, according to the advice of a structural engineer.
Policy 112	Works to retaining walls should be carried out in accordance with a Schedule of Conservation Works that should be prepared by a built heritage specialist.

9.5.16 Boundary Fencing and Walls

Policy 113	Boundary fencing and boundary walls to the perimeter of the cemetery should be retained and conserved. Fencing and walls may be modified to provide extra security or to accommodate niches for placement of ashes if this modification has no adverse impact on either the cultural significance of the cemetery as a whole or any significant fabric as indicated in the table of Significant Elements in Section 6.6.
Policy 114	Sandstone fencing to the southern boundary should be retained and conserved although it may be modified to allow for the installation of niches for ash placement or to improve perimeter security modifications.
Policy 115	Works to the boundary fencing and walls should be carried out in accordance with a Schedule of Conservation Works that should be prepared by a built heritage specialist.

9.5.17 Timber fencing

Policy 116	Timber picket fencing to the northern and western boundaries of the cemetery should be retained and conserved where possible.
Policy 117	Any new fencing that is required to replace decayed sections should be constructed according to the research and advice provided by Clive Lucas Stapleton in 2015 (Appendix E: Report on Appropriate Heritage Fencing)
Policy 118	Specially treated timber and finishes that will have good durability in the harsh coastal conditions of the site should be considered for repairs of existing timber arris fences. Galvanised or stainless steel nails and fixings etc. should also be used.
Policy 119	Timber ordinance fencing to the eastern cemetery boundary and within the cemetery has been replaced according to research and advice provided by Clive Lucas Stapleton in 2015 (Appendix E: Report on Appropriate Heritage Fencing). It should be conserved but may be replaced according to the same design principles.

9.5.18 Entrance Gates

Policy 120	The sandstone and wrought iron fencing and gates around the main entrance should be retained and conserved.
Policy 121	Deteriorated sections of wrought iron work should be treated for rust and painted with an appropriate rust-inhibiting paint system.
Policy 122	Deteriorated and damaged stone should be repaired in accordance with the recommendations of an experienced stone conservator.
Policy 123	Works to the entrance gates should be carried out in accordance with a Schedule of Conservation Works that should be prepared by a built heritage specialist.

9.5.19 Landscape elements

An updated landscape assessment is beyond the scope of this CMP. However, according to the CMP of 2003, the site contains numerous landscape elements of heritage significance, including indigenous plantings.

Policy 124	An updated landscape assessment including conservation and management policies should be undertaken by a qualified heritage consultant with specialised expertise in landscapes.
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9.5.20 Archival Materials

Policy 125	Essential archival material, such as burial registers, historic photographs, plans, historical papers, transcript records, studies and reports should be preserved and stored in a central, fireproof, climate-controlled and secure repository. Consideration should be given to locating all original archival material in a suitable repository such as NSW State Records or Mitchell Library.
Policy 126	At least one copy of all essential original archival material should be made. Copies of selected archival material should be held by the Local Studies department at Waverley Library.
Policy 127	Electronic storage of essential information contained in archives is encouraged and should be considered a long-term goal.
Policy 128	Electronic copies of archival material should be made available and accessible on-site at the cemetery.

9.6 Management Policies

9.6.1 Disability Access

The Commonwealth Disability Discrimination Act (DDA) makes it unlawful to discriminate against people on the grounds of their disability. Section 23 of the Act requires non-discriminatory access to premises which the public or a section of the public is entitled or allowed to use.

Where the Act does apply, heritage places are not exempt from it, although the Australian Human Rights Commission has advised that heritage significance may be taken into account when considering whether providing equitable access would result in unjustifiable hardship.

Policy 129	Changes to facilitate disabled access may be acceptable if they are designed and implemented to effect areas of less significance rather than those of higher significance, and that all the options to create reasonable access have been conscientiously investigated (and this investigation is demonstrated).
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9.6.2 Access, Parking and Security

Policy 130	Retain existing main accesses to the site from the corner of St Thomas Street and Trafalgar Street.
Policy 131	Vehicles, except for funeral vehicles, should be discouraged from parking in the asphalt-paved main entrance area.
Policy 132	The formal visitor parking area directly outside the main entrance on Trafalgar Street should be maintained as it encourages visitors to park on Trafalgar Park rather than within the cemetery.
Policy 133	Appropriate security for the building and the site should be maintained. The introduction of new elements for improved security systems should be as sensitive as possible to the aesthetic qualities of the site, especially within the entrance and front façades of the buildings. Use of CCTV systems is appropriate provided that the specifications of a CCTV system (including the type of camera and location) forms

	part of an overall security design and is not to be left to the supplier. CCTV cameras should be as small as possible in size and installed discreetly.
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9.6.3 Archival Recording

Policy 134	An Archival Recording should be prepared for any change to fabric graded as being of Exceptional or High significance. Copies of this documentation should be kept in at least two repositories. Recordings before and during major works should be conducted in accordance with the guidelines of the Heritage Office publication (2001, revised 2004, 2006) <i>Photographic Recording of Heritage Items Using Film and Digital Capture</i> . The recording of changes to fabric of Moderate significance, or minor changes, should not be excessively detailed, but should be consistent with the significance of the adjoining fabric likely to be affected, and the nature of the changes.
Policy 135	Should any significant element be removed in the future, it shall be labelled, documented and safely stored for possible future reinstatement and the heritage architect involved in future conservation or development works will be made aware of this reinstatement option. Where possible, any removed element should be stored on site to prevent its complete loss.

9.6.4 Archaeology

By its nature, the entire cemetery is considered an archaeological site which contains a physical record of the evolution of cultural norms and social attitudes towards death, as well as the changes made to the physical fabric of the cemetery as a landscape.

Policy 136	Review and update the Aboriginal heritage assessment undertaken by Dominic Steele Consulting in 2003, especially with regard to potentially sensitive cliff-top areas which may have been subject to change since the time of the study.
Policy 137	Continue to encourage monitoring of any works to cliff-top areas by the Aboriginal community.
Policy 138	Continue to maintain detailed records of all interments, including precise locations.
Policy 139	Avoid disturbing locations of known graves.
Policy 140	Ensure that any excavation for new interments occurs in locations that are not known to contain previously interred remains or artefacts, unless in the case of a change of tenure.
Policy 141	In the case of exhumation of historical graves (especially those from the earlier phases of the cemetery's use), a qualified historical archaeologist with experience in anthropological analysis should be present during the exhumation to record data and details of the original burial, including the condition of the remains, their orientation, whether artefacts were interred with the deceased, and if so, the nature of those artefacts.
Policy 142	In the event of an unexpected archaeological find during the process of excavation, the STOP WORK provisions of the NSW Heritage Act apply. The works must stop immediately around the find and a suitably qualified archaeologist be contacted for appropriate actions and management.

9.6.5 Burial Operations

Policy 143	The location and design of new above-ground burial structures must have no adverse impact on the cultural significance of the cemetery or on any of its significant fabric.
Policy 144	Waverley Council should determine further dedicated sites for memorials and the interment of ashes within Waverley Cemetery. The location of these memorial sites must have no adverse impact on the cultural significance of the cemetery or on any of its significant fabric.

Policy 145	Exhumations should be carried out only by employees trained in the safe handling of human remains and who have volunteered for the task. Given the likelihood of contact with contaminated material, the first aid provisions of the <i>Occupational Health and Safety Act</i> should be strictly observed.
Policy 146	The course in mortuary hygiene conducted by the Australian Funeral Directors' Association should be attended by all relevant cemetery staff.
Policy 147	Human remains shall be exhumed in accordance with the relevant provisions of the Public Health Act 1991 and Regulations and in accordance with the 'relics' provisions of the Heritage Act 1977, as amended in 1998 (Sections 139-145) where appropriate, and in accordance with any requirements imposed by the Police or the courts.
Policy 148	In its management of Waverley Cemetery, Council should provide high quality, customer-focused service delivery consistent with the purpose for which the cemetery was established (i.e. burial of the dead) and with the heritage significance of the place (i.e. conservation of heritage values) and community needs and expectations (i.e. information, interpretation, etc.)
Policy 149	Computerised burial data should be available at the cemetery for public access.
Policy 150	All procedures in the operation, maintenance and conservation of Waverley Cemetery should be fully documented to record changes to the place for archival purposes and as a guide for future works.
Policy 151	Relevant documents should be archived and should be available publicly.

9.6.6 Maintenance and Repair

Policy 152	A schedule of ongoing maintenance work should be developed and regular inspection, monitoring and maintenance works undertaken in accordance with the developed schedule.
Policy 153	Where significant fabric is damaged, the repair of the original element should be performed in preference to its replacement with new materials. This will preserve the intactness and significance of the place.
Policy 154	Repairs and restoration works to existing monuments should be carried out with reference to the guidelines in the National Trust Guidelines for Cemetery Conservation (second edition 2009).
Policy 155	Any repairs and restoration works to existing monuments must be undertaken by stonemasons with experience in heritage cemeteries.
Policy 156	External Lighting – It is not recommended to affix excessive external lighting to any buildings. Any new light fittings should be located as such to minimise impact on significant fabric and be capable of reversal. If additional lighting for the cemetery is required, this should be for the purposes of the security and enhancement of the site's significance and the buildings' architectural elements, and based on the recommendations of a lighting consultant and a suitably qualified heritage consultant.
Policy 157	Drainage - Any new works in this regard should follow the general conservation principles of this document having regard to impacts on significant fabric.
Policy 158	Amenities – Any works relating to create new amenities to the buildings should be consistent with the policies regarding impacts on significant fabric, and consider the Burra Charter process and principles.

9.6.7 Services

Policy 159	Repair or maintenance works to the cemetery's existing drains, kerbs and gutters must be carried out in such a way that loss or damage of significant fabric is avoided.
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Policy 160	Routes for the location of new services on the site should be carefully considered to ensure that the installation of the services has no adverse impact on the cultural significance of the cemetery or on significant fabric.
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9.6.8 Use

Policy 161	Alternative use for the cemetery cannot be considered, though at the end of its operational life it may declared a Remembrance Park.
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9.6.9 Interpretation

Policy 162	An Interpretation Strategy and Plan should be prepared to establish interpretative actions and media that could be incorporated within the site and future adaptive reuses of the structures on the site. The recommended interpretive actions should be implemented at the first opportunity to ensure the heritage layered story of Waverley Cemetery is adequately conveyed to the public.
Policy 163	There are opportunities for signage within the cemetery. New signage should be designed, detailed and located in consultation with a heritage professional, in order to minimise any potential impact on the heritage significance of the site and its structures.
Policy 164	Any new sign should conform to the future Interpretation Strategy and controls of Waverley Council.
Policy 165	Any directional or safety signs for compliance with BCA requirements should be placed in areas that would minimise visual cluttering and aim to fit the purpose of such signs and not be placed across large areas of the buildings on the site.

9.6.10 Future Development

Policy 166	Due to its nature as a sensitive and sacred place, no new use of the site may be envisioned. Adaptive reuse of the buildings within the site should be limited to functions that enhance the site's significance and operation as a cemetery. Potential future uses of the buildings are also discussed in relation to Policy 70.
Policy 167	Vertical additions to the existing buildings on the site may not be contemplated.
Policy 168	The planning, design and supervision of any changes to fabric or any future development associated with the site should be undertaken in conjunction with persons having relevant expertise and experience in building conservation projects and under the supervision of a suitably qualified and experienced built heritage specialist.

9.6.11 Site-specific Exemptions for SHR Items

Policy 169	Works that are classified under the Site-specific Exemptions (<i>Section 8.6.2</i>) granted by the Minister for Heritage in 2016 (see <i>Section 7.5.2</i>) do not require consent from either the Heritage Council of Waverley Council, however, must be undertaken in such a way that avoids adverse impact to significance fabric.
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9.6.12 Listings on Appropriate Registers

Policy 170	The existing statutory heritage listings on the NSW State Heritage Register and the Waverley Local Environmental Plan 2012 provide necessary protection for the site and should be retained.
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Waverley Council, 2008, *Waverley Cemetery Plan of Management*

Appendices

- A** Australia ICOMOS Burra Charter, 2013
- B** Long Term Maintenance Plan, CPH, September 2017
- C** State Heritage Inventory Sheets
- D** 2003 CMP by Allan Jack + Cottier
- E** Report on Appropriate Heritage Fencing, Clive Lucas, Stapleton & Partners Pty Ltd, February 2015
- F** Cemeteries and Crematoria Act 2013, no.105
- G** NSW Heritage Office Minimum Standards of Maintenance and Repair, Heritage Information Series, 1999
- H** National Trust Guidelines for Cemetery Conservation
- I** Aboriginal Cultural Heritage Study, Dominic Steele Consulting Archaeology, May 2009
- J** Sandstone Kerbing Survey, CPH, October 2017



Appendix A: Australia ICOMOS Burra Charter, 2013

THE BURRA CHARTER

The Australia ICOMOS Charter for
Places of Cultural Significance 2013



Australia ICOMOS Incorporated
International Council on Monuments and Sites

ICOMOS

ICOMOS (International Council on Monuments and Sites) is a non-governmental professional organisation formed in 1965, with headquarters in Paris. ICOMOS is primarily concerned with the philosophy, terminology, methodology and techniques of cultural heritage conservation. It is closely linked to UNESCO, particularly in its role under the World Heritage Convention 1972 as UNESCO's principal adviser on cultural matters related to World Heritage. The 11,000 members of ICOMOS include architects, town planners, demographers, archaeologists, geographers, historians, conservators, anthropologists, scientists, engineers and heritage administrators. Members in the 103 countries belonging to ICOMOS are formed into National Committees and participate in a range of conservation projects, research work, intercultural exchanges and cooperative activities. ICOMOS also has 27 International Scientific Committees that focus on particular aspects of the conservation field. ICOMOS members meet triennially in a General Assembly.

Australia ICOMOS

The Australian National Committee of ICOMOS (Australia ICOMOS) was formed in 1976. It elects an Executive Committee of 15 members, which is responsible for carrying out national programs and participating in decisions of ICOMOS as an international organisation. It provides expert advice as required by ICOMOS, especially in its relationship with the World Heritage Committee. Australia ICOMOS acts as a national and international link between public authorities, institutions and individuals involved in the study and conservation of all places of cultural significance. Australia ICOMOS members participate in a range of conservation activities including site visits, training, conferences and meetings.

Revision of the Burra Charter

The Burra Charter was first adopted in 1979 at the historic South Australian mining town of Burra. Minor revisions were made in 1981 and 1988, with more substantial changes in 1999.

Following a review this version was adopted by Australia ICOMOS in October 2013.

The review process included replacement of the 1988 Guidelines to the Burra Charter with Practice Notes which are available at: australia.icomos.org

Australia ICOMOS documents are periodically reviewed and we welcome any comments.

Citing the Burra Charter

The full reference is *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013*. Initial textual references should be in the form of the *Australia ICOMOS Burra Charter, 2013* and later references in the short form (*Burra Charter*).

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The Burra Charter consists of the Preamble, Articles, Explanatory Notes and the flow chart.

This publication may be reproduced, but only in its entirety including the front cover and this page. Formatting must remain unaltered. Parts of the Burra Charter may be quoted with appropriate citing and acknowledgement.

Cover photograph by Ian Stapleton.

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The Burra Charter

(The Australia ICOMOS Charter for Places of Cultural Significance, 2013)

Preamble

Considering the International Charter for the Conservation and Restoration of Monuments and Sites (Venice 1964), and the Resolutions of the 5th General Assembly of the International Council on Monuments and Sites (ICOMOS) (Moscow 1978), the Burra Charter was adopted by Australia ICOMOS (the Australian National Committee of ICOMOS) on 19 August 1979 at Burra, South Australia. Revisions were adopted on 23 February 1981, 23 April 1988, 26 November 1999 and 31 October 2013.

The Burra Charter provides guidance for the conservation and management of places of cultural significance (cultural heritage places), and is based on the knowledge and experience of Australia ICOMOS members.

Conservation is an integral part of the management of places of cultural significance and is an ongoing responsibility.

Who is the Charter for?

The Charter sets a standard of practice for those who provide advice, make decisions about, or undertake works to places of cultural significance, including owners, managers and custodians.

Using the Charter

The Charter should be read as a whole. Many articles are interdependent.

The Charter consists of:

- Definitions Article 1
- Conservation Principles Articles 2–13
- Conservation Processes Articles 14–25
- Conservation Practices Articles 26–34
- The Burra Charter Process flow chart.

The key concepts are included in the Conservation Principles section and these are further developed in the Conservation Processes and Conservation Practice sections. The flow chart explains the Burra Charter Process (Article 6) and is an integral part of

the Charter. Explanatory Notes also form part of the Charter.

The Charter is self-contained, but aspects of its use and application are further explained, in a series of Australia ICOMOS Practice Notes, in *The Illustrated Burra Charter*, and in other guiding documents available from the Australia ICOMOS web site: australia.icomos.org.

What places does the Charter apply to?

The Charter can be applied to all types of places of cultural significance including natural, Indigenous and historic places with cultural values.

The standards of other organisations may also be relevant. These include the *Australian Natural Heritage Charter*, *Ask First: a guide to respecting Indigenous heritage places and values* and *Significance 2.0: a guide to assessing the significance of collections*.

National and international charters and other doctrine may be relevant. See australia.icomos.org.

Why conserve?

Places of cultural significance enrich people's lives, often providing a deep and inspirational sense of connection to community and landscape, to the past and to lived experiences. They are historical records, that are important expressions of Australian identity and experience. Places of cultural significance reflect the diversity of our communities, telling us about who we are and the past that has formed us and the Australian landscape. They are irreplaceable and precious.

These places of cultural significance must be conserved for present and future generations in accordance with the principle of inter-generational equity.

The Burra Charter advocates a cautious approach to change: do as much as necessary to care for the place and to make it useable, but otherwise change it as little as possible so that its cultural significance is retained.

Articles

Article 1. Definitions

For the purposes of this Charter:

- 1.1 *Place* means a geographically defined area. It may include elements, objects, spaces and views. Place may have tangible and intangible dimensions.
- 1.2 *Cultural significance* means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.
- Cultural significance is embodied in the *place* itself, its *fabric*, *setting*, *use*, *associations*, *meanings*, *records*, *related places* and *related objects*.
- Places may have a range of values for different individuals or groups.
- 1.3 *Fabric* means all the physical material of the *place* including elements, fixtures, contents and objects.
- 1.4 *Conservation* means all the processes of looking after a *place* so as to retain its *cultural significance*.
- 1.5 *Maintenance* means the continuous protective care of a *place*, and its *setting*.
- Maintenance is to be distinguished from repair which involves *restoration* or *reconstruction*.
- 1.6 *Preservation* means maintaining a *place* in its existing state and retarding deterioration.
- 1.7 *Restoration* means returning a *place* to a known earlier state by removing accretions or by reassembling existing elements without the introduction of new material.
- 1.8 *Reconstruction* means returning a *place* to a known earlier state and is distinguished from *restoration* by the introduction of new material.
- 1.9 *Adaptation* means changing a *place* to suit the existing *use* or a proposed use.
- 1.10 *Use* means the functions of a *place*, including the activities and traditional and customary practices that may occur at the place or are dependent on the place.

Explanatory Notes

Place has a broad scope and includes natural and cultural features. Place can be large or small: for example, a memorial, a tree, an individual building or group of buildings, the location of an historical event, an urban area or town, a cultural landscape, a garden, an industrial plant, a shipwreck, a site with in situ remains, a stone arrangement, a road or travel route, a community meeting place, a site with spiritual or religious connections.

The term cultural significance is synonymous with cultural heritage significance and cultural heritage value.

Cultural significance may change over time and with use.

Understanding of cultural significance may change as a result of new information.

Fabric includes building interiors and sub-surface remains, as well as excavated material.

Natural elements of a place may also constitute fabric. For example the rocks that signify a Dreaming place.

Fabric may define spaces and views and these may be part of the significance of the place.

See also Article 14.

Examples of protective care include:

- maintenance — regular inspection and cleaning of a place, e.g. mowing and pruning in a garden;
- repair involving restoration — returning dislodged or relocated fabric to its original location e.g. loose roof gutters on a building or displaced rocks in a stone bora ring;
- repair involving reconstruction — replacing decayed fabric with new fabric

It is recognised that all places and their elements change over time at varying rates.

New material may include recycled material salvaged from other places. This should not be to the detriment of any place of cultural significance.

Use includes for example cultural practices commonly associated with Indigenous peoples such as ceremonies, hunting and fishing, and fulfillment of traditional obligations. Exercising a right of access may be a use.

Articles

- 1.11 *Compatible use* means a *use* which respects the *cultural significance* of a *place*. Such a use involves no, or minimal, impact on cultural significance.
- 1.12 *Setting* means the immediate and extended environment of a *place* that is part of or contributes to its *cultural significance* and distinctive character.
- 1.13 *Related place* means a *place* that contributes to the *cultural significance* of another place.
- 1.14 *Related object* means an object that contributes to the *cultural significance* of a *place* but is not at the place.
- 1.15 *Associations* mean the connections that exist between people and a *place*.
- 1.16 *Meanings* denote what a *place* signifies, indicates, evokes or expresses to people.
- 1.17 *Interpretation* means all the ways of presenting the *cultural significance* of a *place*.

Conservation Principles

Article 2. Conservation and management

- 2.1 *Places* of *cultural significance* should be conserved.
- 2.2 The aim of *conservation* is to retain the *cultural significance* of a *place*.
- 2.3 *Conservation* is an integral part of good management of *places* of *cultural significance*.
- 2.4 *Places* of *cultural significance* should be safeguarded and not put at risk or left in a vulnerable state.

Article 3. Cautious approach

- 3.1 *Conservation* is based on a respect for the existing *fabric*, *use*, *associations* and *meanings*. It requires a cautious approach of changing as much as necessary but as little as possible.
- 3.2 Changes to a *place* should not distort the physical or other evidence it provides, nor be based on conjecture.

Article 4. Knowledge, skills and techniques

- 4.1 *Conservation* should make use of all the knowledge, skills and disciplines which can contribute to the study and care of the *place*.

Explanatory Notes

Setting may include: structures, spaces, land, water and sky; the visual setting including views to and from the place, and along a cultural route; and other sensory aspects of the setting such as smells and sounds. Setting may also include historical and contemporary relationships, such as use and activities, social and spiritual practices, and relationships with other places, both tangible and intangible.

Objects at a place are encompassed by the definition of place, and may or may not contribute to its cultural significance.

Associations may include social or spiritual values and cultural responsibilities for a place.

Meanings generally relate to intangible dimensions such as symbolic qualities and memories.

Interpretation may be a combination of the treatment of the fabric (e.g. maintenance, restoration, reconstruction); the use of and activities at the place; and the use of introduced explanatory material.

The traces of additions, alterations and earlier treatments to the fabric of a place are evidence of its history and uses which may be part of its significance. Conservation action should assist and not impede their understanding.

Articles

- 4.2 Traditional techniques and materials are preferred for the *conservation* of significant *fabric*. In some circumstances modern techniques and materials which offer substantial conservation benefits may be appropriate.

Article 5. Values

- 5.1 *Conservation* of a *place* should identify and take into consideration all aspects of cultural and natural significance without unwarranted emphasis on any one value at the expense of others.
- 5.2 Relative degrees of *cultural significance* may lead to different *conservation* actions at a place.

Article 6. Burra Charter Process

- 6.1 The *cultural significance* of a *place* and other issues affecting its future are best understood by a sequence of collecting and analysing information before making decisions. Understanding cultural significance comes first, then development of policy and finally management of the place in accordance with the policy. This is the Burra Charter Process.
- 6.2 Policy for managing a *place* must be based on an understanding of its *cultural significance*.
- 6.3 Policy development should also include consideration of other factors affecting the future of a *place* such as the owner's needs, resources, external constraints and its physical condition.
- 6.4 In developing an effective policy, different ways to retain *cultural significance* and address other factors may need to be explored.
- 6.5 Changes in circumstances, or new information or perspectives, may require reiteration of part or all of the Burra Charter Process.

Article 7. Use

- 7.1 Where the *use* of a *place* is of *cultural significance* it should be retained.
- 7.2 A *place* should have a *compatible use*.

Explanatory Notes

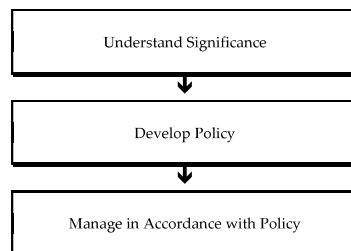
The use of modern materials and techniques must be supported by firm scientific evidence or by a body of experience.

Conservation of places with natural significance is explained in the Australian Natural Heritage Charter. This Charter defines natural significance to mean the importance of ecosystems, biodiversity and geodiversity for their existence value or for present or future generations, in terms of their scientific, social, aesthetic and life-support value.

In some cultures, natural and cultural values are indivisible.

A cautious approach is needed, as understanding of cultural significance may change. This article should not be used to justify actions which do not retain cultural significance.

The Burra Charter Process, or sequence of investigations, decisions and actions, is illustrated below and in more detail in the accompanying flow chart which forms part of the Charter.



Options considered may include a range of uses and changes (e.g. adaptation) to a place.

The policy should identify a use or combination of uses or constraints on uses that retain the cultural significance of the place. New use of a place should involve minimal change to significant fabric and use; should respect associations and meanings; and where appropriate should provide for continuation of activities and practices which contribute to the cultural significance of the place.

Articles

Article 8. Setting

Conservation requires the retention of an appropriate *setting*. This includes retention of the visual and sensory setting, as well as the retention of spiritual and other cultural relationships that contribute to the *cultural significance* of the *place*.

New construction, demolition, intrusions or other changes which would adversely affect the setting or relationships are not appropriate.

Article 9. Location

- 9.1 The physical location of a *place* is part of its *cultural significance*. A building, work or other element of a place should remain in its historical location. Relocation is generally unacceptable unless this is the sole practical means of ensuring its survival.
- 9.2 Some buildings, works or other elements of *places* were designed to be readily removable or already have a history of relocation. Provided such buildings, works or other elements do not have significant links with their present location, removal may be appropriate.
- 9.3 If any building, work or other element is moved, it should be moved to an appropriate location and given an appropriate *use*. Such action should not be to the detriment of any *place* of *cultural significance*.

Article 10. Contents

Contents, fixtures and objects which contribute to the *cultural significance* of a *place* should be retained at that place. Their removal is unacceptable unless it is: the sole means of ensuring their security and *preservation*; on a temporary basis for treatment or exhibition; for cultural reasons; for health and safety; or to protect the place. Such contents, fixtures and objects should be returned where circumstances permit and it is culturally appropriate.

Article 11. Related places and objects

The contribution which *related places* and *related objects* make to the *cultural significance* of the *place* should be retained.

Article 12. Participation

Conservation, *interpretation* and management of a *place* should provide for the participation of people for whom the place has significant *associations* and *meanings*, or who have social, spiritual or other cultural responsibilities for the place.

Article 13. Co-existence of cultural values

Co-existence of cultural values should always be recognised, respected and encouraged. This is especially important in cases where they conflict.

Explanatory Notes

Setting is explained in Article 1.12.

For example, the repatriation (returning) of an object or element to a place may be important to Indigenous cultures, and may be essential to the retention of its cultural significance.

Article 28 covers the circumstances where significant fabric might be disturbed, for example, during archaeological excavation.

Article 33 deals with significant fabric that has been removed from a place.

For some places, conflicting cultural values may affect policy development and management decisions. In Article 13, the term cultural values refers to those beliefs which are important to a cultural group, including but not limited to political, religious, spiritual and moral beliefs. This is broader than values associated with cultural significance.

Conservation Processes

Article 14. Conservation processes

Conservation may, according to circumstance, include the processes of: retention or reintroduction of a *use*; retention of *associations* and *meanings*; *maintenance*, *preservation*, *restoration*, *reconstruction*, *adaptation* and *interpretation*; and will commonly include a combination of more than one of these. Conservation may also include retention of the contribution that *related places* and *related objects* make to the *cultural significance* of a *place*.

Article 15. Change

15.1 Change may be necessary to retain *cultural significance*, but is undesirable where it reduces cultural significance. The amount of change to a *place* and its *use* should be guided by the *cultural significance* of the place and its appropriate *interpretation*.

15.2 Changes which reduce *cultural significance* should be reversible, and be reversed when circumstances permit.

15.3 Demolition of significant *fabric* of a *place* is generally not acceptable. However, in some cases minor demolition may be appropriate as part of *conservation*. Removed significant fabric should be reinstated when circumstances permit.

15.4 The contributions of all aspects of *cultural significance* of a *place* should be respected. If a place includes *fabric*, *uses*, *associations* or *meanings* of different periods, or different aspects of cultural significance, emphasising or interpreting one period or aspect at the expense of another can only be justified when what is left out, removed or diminished is of slight cultural significance and that which is emphasised or interpreted is of much greater cultural significance.

Article 16. Maintenance

Maintenance is fundamental to *conservation*. Maintenance should be undertaken where *fabric* is of *cultural significance* and its maintenance is necessary to retain that *cultural significance*.

Article 17. Preservation

Preservation is appropriate where the existing *fabric* or its condition constitutes evidence of *cultural significance*, or where insufficient evidence is available to allow other *conservation* processes to be carried out.

Conservation normally seeks to slow deterioration unless the significance of the place dictates otherwise. There may be circumstances where no action is required to achieve conservation.

When change is being considered, including for a temporary use, a range of options should be explored to seek the option which minimises any reduction to its cultural significance.

It may be appropriate to change a place where this reflects a change in cultural meanings or practices at the place, but the significance of the place should always be respected.

Reversible changes should be considered temporary. Non-reversible change should only be used as a last resort and should not prevent future conservation action.

Maintaining a place may be important to the fulfilment of traditional laws and customs in some Indigenous communities and other cultural groups.

Preservation protects fabric without obscuring evidence of its construction and use. The process should always be applied:

- where the evidence of the fabric is of such significance that it should not be altered; or
- where insufficient investigation has been carried out to permit policy decisions to be taken in accord with Articles 26 to 28.

New work (e.g. stabilisation) may be carried out in association with preservation when its purpose is the physical protection of the fabric and when it is consistent with Article 22.

Articles

Article 18. Restoration and reconstruction

Restoration and reconstruction should reveal culturally significant aspects of the *place*.

Article 19. Restoration

Restoration is appropriate only if there is sufficient evidence of an earlier state of the *fabric*.

Article 20. Reconstruction

20.1 *Reconstruction* is appropriate only where a *place* is incomplete through damage or alteration, and only where there is sufficient evidence to reproduce an earlier state of the *fabric*. In some cases, reconstruction may also be appropriate as part of a *use* or practice that retains the *cultural significance* of the place.

20.2 *Reconstruction* should be identifiable on close inspection or through additional *interpretation*.

Article 21. Adaptation

21.1 *Adaptation* is acceptable only where the adaptation has minimal impact on the *cultural significance* of the *place*.

21.2 *Adaptation* should involve minimal change to significant *fabric*, achieved only after considering alternatives.

Article 22. New work

22.1 New work such as additions or other changes to the *place* may be acceptable where it respects and does not distort or obscure the *cultural significance* of the place, or detract from its *interpretation* and appreciation.

22.2 New work should be readily identifiable as such, but must respect and have minimal impact on the *cultural significance* of the *place*.

Article 23. Retaining or reintroducing use

Retaining, modifying or reintroducing a significant *use* may be appropriate and preferred forms of *conservation*.

Article 24. Retaining associations and meanings

24.1 Significant *associations* between people and a *place* should be respected, retained and not obscured. Opportunities for the *interpretation*, commemoration and celebration of these associations should be investigated and implemented.

24.2 Significant *meanings*, including spiritual values, of a *place* should be respected. Opportunities for the continuation or revival of these meanings should be investigated and implemented.

Explanatory Notes

Places with social or spiritual value may warrant reconstruction, even though very little may remain (e.g. only building footings or tree stumps following fire, flood or storm). The requirement for sufficient evidence to reproduce an earlier state still applies.

Adaptation may involve additions to the place, the introduction of new services, or a new use, or changes to safeguard the place. Adaptation of a place for a new use is often referred to as 'adaptive re-use' and should be consistent with Article 7.2.

New work should respect the significance of a place through consideration of its siting, bulk, form, scale, character, colour, texture and material. Imitation should generally be avoided.

New work should be consistent with Articles 3, 5, 8, 15, 21 and 22.1.

These may require changes to significant fabric but they should be minimised. In some cases, continuing a significant use, activity or practice may involve substantial new work.

For many places associations will be linked to aspects of use, including activities and practices.

Some associations and meanings may not be apparent and will require research.

Articles

Article 25. Interpretation

The *cultural significance* of many *places* is not readily apparent, and should be explained by *interpretation*. Interpretation should enhance understanding and engagement, and be culturally appropriate.

Conservation Practice

Article 26. Applying the Burra Charter Process

- 26.1 Work on a *place* should be preceded by studies to understand the place which should include analysis of physical, documentary, oral and other evidence, drawing on appropriate knowledge, skills and disciplines.
- 26.2 Written statements of *cultural significance* and policy for the *place* should be prepared, justified and accompanied by supporting evidence. The statements of significance and policy should be incorporated into a management plan for the place.
- 26.3 Groups and individuals with *associations* with the *place* as well as those involved in its management should be provided with opportunities to contribute to and participate in identifying and understanding the *cultural significance* of the place. Where appropriate they should also have opportunities to participate in its *conservation* and management.
- 26.4 Statements of *cultural significance* and policy for the *place* should be periodically reviewed, and actions and their consequences monitored to ensure continuing appropriateness and effectiveness.

Article 27. Managing change

- 27.1 The impact of proposed changes, including incremental changes, on the *cultural significance* of a *place* should be assessed with reference to the statement of significance and the policy for managing the place. It may be necessary to modify proposed changes to better retain cultural significance.
- 27.2 Existing *fabric*, *use*, *associations* and *meanings* should be adequately recorded before and after any changes are made to the *place*.

Article 28. Disturbance of fabric

- 28.1 Disturbance of significant *fabric* for study, or to obtain evidence, should be minimised. Study of a *place* by any disturbance of the fabric, including archaeological excavation, should only be undertaken to provide data essential for decisions on the *conservation* of the place, or to obtain important evidence about to be lost or made inaccessible.

Explanatory Notes

In some circumstances any form of interpretation may be culturally inappropriate.

The results of studies should be kept up to date, regularly reviewed and revised as necessary.

Policy should address all relevant issues, e.g. use, interpretation, management and change.

A management plan is a useful document for recording the Burra Charter Process, i.e. the steps in planning for and managing a place of cultural significance (Article 6.1 and flow chart). Such plans are often called conservation management plans and sometimes have other names.

The management plan may deal with other matters related to the management of the place.

Monitor actions taken in case there are also unintended consequences.

Articles

28.2 Investigation of a *place* which requires disturbance of the *fabric*, apart from that necessary to make decisions, may be appropriate provided that it is consistent with the policy for the place. Such investigation should be based on important research questions which have potential to substantially add to knowledge, which cannot be answered in other ways and which minimises disturbance of significant fabric.

Article 29. Responsibility

The organisations and individuals responsible for management and decisions should be named and specific responsibility taken for each decision.

Article 30. Direction, supervision and implementation

Competent direction and supervision should be maintained at all stages, and any changes should be implemented by people with appropriate knowledge and skills.

Article 31. Keeping a log

New evidence may come to light while implementing policy or a plan for a *place*. Other factors may arise and require new decisions. A log of new evidence and additional decisions should be kept.

Article 32. Records

32.1 The records associated with the *conservation* of a *place* should be placed in a permanent archive and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate.

32.2 Records about the history of a *place* should be protected and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate.

Article 33. Removed fabric

Significant *fabric* which has been removed from a *place* including contents, fixtures and objects, should be catalogued, and protected in accordance with its *cultural significance*.

Where possible and culturally appropriate, removed significant fabric including contents, fixtures and objects, should be kept at the place.

Article 34. Resources

Adequate resources should be provided for *conservation*.

Words in italics are defined in Article 1.

Explanatory Notes

New decisions should respect and have minimal impact on the cultural significance of the place.

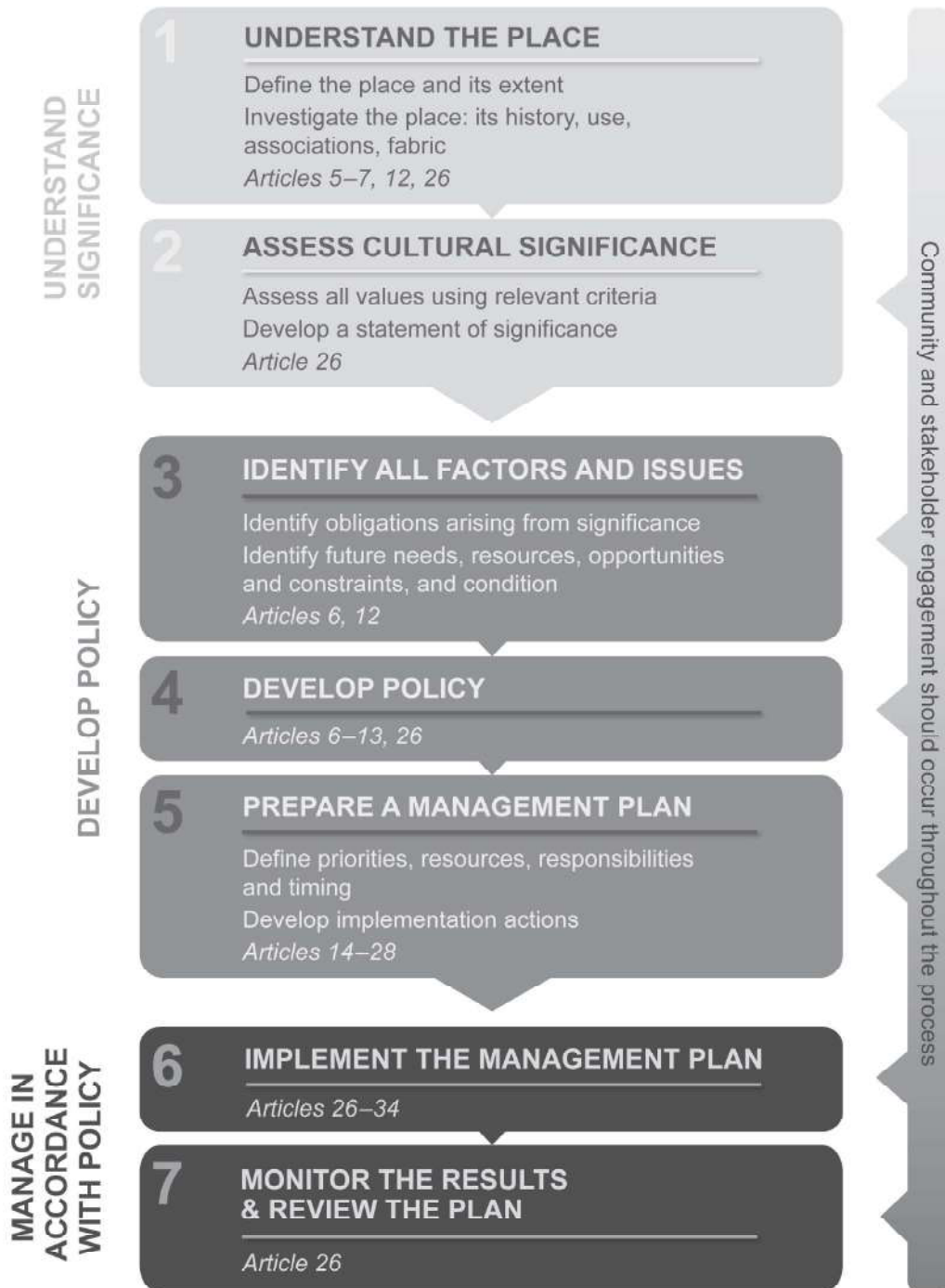
The best conservation often involves the least work and can be inexpensive.

The Burra Charter Process

Steps in planning for and managing a place of cultural significance

The Burra Charter should be read as a whole.

Key articles relevant to each step are shown in the boxes. Article 6 summarises the Burra Charter Process.



Appendix B: Long Term Maintenance Plan

The following implementation strategies and recommendations for the Waverley Cemetery site are a combination of best practice solutions guided by the National Trust of Australia and the Historic Cemeteries Conservation trust of New Zealand.

Strategies	Actions	Timeframe	Who to Undertake
Prevent future damage to graves by careful management of vegetation	Cut back or remove non-historic trees damaging or threatening monuments and surrounds, cut back historic vegetation where required, consider putting in root barriers for trees near graves. Carefully maintain all other vegetation and generally avoid future planting on graves.	Removal of damaging trees within one year. General on-going vegetation management.	Tree removal under the guidance of an arboriculturalist. General management by Council staff.
Avoid future damage to graves and people.	Gain structural assessment of monuments of dubious structural integrity and carry out intervention in accordance with conservation policies above. Monitor the monuments and surrounds regularly, as they are more likely to need attention as they get older. Continue with security monitoring and education to try to prevent further vandalism.	Structural remedy within one year if possible (may need to isolate fault to avoid damage in interim). Intervention as required, refer to Appendices 1 and 2.	Stone Conservators, Structural Engineer or Masons for structural correction. Council staff for monitoring. Stone, metal and wood conservators, stone masons, council staff and Volunteers, dependent on level of intervention (refer to Appendices 1 and 2)
Where possible and practical, consult with families of those buried.	Advertise through public notice when intending to carry out major conservation work on individual monuments. Consider signage at entrance to cemetery guiding families on appropriate and inappropriate refurbishment and planting on existing graves.	As required.	Council staff establishing a rapport with families often leads to a volunteer programme who take on some maintenance tasks.
Council arborist with heritage input to complete tree by tree inventory	A tree survey outlining the condition and estimated age of the trees should include shrubs planted adjacent to graves and any native fauna regenerating in proximity to graves.	Complete within six months if possible	Detailed condition assessments of trees to be carried out by Council arborist with input from heritage landscape specialist.
Carefully manage grave plantings	Planting on graves is not recommended. Unsuitable or 'out of scale' plants within plots should be selectively removed or pruned.	As required	Council staff, volunteers

	A preferable alternative is to cover broken grave covers with sand or fine pumice.		
Record existing cemetery and any interventions (trees and monuments)	A photographic record using colour photographs on archival quality paper is best practice. Files and photographs associated with the Cemetery should ultimately be kept at Waverley Local Studies. Ideally, information is kept at two locations.	As required, lodge Council records at Local Studies	Council staff to consult
Ensure appropriate cyclical maintenance	Prepare and implement general maintenance plan	One year	Council staff with specialist input if required
Prepare a vegetation development plan to determine which, if any, new plantings would be suitable in particular areas of the cemetery	Such a plan may identify a list of species suitable for planting and allocate the areas where such planting may take place. The cemetery has a relatively small amount of historic planting and, as a landscape character, this should be respected in any development plan. Cutting may be taken from historic trees to ensure replacement stock is available for the future.	Within two to five years, depending on the Council's requirements.	Landscape architect (or similar) with historic cemetery experience in conjunction with Council (including arborist).

Recommendations for Future Work

In addition to recommended implementation strategies outlined above, the following are recommendations for future works with respect to the Waverley Cemetery site:

- Once this CMP is approved, any management proposals that are not within the intention of this plan, or that conflict with its policies, will require a change to the plan before they can be sanctioned;
- Take practical steps to reduce vandalism, including maintaining cooperative working relationship with the police and neighbourhood groups. Lighting will only encourage night visitation and is not recommended;
- There is considerable public interest in finding out the stories behind the people buried. A future project could be to conduct further research and build on existing publications to inform visitors and provide guidance on how families can carry out further research;
- Any work carried out according to accepted best practice guidelines for historic cemeteries, with the ICOMOS Burra Charter for the Conservation of Places of Cultural Heritage Value providing the underlying principles. People with the appropriate skill levels are required for certain conservation interventions;
- The key conservation interventions, as defined in the Burra Charter include 'maintenance' and 'repair', to a lesser extent, 'restoration' and partial 'reconstruction' is appropriate for some graves. 'Adaption' is inappropriate;
- The original cemetery designs and layout should be retained. All the graves and memorials are to be regarded as important cultural objects. Therefore all conservation

work to them will be undertaken to ensure minimum, and ideally reversible, intervention to their historic elements, but enough to ensure long term retention;

- Effective management of vegetation should be a key focus in the conservation of the site. No new plantings should take place without the preparation of a master plan;
- Copies of records of the site should be kept in appropriate archives. The advice of a suitably qualified conservator should be sought for rare or fragile documents. Create an inventory of this documentation;
- Develop a strategy for the long-term management and preservation of movable heritage;
- Much of the work at the cemetery can be carried out by council staff and/or volunteers; following best practice guidance as outline din this plan and the appendices. Where graves are in a particularly poor condition such that the guidelines do not suffice, Waverley Council should engage expert conservation advice to guide repair work;
- A maintenance plan should be prepared and it is recommended that this conservation plan is reviewed after a period of between five and ten years;
- Develop standardised designs for plaques and monuments, for new burials within the site;
- Develop and maintain a list of memorial contractors;
- Conduct condition assessments every five years for road infrastructure and historic infrastructure within the site;
- Review and update interpretation throughout the site every five years. This is to be informed by data collection in relation to visitor experiences;
- Complete a landscape assessment of the site and an associated management plan, to be updated every five years;
- Prepare a heritage induction package for external contractors undertaking work to the site and ensure they are aware of site heritage requirements particularly in regards to the protection of fabric during works.

Implementation Examples

The following are examples of the conservation issues experienced at Waverley Cemetery. They include typical examples of common grave types, with recommended conservation and intervention.

These examples complement guidance provided in the conservation policies, as well as the tabulated Guide to Conservation of Monuments (below).


The following terms will be used to identify key conservation issues.


Term	Conservation requirement
Immediate	As soon as possible
Urgent	Required to prevent further deterioration (within three to six months)
Necessary	Required to ensure good standard of maintenance (generally within one to three years)
Desirable	Whenever possible, or to enhance heritage values


Immediate and urgent work that should be completed within the next year includes:

- Unstable memorials;
- Collapsed grave covers;
- Historic grave plantings and tree roots.

Unstable Memorial


Example	Unstable leaning monument
Issue	Monument likely to topple
Recommendation	See professional conservator's advice for stabilising, the implications of setting and how to remedy
Priority	Urgent to necessary
Who to undertake	Depending on the structure: buildings conservator, engineer, stonemason, or experienced contractor
Additional comments	A slight lean on a headstone is not in itself an issue, and can add to the character of the historic cemetery. A problem arises when it may, or has, collapsed. There are a number of headstones/ memorials that have already collapsed and in some cases broken. If there is only a slight lean, intervention may not be required. They should be monitored, however, and stabilised if the lean threatens their stability.
Photo examples	

Grave Cover Collapse	
Example	Ground or concrete slab collapse due to compaction of grave infill.
Issue	Potentially unstable (and can make the headstones/monuments unstable), and it can appear unsightly.
Recommendation	<p>An option is to cover the cracked concrete area with sand or gravel. This is a minimum labour option. It has the advantage of retaining the original concrete below the sand/gravel. In some cases, under professional guidance, it may be best to record then remove the broken material, correct ground level and reset the concrete.</p> <p>Consideration to be given to executing work in consultation with the relevant family.</p>
Priority	Immediate/urgent where the stability of other elements of the grave (and safety of people) is being compromised. Generally the priority ranges from Necessary to Desirable.
Who to undertake	Conservator/experienced contractor for correcting ground level and replacing concrete, but for infilling with gravel/sand council staff may undertake.
Additional comments	N/A
Photo examples	

Railings	
Example	Bent cast iron railing with some parts missing, rusting, broken, paint missing.
Issue	Looks untidy, iron corroding, parts could become disassociated with the grave.
Recommendation	For rusting iron, thoroughly hand-clean to remove loose rust and then apply fisholene or Penetrol. If the iron is to be painted, apply an anti-rust guard followed with an oil based paint. Where parts of the railing have been removed, a suitable copy or replacement (if obtainable) could be reinstated in the original location.
Priority	Necessary to Desirable.
Who to undertake	Historic iron specialist
Additional comments	<p>Only paint where there is an indication of the original paint colour (often it was black). Common causes of failure are lack of maintenance of the protective coating, rusting of fixings, impact damage, vegetation growth, moss and lichen growth, inadequate cleaning of debris, galvanic corrosion, inappropriate repairs and design.</p> <p>Note: cast and wrought iron should be riveted, not welded. consideration to be given to replacing sections in cast aluminium, solving issues of restoration.</p>
Photo examples	

Delamination of Stones	
Example	Delamination of stone.
Issue	Parts of original stone are falling away and historic inscriptions are disappearing.
Recommendation	Have assessed on a case-by-case basis. A possible solution is to clean off all the moss/lichen/dirt using a soft-bristled brush, apply a poultice very the entire stone to rid it of salts, then micro-grout it to solidify the loose bits.
Priority	Desirable, dependant on further research. Generally, addressing delamination is difficult.
Who to undertake	Stone conservator/building conservator.
Additional comments	<p>Delamination is where a hard outer crust forms on the stone and causes it to come away. In many cases there is very little that can be done to address it.</p> <p>While a poultice may be a solution to get rid of the salts causing the hard outer crust, it would need to be done every 5-10 years. Micro-grouting is a technique developed by the International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM) for reattaching or consolidating heritage fabric such as fresco and stonework.</p> <p>Micro grouting involves drilling tiny holes in the stonework, flushing the holes with alcohol to clean them and then very gently injecting lime fly ash grout.</p>
Photo examples	

Lead Lettering/ Gilding	
Example	Lead lettering or gilding falling off.
Issue	Heritage fabric is broken or lost and inscriptions become hard or impossible to read.
Recommendation	Record as much of the inscription as possible. While lettering can be re-leaded, it generally involves extensive work.
Priority	Re-leading or gilding desirable where appropriate
Who to undertake	Re-leading or gilding only to be carried out by experienced professionals
Additional comments	N/A
Photo examples	

Historic grave plantings and tree roots	
Example	Tree growth adjacent to graves and historic trees within grave sites.
Issue	Roots can damage graves and encourage moss growth. These plants themselves are part of the memorial and have heritage value, but as they grow they damage historic features such as railings, headstones and vaults.
Recommendation	Seek advice from arboriculturalist. Where the tree does not have historic value, carefully remove at just above the ground level, taking care to protect graves, and then poisoning the stump and roots. Stabilisation or repair of the grave can then be carried out.
Priority	Urgent to Necessary, on a case by case basis.
Who to undertake	Seek advice from arboriculturalist and landscape architect/ heritage specialist.
Additional comments	Trees that have a high heritage value for the cemetery need to be treated differently. Under the guidance of an arboriculturalist, identified limbs of trees could be removed or pruned to lessen the impact on the graves. In some cases it may be necessary to remove historic trees, but this should only be done weighing up all the considerations. It may be possible to take cuttings of some trees to replant where their lineage is important Note: Vegetative matter, and more particularly, foliage should be removed regularly from the graves to avoid microbiological growth, salt ingress and water moisture accumulation. (is all of this necessary considering the lack of protected trees, or will this alert them to the fact that they may need protecting) it is necessary in case they decide to plant more trees it also relates to plantings and weeds in general (vegetative matter)
Photo examples	



Plantings on/ beside graves	
Example	Recent plantings on graves.
Issue	If not carefully maintained they will obscure headstones, potentially damaging the stonework/grave.
Recommendation	Carefully maintain recent plantings, pruning and thinning regularly.
Priority	Necessary.
Who to undertake	Council staff.
Additional comments	Avoid new plantings on or immediately adjacent to graves.
Photo examples	



Lichen and Moss

Example	Biological growth, notably lichen and moss
Issue	Some growths are eating into concrete/stone, including obscuring inscriptions
Recommendation	Seek advice on a case by case basis as not all growth is causing damage. If removing biological growth, ensure this is done carefully. In some cases the main parts of lichen can be scraped off carefully with a scalpel, and then loose material gently brushed off the surface of the stone. In other cases it may be appropriate to use a biocide.
Priority	Necessary/Desirable.
Who to undertake	Ideally a stone conservator, or an expert with experience in removing mosses/lichen on historic structures.
Additional comments	There is considerable discussion about the best way to deal with biological growth. English Heritage advises that most lichen and moss can be left on monuments so long as they do not obscure carved details, and do not recommend the use of chemicals. The National Trust of Australia's guide to conserving cemeteries cautions against removing biological growth and recommends expert advice if anything other than gentle brushing off is required. For lichen, algae, fungi and moulds it is recommended that Kemsol "Mosskill" or "Wet and Forget" is used. If a biocide is to be used, it is essential that it does not have soluble salts or bleach in it. Never sandblast or use high pressure sprays on

Photo examples

monuments. Note: different types of marble and stone have different types of lichen and moss.



Dirty Headstones

Example	Dirty headstone
Issue	obscures historical inscriptions and can cause damage
Recommendation	in general do not clean unless not cleaning will result in the loss of text or pictorial inscriptions, or dirt is hiding faults that need to be rectified.
Priority	Potentially desirable, although non-intervention may be the most appropriate.
Who to undertake	Stone conservator/stone mason/council staff with appropriate training.
Additional comments	Do not clean headstones often, and do not clean unstable stones. Avoid acidic cleaners on marble or limestone. An effective and gentle way to wash light soiling is washing with small quantities of water and natural fibre brushes. Do not use wire brushes. Never sandblast or use high pressure sprays on monuments.

Photo examples



Dirt created to vault façade through by water run-off.

Sandstone Kerbing

Example

Damaged from vehicles passing over, weathering in between sections, covered in contemporary asphalt, plant growth between sandstone sections

Issue

obscures historical sandstone kerbing and can cause damage

Recommendation

In general, do not remove asphalt if this will further damage the sandstone. Re-lay loose stones.

Priority

Potentially desirable, although non-intervention may be the most appropriate.

Who to undertake

Stone conservator/stone mason/council staff with appropriate training.

Additional comments

These issues are to be addressed should the asphalt be replaced again in the future.

Photo examples



Guide to the Conservation of Monuments

These notes are intended as a general guide to recommended procedures in the conservation of cemetery monuments. They are largely based on guidance provided in the National Trust of Australia's (NSW) Guidelines for Cemetery Conservation. The recommended solutions should be regarded as options and not as definitive answers as they will not apply in every case. It is recommended that professional advice be sought prior to the commencement of any repair, stabilisation, reconstruction or adaptation work.

Cause	Solution
Item 1 : Leaning and fallen monuments: failure of footings and/or foundations	
Normal compaction of grave fill	Stabilize. Re-bed monument on porous fill, e.g. sand
Vault distortion or collapse	Seek professional advice on stabilization or reconstruction
Water erosion	Correct drainage problem
Fox burrows	Fill holes with cobbles and earth
Tree roots raising one side	Chop off offending root
Differential compaction, e.g. one side on rock and other on fill, or one side dry and the other side wet due to broken drain or hollow in ground	Check drainage, improve if necessary and re-bed in sand
Land subsidence (soil slump) to the cliff face	Erosion control measures Uphill drainage control
Item 2: Monuments: disassembled but not broken	
Vandalism or temporary removal to permit essential works	Check top of plinth to ensure that it is level, re-bed if necessary. Reassemble, avoiding Portland cement. For tall structures vulnerable to vandalism consider introduction of nonferrous dowels (e.g. bronze).
Item 3: Monuments: broken	
i) Breaks in sturdy stone monuments	
ii) Multiple breaks in relatively thin slabs	
Accident and vandals; often involving heavy falls on masonry or iron surrounds or uneven ground	In general, employ an experienced monumental mason to reset stone on plinth and dowel parts together using waterproof epoxy resin adhesive. It is important to avoid Portland cement. If subject to vandalism the alternatives are:xxxxx - list mine - they are relevant
Item 4: Monuments: cracked or broken mortise in plinth	
Fall	Where mortise is damaged the options are: a) replace plinth with a facsimile b) cut back existing plinth and remortise c) set stone in similar moulded concrete plinth and remortise in the same way as original
Item 5: Masonry cracking	
Pressure from the continuing process of iron rusting and expanding when damp	a)where iron clamps within the masonry have expanded replace with bronze clamps and repair masonry; b) where wrought iron rails and posts and bars have expanded and cracked masonry: <ul style="list-style-type: none"> ▪ Remove iron from masonry; ▪ Scrape away loose rust;

	<ul style="list-style-type: none"> ■ Treat as set out in 'rusting' guidelines (hot dip galvanise if possible); ■ Apply protective paint; ■ Repair masonry; ■ Lead-in prepared hole in masonry ensuring that no part of iron is in contact with stone; ■ Stop interstices in masonry to make watertight and ensure that water is diverted from area.
Item 6: Spalling, fretting and delamination of monuments	
<p>Rising damp (particularly near the base of the stone)</p> <p>Salt accumulation (particularly under mouldings)</p>	<p>Improve drainage at the base of the stone</p> <p>Note that resetting stone monuments improperly in concrete will accelerate this deterioration and any work should be avoided unless under the guidance of a stone conservator.</p> <p>Where significant monuments are already so set and deteriorating, the concrete base should be broken off as carefully as possible and the monument rebedded.</p> <p>Stones should be reset vertically if they are leaning in such a way that the inscription or decorative side is inclined to the ground.</p> <p>Remove loose and flaking stone. Fill cracks with acrylic resin.</p> <p>Remove overhanging branches which trap airborne dust and salt particles and shed them upon the stone.</p> <p>Repair pointing to prevent entry of water if it is a compound monument. Ensure that water is thrown off monument.</p> <p>Additional: a poultice may be a solution to get rid of the salts causing the hard outer crust, but it would need to be done every 5-10 years since salts will continue to enter the stone. Micro grouting is a technique developed by the International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM) for reattaching or consolidating heritage fabric such as fresco and stonework. Micro grouting involves drilling tiny holes in the stonework, flushing the holes with alcohol to clean them and then very gently injecting lime fly ash grout.</p>
Item 7: inscriptions fretting on monuments	
<p>Refer to Item 6. Also abrasion by vegetation in a wind.</p>	<p>Treat cause as in (6) above, but first record as much of inscription as possible and photograph with the sun slanting across the face of the stone. Lodge record with local History Society and Society of Genealogists.</p> <p>As a general rule inscriptions and decorations in stone which are of interest because of their style and character should not be recut. In such cases a small stainless steel plate with punched</p>

	<p>inscriptions may be fixed to the rear of the stone with water-proof epoxy resin adhesive.</p> <p>In exceptional cases where the character of the inscription and detailing of the monument is of such significance that it must be preserved, it should be carefully removed to a prepared location in a local museum and a facsimile monument erected in its place.</p> <p>Other inscriptions may be recut provided:</p> <ul style="list-style-type: none"> It is carried out by a competent letter cutter; The precise character and mistakes of the original are meticulously retained. <p>The initials or symbol of the new cutter and the year are cut in an inconspicuous place.</p>
Item 8: Rusting of cast iron memorials and loss of inscriptions	
Exposure to elements	Rusting of cast iron surrounds is superficial and presents no structural problems.
Item 9: Rusting of wrought iron memorials and surrounds	
Exposure to damp	<p>Rusting surfaces on most wrought iron is not seriously damaging unless it is flaking heavily.</p> <p>However where treatment is necessary the iron work should be dismantled, grit blasted black to a hard surface and rust inhibitor Alternatively the iron can be applied galvanized and painted.</p>
Item 10: Iron monuments broken in parts	
Vandalism	Parts can be joined if necessary by pin or splint
Item 11: Monuments astray from their original location	
	<p>Attempt to ascertain from documentary (cemetery surveys and registers) and oral sources (family) the correct location and reinstate.</p> <p>Where the original location cannot be found, place the monument in a group of strays.</p>
Item 12: Odd alignment of monuments	
<p>This is not a problem, such stones are usually early and date from a period before the cemetery was surveyed. As such they and their alignment are of particular interest and should be carefully preserved.</p>	
Item 13: Deterioration of lead lettering on marble monuments	
Frequently weather of marble adjacent to letters	Can be re-leaded or gilded; may require extensive work.
Item 14: Red staining on white marble	
Chemical attack	Partial removal by scrubbing with water and soft bristle brushes
Item 15: Growth of moss, lichen and fungus on monuments	
Moisture and type of stone used. Example marble is liable to black mould and sandstone to lichen	<p>These growths offer some physical protection to the stone and at the same time do slight damage. On balance they may be left unless they are unsightly or obscure the lettering. In such cases an organic poison should be applied</p>

	<p>and the growth allowed to dry and fall off over a period of time.</p> <p>Additional: Although best practice advice is generally not to scrape off biological growth, this may be done carefully with a scalpel by or under the control of a stone conservator or experienced contractor.</p>
Item 16: Growth of disruptive vegetation	
Lack of maintenance	<p>Where sturdy shrub or tree seedlings take root on monuments and surrounds they should be poisoned and allowed to die. They should not be pulled out where it will damage the masonry or marble.</p>