

# **Cemeteries Conservation Management Plan**

**VOLUME 1  
SEPTEMBER 2021**



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## Executive summary

In 2021, Lake Macquarie City Council (LMCC) commissioned Nelson Heritage Consulting to prepare a Conservation Management Plan (CMP) for the nine cemeteries under their management. A CMP provides a heritage focussed process to ensure a culturally significant item is managed in accordance with that significance.

LMCC manages the following nine cemeteries. The heritage listings include the State Heritage Register (SHR) indicating an item of significance to the people of NSW, and the LMCC Local Environment Plan (LEP) which records items of significance to the people of Lake Macquarie. Three cemeteries are not currently recorded on a heritage list.

<b>Cemetery</b>	<b>Heritage Listing</b>
• Belmont	Not listed
• Catherine Hill Bay	SHR 01828 and LMCC LEP 2014: Item 65
• Johnston (Barnsley) Family	LMCC LEP 2014: Item 9
• Morisset	Not listed
• North Coorumbung (Martinsville)	LMCC LEP 2014: Item 79
• Toronto	LMCC LEP 2014: Item 174
• West Wallsend	LMCC LEP 2014: Item 206
• Whitebridge	LMCC LEP 2014: Item 223
• Wyee	Not listed

The assessment that informed this CMP established that all Lake Macquarie's cemeteries are culturally significant - each is unique, providing a tangible historic record of the community it served and may continue to serve. Cemeteries retain the identity of the broader community recording the loss of babies, children, women and men. Those people contributed in some part to their community and ultimately those communities developed into the Lake Macquarie City of today.

With regards to methodology, the CMP was prepared in accordance with NSW Heritage requirements and best practice as provided by the Burra Charter [Australia ICOMOS Charter for Places of Cultural Significance (2013)]. That process included a detailed inspection of the nine cemeteries, archival photographic recording in accordance with NSW Heritage standards, and digital mapping by a qualified surveyor using the latest drone technology. The information drawn from that process informed the policies and procedures developed for the future management and conservation of the cemeteries. Significantly, the assessment concluded that Belmont, Morisset and Wyee Cemeteries were of local significance and should be included in the LMCC LEP. In conclusion, an action plan is provided to guide future maintenance and development of the cemeteries.

This CMP comprises three volumes: Volume 1 provides an overview of the cemeteries, addresses issues and constraints and provides policy advice, Volume 2 details each of the cemeteries in alignment with the NSW State Heritage Inventory and Volume 3 contains the digital mapping and archival record.



# Table of Contents

1.	Introduction.....	1
1.1	Background .....	1
1.2	Report structure.....	1
1.3	Methodology.....	1
1.4	Subject cemeteries.....	2
2.	Historical overview .....	5
2.1	Background .....	5
2.1.1	Cemeteries in the nineteenth century New South Wales .....	5
2.1.2	Cemeteries in the Lake Macquarie area .....	5
3.	Cemetery overview .....	7
3.1	Background .....	7
3.1.1	Belmont Cemetery.....	7
3.1.2	Catherine Hill Bay Cemetery .....	7
3.1.3	Johnston Family (Barnsley) Cemetery .....	8
3.1.4	Martinsville Pioneer Cemetery .....	8
3.1.5	Morisset Cemetery .....	8
3.1.6	Toronto Cemetery .....	8
3.1.7	West Wallsend Cemetery.....	9
3.1.8	Whitebridge Cemetery .....	9
3.1.9	Wyee Cemetery.....	9
3.2	Archaeological potential .....	10
4.	Comparative analysis.....	11
5.	Significance.....	12
5.1	Significance assessment.....	12
5.2	Statements of Significance - LMCC Cemeteries.....	12
6.	Constraints and Opportunities.....	15
6.1	Constraints .....	15
6.1.1	Constraints arising from cultural significance.....	15
6.1.2	Constraints arising from Lake Macquarie Council requirements .....	17
6.1.3	Constraints arising from physical conditions .....	19
6.1.4	Constraints arising from archaeological relics .....	19
6.2	Opportunities .....	19
6.2.1	Opportunities arising from community engagement and recreation .....	19



6.2.2	Opportunities arising from promoting heritage .....	20
6.2.3	Opportunities arising utilizing research and technology.....	20
6.3	Statutory controls - Heritage .....	20
6.3.1	National – Environmental Protection and Biodiversity Conservation Act 1999 .....	20
6.3.2	State - Heritage Act 1977 (NSW).....	20
6.3.3	Local - NSW Environmental Planning & Assessment Act 1979 .....	21
6.3.4	National Parks and Wildlife Act 1974 .....	22
6.4	Statutory controls - Other .....	22
6.4.1	NSW Cemeteries and Crematoria Act 2013 .....	22
6.4.2	Local Government Act 1993.....	22
6.4.3	Local Government (Control of Cemeteries) Amendment Act 1967 .....	23
6.5	Relevant non-statutory guidance .....	23
6.5.1	Australian ICOMOS Burra Charter 1999 (the Burra Charter) .....	23
6.5.2	Register of National Trust (NSW).....	23
6.5.3	Voluntary Code of Practice for Cemetery Maintenance (2020) .....	23
6.5.4	Cemetery Land Use: Contribution to Environment and Heritage Values.....	23
6.5.5	LMCC Cemetery Strategy 2008 .....	23
7.	Conservation Policies.....	25
7.1	Introduction.....	25
7.2	Conservation policies and best practice .....	25
7.2.1	Policy objective 1 – Conservation practice and principles .....	25
7.2.2	Policy objective 2 – Statutory listing.....	25
7.2.3	Policy objective 3 – Documentation .....	25
7.2.4	Policy objective 4 – Archives.....	26
7.2.5	Policy objective 5 – Conservation of fabric (monuments and grave furniture) .....	26
7.2.6	Policy objective 6 – Archaeology .....	26
7.2.7	Policy objective 7 – Landscape (trees and garden).....	26
7.2.8	Policy objective 8 – Views and curtilage .....	27
7.2.9	Policy objective 9 – Interpretation and signs.....	27
7.2.10	Policy objective 10 – Infrastructure .....	27
7.2.11	Policy objective 11 – Routine maintenance .....	28
7.2.12	Policy objective 12 – Community participation.....	28
7.2.13	Policy objective 13 – Environmental impacts (storms, bushfires, flooding) .....	28
7.2.14	Policy objective 14 – Waste management .....	28
8.	Maintenance guidelines .....	29



8.1	Basic principles .....	29
8.2	Basic procedures .....	29
8.2.1	Documenting and storing fragments .....	29
8.2.2	Headstones and tablets .....	29
8.2.3	Plinths, desks and pedestals.....	29
8.2.4	Fallen monuments.....	30
8.2.5	Tilting headstones .....	30
8.2.6	Grave slab collapse.....	30
8.2.7	Iron fences around graves .....	30
8.2.8	Management of vegetation.....	30
9.	Actions.....	31
9.1	Belmont Cemetery .....	31
9.2	Catherine Hill Bay Cemetery.....	32
9.3	Johnston Family (Barnsley) Cemetery.....	33
9.4	Martinsville Pioneer Cemetery .....	34
9.5	Morrisset Cemetery .....	35
9.6	Toronto Cemetery .....	36
9.7	West Wallsend Cemetery.....	37
9.8	Whitebridge Cemetery .....	38
9.9	Wyee Cemetery.....	39
10.	Abbreviations and definitions .....	40
11.	References .....	42

## Figures

Figure 1	Lake Macquarie Cemeteries - location .....	4
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## Tables

Table 1	Burra Charter Articles and relevant CMP sections .....	1
Table 2	LMCC Cemeteries and current heritage listing .....	2
Table 3	West Wallsend funeral director's cost 1925.....	6
Table 4	Potential historical archaeological relics - cemeteries.....	10
Table 5	Heritage significance assessment – cemetery overview .....	14
Table 6	LMCC Cemeteries – current interment availability .....	18



# 1. INTRODUCTION

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## 1.1 BACKGROUND

In 2021, Lake Macquarie City Council (LMCC) commissioned Nelson Heritage Consulting to prepare a Conservation Management Plan (CMP) for the nine cemeteries under their management. The requirement for a CMP was included in the objectives of the LMCC Heritage Strategy (2017).

A CMP provides a heritage focussed process to ensure the significance of an item/s is retained and managed appropriately. For cemeteries this is particularly important - each cemetery is unique and provides a tangible, historic record of the community it served and may continue to serve. Cemeteries retain the identity of the broader community recording the loss of babies, children, women and men. Those people contributed in some part to their community and ultimately those communities developed into the Lake Macquarie City of today.

Providing policy advice for the management of significance, this CMP considers and provides guidance on the cemeteries collectively and as individual items.

## 1.2 REPORT STRUCTURE

The CMP comprises three volumes: **Volume 1** provides an overview of the cemeteries, addresses issues and constraints and provides policy advice, **Volume 2** details each of the cemeteries in alignment with the NSW State Heritage Inventory and **Volume 3** contains the results of the archival recording and digital mapping.

## 1.3 METHODOLOGY

This CMP has been prepared in accordance with NSW Heritage requirements as detailed in publications including the *NSW Heritage Manual* (NSW Heritage Office 1996); *Assessing Heritage Significance: A NSW Heritage Manual Update* (2001); and *Conservation Management Documents*. While best practice for the conservation of cultural heritage in Australia is provided by the Burra Charter [*Australia ICOMOS Charter for Places of Cultural Significance* (2013)].

The methodology adopted included:

- A detailed inspection of the nine cemeteries,
- Archival photographic recording [*Photographic Recording of Heritage Items using Film or Digital Capture* (NSW Heritage Office 2006)], and
- Digital mapping by a qualified surveyor using the latest drone technology.

The CMP aligns with the Burra Charter Articles (Table 1).

Table 1 Burra Charter Articles and relevant CMP sections

Burra Charter Articles	CMP Section
<b>Understanding the place (Articles 5-7,12, 26)</b> <ul style="list-style-type: none"><li>• Define the cemeteries and their extent.</li><li>• Investigate the historical and geographical context, including use, fabric, associations, research potential using a variety of resources and technologies.</li></ul>	<b>Volume 2</b> Individual cemeteries <b>Volume 3</b> Archival recording



<p><b>Assessing the significance (Article 26)</b></p> <ul style="list-style-type: none"> <li>Assess all values under the NSW Heritage Significance Criteria.</li> <li>Develop a statement of significance for each cemetery.</li> </ul>	<p><b>Volume 1</b> Section 3 (Statements of significance)</p> <p><b>Volume 2</b> (Assessing significance)</p>
<p><b>Identify all factors and issues (Articles 6,12)</b></p> <ul style="list-style-type: none"> <li>Identify obligations arising from significance.</li> <li>Identify constraints and opportunities including ongoing use, interpretation, community engagement and future development.</li> </ul>	<p><b>Volume 1 -</b> Section 6</p>
<p><b>Develop policy and management plan (Articles 6-13, 14-28)</b></p> <ul style="list-style-type: none"> <li>Develop a conservation policy.</li> <li>Define priorities, resources and timing for each cemetery.</li> </ul>	<p><b>Volume 1 -</b> Section 7 Section 8 Section 9</p>

## 1.4 SUBJECT CEMETERIES

The nine LMCC cemeteries are widely dispersed across the local government area (LGA). The cemeteries have been assessed to varying degrees previously including as part of the City of Lake Macquarie Heritage Study (Suters, Doring, Turner 1992-1993).

A heritage listing demonstrates significance through an assessment under the criteria of the State Heritage Register (SHR), or at the local level - LMCC Local Environment Plan (LMCC LEP). Table 2 lists the subject cemeteries, their location and their current heritage listing, Figure 1 shows their location.

Table 2 LMCC Cemeteries and current heritage listing

Cemetery name	Address	Current heritage listing
Belmont	Green Street, Belmont	Not listed
Catherine Hill Bay	8 Northwood Road, Catherine Hill Bay	SHR 01828 LMCC LEP 2014: Item 65
Johnston (Barnsley) Family	14A Taylor Ave, Barnsley	LMCC LEP 2014: Item 9
Morisset	36 Ettalong Road, Morisset	Not listed
North Coorumbung (Martinsville)	200 Martinsville Road, Martinsville	LMCC LEP 2014: Item 79
Toronto	354 Awaba Road, Toronto	LMCC LEP 2014: Item 174
West Wallsend	Cemetery Road, West Wallsend	LMCC LEP 2014: Item 206
Whitebridge	132a Dudley Road	LMCC LEP 2014: Item 223
Wyee	10 Cemetery Road, Wyee	Not listed





## **1.1. Project team**

Laraine Nelson (Nelson Heritage Consulting) the project manager, conducted site inspections and is the author of Volumes 1 and 2. Photographs in those volumes are by the author unless otherwise acknowledged. Darrell Rigby (Heritage, Archaeology and Planning) undertook the archival photographic recording, provided expert assistance and is the author of Volume 3. Royce Sutherland (RPS Australia) conducted digital mapping incorporating terrestrial and aerial survey.

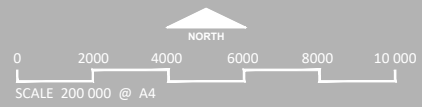
## **1.2. Acknowledgements**

The author is indebted to the assistance provided by:

- Belmont Cemetery – Vicki-ann Williamson and Deardre Ham
- Catherine Hill Bay Cemetery – Sue Whyte and Colleen House
- Johnston Family (Barnsley) Cemetery – Matt Johnston and Keith Snedden
- Morisset Cemetery – Barbara King and Beryl Mullard
- Martinsville Pioneer Cemetery – Barry Sylvester, Patricia Tierney
- Toronto Cemetery – Margaret Berghofer
- West Wallsend Cemetery – Anne Andrews
- Whitebridge Cemetery – Vicki-ann Williamson
- Wyee Cemetery – Russell Deaves
- Judy Messiter, Lake Macquarie Library Local History Section.
- Brad Butcher – BB Memorials

## **1.3. Limitations**

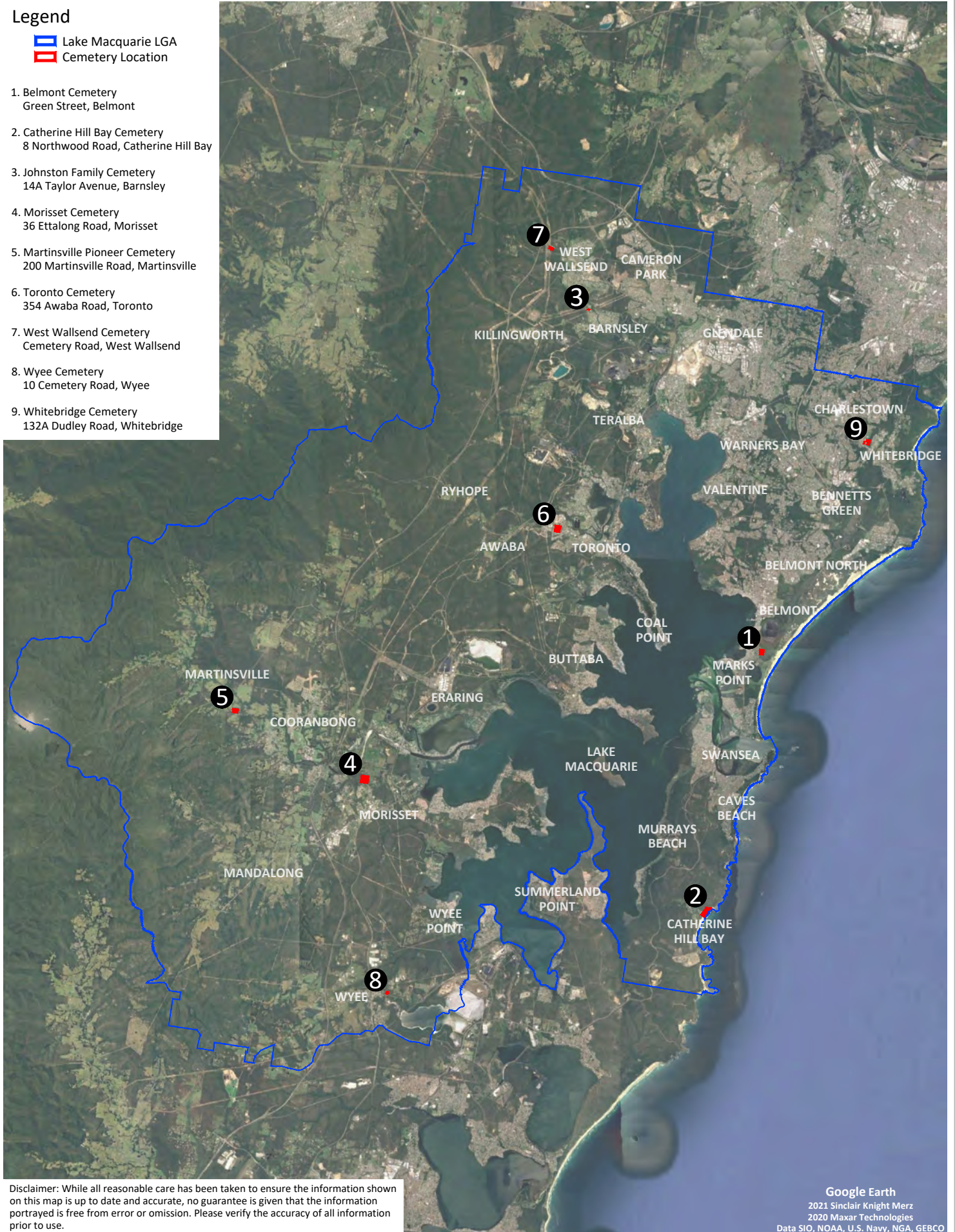
Aboriginal cultural heritage and archaeology was not part of the project scope, however where historical evidence is provided, or where post settlement Aboriginal links are known, that information has been noted. A detailed assessment of the natural environment and vegetation has not been undertaken.



**Legend**

- Lake Macquarie LGA
- Cemetery Location

1. Belmont Cemetery  
Green Street, Belmont
2. Catherine Hill Bay Cemetery  
8 Northwood Road, Catherine Hill Bay
3. Johnston Family Cemetery  
14A Taylor Avenue, Barnsley
4. Morisset Cemetery  
36 Ettalong Road, Morisset
5. Martinsville Pioneer Cemetery  
200 Martinsville Road, Martinsville
6. Toronto Cemetery  
354 Awaba Road, Toronto
7. West Wallsend Cemetery  
Cemetery Road, West Wallsend
8. Wye Cemetery  
10 Cemetery Road, Wye
9. Whitebridge Cemetery  
132A Dudley Road, Whitebridge



Disclaimer: While all reasonable care has been taken to ensure the information shown on this map is up to date and accurate, no guarantee is given that the information portrayed is free from error or omission. Please verify the accuracy of all information prior to use.

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## 2. HISTORICAL OVERVIEW

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### 2.1 BACKGROUND

#### 2.1.1 *Cemeteries in the nineteenth century New South Wales*

The earliest historical burials in New South Wales were in simple, informal burial grounds. The first official cemetery, the Old Sydney Burial Ground, occupied the site of the current Sydney Town Hall. Records though scant, show that mortality was high and in the 1850s the average age at death was less than 50 years. A thorough registration system for births, deaths and marriages was not instigated until 1856, similarly, burial grounds received little official attention (Dictionary of Sydney).

As towns developed, the need for a proper method of disposing of bodies in a safe manner became more urgent. Cemeteries, for sanitary reasons were located beyond the town boundaries. The *General Cemetery Act*, passed in 1847, had initially aimed to establish non-denominational cemeteries, however, staunch opposition saw this aim fail and churches were successful in ensuring denominational portions were included in general cemeteries (Dictionary of Sydney).

In 1859, a standardised design, developed by the Surveyor General's Office for general cemeteries was introduced. It comprised eight acres (3.2 hectares) with separate areas for the six main religious denominations (Church of England, Roman Catholic, Presbyterian, Wesleyan, Independent and Jewish). The area allotted was proportionate to their representation in the 1856 census figures. A seventh, generic or general area was set aside for other denominations. With a central avenue and seven allotments based on religion, this design was applied to most NSW general cemeteries in the late nineteenth century (Murray 2001:63-99).

In 1886, *Regulations for the Employment of Licensed Surveyors*, set out further conditions: a cemetery should be no more than 2 miles from the centre of the town, it should be isolated from everyday life to create a scene of 'tranquillity and meditation' and it should have ease of access. Soil suitability was important, ensuring ease of excavation and promoting decomposition, while an elevated site away from a watercourse was preferable (Murray 2001:89).

#### 2.1.2 *Cemeteries in the Lake Macquarie area*

Lake Macquarie's general cemeteries, developed in the late nineteenth century, largely followed the design of the Surveyor General's Office and the later 1886 regulations. While the cemeteries were established in a uniform manner, the process of interment was largely dependent on local and personal factors. The process around death and dying was vastly different to today. Hospitals were few, particularly in much of the Lake Macquarie area. In the nineteenth century and well into the twentieth century, there were no funeral homes, the body of the deceased was placed in a coffin and remained at the house. Cremation did not occur. For poor families, the cost of burial would be great, and savings were often made by family and friends transporting the coffin to the cemetery (Reynolds 1989:290).

Funerary monuments, in style, largely reflected the economic circumstances of the family. Expensive sandstone and marble headstones were often forgone by poorer families for alternatives such as timber and concrete.



Table 3 West Wallsend funeral director's cost 1925

Item	Cost	Cost today *
Oak coffin	£13.10.0	\$1,132.81
Silver mountings	£1.15.0	\$146.85
Advertisements (2)	£0.17.6	\$48.26
Motor coaches (2)	£3.0.0	\$276.90
Hearse (1)	£1.15.0	\$146.85
Interment and clergy	£1.17.6	\$157.33
<b>TOTAL</b>	<b>£22.15.0</b>	<b>\$1,909.00</b>

Source: Reynolds 1989:290 / \* Reserve Bank of Australia. Pre-Decimal Inflation Calculator.

In the Lake Macquarie cemeteries surveyed, apart from West Wallsend, the headstones overall were modest. In the late nineteenth and early twentieth century a Victorian period style dominated, with headstones often in sandstone, upright and tall in style and in many instances with cast iron fence surrounds. A sandstone headstone with simple decorative carving in the 1900s ranged from £8 to £12 [(\$1,256-\$1,85 today) Reserve Bank of Australia]. Marble and later granite, though more expensive, gained greater popularity by the early twentieth century (Murray 2001:230).

In the early to mid-twentieth century lower profile headstones were common and sometimes included a concrete or sandstone surround to delineate the grave. This style was cheaper and more practical in terms of longevity

In New South Wales, during the inter-war period, cremation gained favour as a method of disposing of the dead. Locally, in 1936, the Beresfield Crematorium (Newcastle Memorial Park) was established. From that time, state-wide, cremation has increased in popularity and present-day 60 percent of all disposals are by cremation. While initially ashes were interred in a cemetery or columbarium, by 2000, 65 percent of people took the ashes for either scattering or to retain (Dictionary of Sydney).

By the 1950s and 1960s lawn cemeteries had become the norm for both new cemeteries and cemetery extensions. In 1994, the independently owned Lake Macquarie Memorial Park was established to cater for both cremations and burials. Easier to manage and more economical in land use, to function properly lawn cemeteries require specific regulations for memorial types and heights and usually exclude any form of enclosure or kerbing, while grave furniture is kept to a minimum (Dictionary of Sydney).



## 3. CEMETERY OVERVIEW

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### 3.1 BACKGROUND

This Lake Macquarie City Council Cemeteries CMP assesses the nine cemeteries under Council's management. The gazettal of the LMCC cemeteries occurred between 1875 (Martinsville) and 1910 (Morisset). This pattern of development reflected settlement most often linked to the development of specific industries. The earliest settlers were loggers attracted to the rich stands of timber in the western portion of Lake Macquarie (Martinsville, Wyee), the development of the coal mines (West Wallsend, Catherine Hill Bay, Whitebridge) while Barnsley (Johnston Family Cemetery) Toronto and Belmont (1893) developed as a response to a variety of factors including mining, fishing, farming and tourism. Morisset was triggered by the arrival of rail and the development of Morisset Hospital.

Details on assessing the significance of the cemeteries is in Volume 2. Drawn from that assessment is a statement of significance summarising each cemetery's heritage values. That statement is the basis for policies and management structures that will affect their future. The following provides a brief description of each of the cemeteries, further detail is provided in Volume 2.

#### 3.1.1 Belmont Cemetery

Belmont Cemetery, located on a small hill surrounded by coastal vegetation, was established in 1879 as the principal cemetery for eastern Lake Macquarie. It has over 2,500 headstones and burials in non-denominational and older parish sections. Memorial walls and gardens have been established in recent years to cater for an increase in ash memorialization. It is the last resting place of many of the area's early settlers.



#### 3.1.2 Catherine Hill Bay Cemetery

Established in 1894, to serve the needs of the local mine workers and their families that focus has changed, and the cemetery now has over 550 headstones. The cemetery, bounded by a dense thicket of coastal vegetation, is well frequented providing a popular beach access track for walkers and surfers. Memorial walls and boulders have been established in recent years. Catherine Hill Bay Cemetery, as part of the Catherine Hill Bay Cultural Heritage Precinct, is included on the State heritage register.





### **3.1.3 Johnston Family (Barnsley) Cemetery**

The Johnston Family (Barnsley) Cemetery is unusual as the only privately founded cemetery managed by LMCC. Flanked by residential properties, it is accessed via a quiet country road. Under management by LMCC since 1995 it is a non-denominational cemetery. Retaining a mid-twentieth century appearance together with several fine trees, it contributes to the Barnsley landscape.



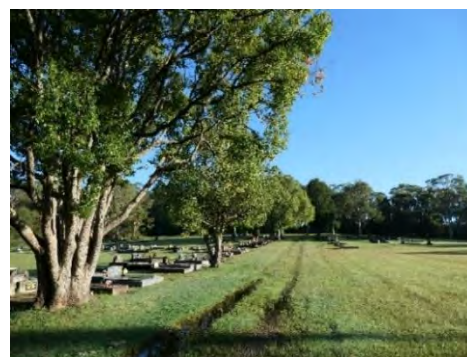
### **3.1.4 Martinsville Pioneer Cemetery**

Martinsville Pioneer Cemetery, in a quiet rural area, was established in 1875, to serve the needs of the local community. Largely associated with the forestry industry in the early years, by the mid to late-twentieth century this had changed to an emphasis on farming. The cemetery, with approximately 90 headstones, is flanked by rural pastures and still serves the small local community, as first intended.



### **3.1.5 Morisset Cemetery**

Morisset Cemetery, established in 1910, has over 325 headstones. It is surrounded by bushland at the end of minor road. It is spacious in appearance with the older portion of the cemetery flanking the internal access road. On the eastern side, close to the boundary and some distance from the original burial area, is the modern beam style cemetery. A small, dedicated chapel is unique in the nine LMCC cemeteries. Morisset Cemetery is significant as the burial place of many patients of Morisset Psychiatric Hospital.



### **3.1.6 Toronto Cemetery**

Toronto Cemetery, accessed from Awaba Road, has substantial brick gates leading to a sealed internal road, flanked by an avenue of mature callistemon. The initial appearance is attractive and spacious with the graves occupying a relatively small proportion of the space. It has around 1,900 headstones with burials in non-denominational and older parish sections. Many Indigenous burials reflect the local demography.





### **3.1.7 West Wallsend Cemetery**

West Wallsend Cemetery, established in 1890, is one of the largest cemeteries in the LGA. In a secluded setting at the end of an unsealed road, it is surrounded by bushland, and has a view of Mount Sugarloaf to the west. The cemetery was originally gifted to the community by the local colliery. All sections are non-denominational. Currently, soil contamination from black slag is an environmental hazard.



### **3.1.8 Whitebridge Cemetery**

Whitebridge Cemetery was established in 1898, to meet the needs of the local community. Its original and unusual Maltese Cross design was never realised and in the late twentieth century the introduction of a circular cemetery plan, together with netball courts, has seriously impacted its layout. It has around 2,500 headstones and holds the graves of victims of the 1898 Dudley Mine disaster.



### **3.1.9 Wyee Cemetery**

Wyee Cemetery established in 1892, as a small general cemetery, is set in bushland on the eastern outskirts of the village of Wyee. The Cemetery, with around 30 headstones, is situated at the end of an unsurfaced, minor road. Located on an area of hard clay soils, this restricts burials to single interments.





### 3.2 ARCHAEOLOGICAL POTENTIAL

Statutory requirements for historical archaeological relics can be found in Section 6.3.2, and requirements for Aboriginal objects in Section 6.3.4 . While the emphasis in cemeteries is on historical archaeological potential, the possibility of Aboriginal objects should not be excluded.

All cemeteries by nature contain historic archaeological relics, while the location of most is identifiable, there remain areas where graves are no longer marked. Cemeteries may also contain evidence of past structures and features such as buildings, fences, paths and roads. Potential archaeological relics are described in Table 4.

Table 4 Potential historical archaeological relics - cemeteries.

Activity	Potential relics
Pre-settlement	Aboriginal objects (definition see Section 0)
Grave cuts	Sub-surface, cuts for burial are usually quite distinct
Burials	Skeletal remains, coffins and coffin hardware, grave goods and associated items (buttons, buckles, etc)
Grave construction	Grave furniture (fallen and buried headstones, grave surrounds, etc)
Cemetery landscaping	Fences, denominational and row markers
Access	Roads, paths, drains, kerbs
Moveable items	Other items associated with burials or cemetery function

The most significant and likely archaeological relics pertains to unmarked burials. The cost of erecting an enduring memorial was significant, sometimes necessitating the installation of a less substantial monument - often in wood, which has disappeared over time. The only record of the interment's name may be found amongst sextant or funeral director documents; however, these are not always accurate, and in many instances, those documents have been lost.

In all cemeteries the potential for unmarked burials exists, however, Morisset Cemetery the place of interment for Morisset Psychiatric Hospital patients has a far greater than normal occurrence. An aerial (drone) survey at Morisset Cemetery, conducted as part of this project, revealed a vast number of unmarked graves, while some are potentially residents, the majority are more likely hospital patients.

The detection of unmarked graves may be possible using drone survey, as described above, or ground penetrating radar (GPR), however neither process is foolproof.

A knowledge of statutory requirements and caution should always be exercised during ground disturbance works at cemeteries to ensure archaeological relics are not disturbed.





## 4. COMPARATIVE ANALYSIS

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A comparative analysis to assess similar heritage sites aids in validating the significance of an item under investigation. The following assists in determining the heritage value and significance of the nine Lake Macquarie cemeteries. Three Hunter Valley cemeteries were chosen, as they offer the potential to consider patterns, themes and characteristics in addition to rarity and representativeness. While each cemetery is unique in reflecting the community it serves, cemeteries also share many commonalities such as layout, monumental styles and landscape.

### **Minmi Cemetery**

Minmi Cemetery was established in 1863, as a private cemetery for the coal workers residing in the town of Minmi. Covering 1.5 hectares it has 230 monuments. Many of the headstones reflect the cemetery's development in the late nineteenth century, constructed of sandstone, marble and granite they are tall stelae in style – typical of the period. While there are numerous headstones, there are equally large portions without memorials indicating a high potential for unmarked burials.

### **Greta Cemetery**

Greta cemetery was dedicated on October 17, 1876. The nineteenth to mid twentieth century headstones are generally modest in size. The twentieth century headstones are low profile, often with marble plaques on a stone tablet. In 1984, a study confirmed the burial of at least 568 people at the Greta cemetery in unmarked graves (Delaney 1984). The cemetery lacks a formal garden layout; however, the expanses of grass, mature eucalypts and modest headstones are in keeping with the rural landscape. The cemetery was the place of interment for many migrants and their descendants who lived at the Greta Migrant Camp after World War 2. The large number of European names inscribed reflect this heritage and are a rare occurrence in Hunter Valley cemeteries. Greta has a dedicated War Graves Cemetery.

### **Pioneer Hill Cemetery (Raymond Terrace)**

Pioneer Hill Cemetery, originally the Raymond Terrace Burial Ground was dedicated in 1863, however, the earliest recorded headstone is from 1840. There are four denominational areas: Roman Catholic, Church of England, Presbyterian and Wesleyan Methodist. It is likely 2,300 people are buried here, with less than half that number of headstones existing, most of the burials occur in unmarked graves. The cemetery is distinct with many tall upright headstones reflecting the preponderance of nineteenth century burials.

### **Conclusion**

The lower Hunter cemeteries chosen have similarities – a conventional layout, a commonality of monument style and a pleasing landscape of lawn and trees set amongst bushlands.

The point of difference that makes each cemetery unique is the most important element – the people interred. They provide a direct link to the community. The inscriptions and memorials are unique to each grave, to each cemetery, providing insight into the community, its demography, its occupations, and its religious affiliations through to the present day.

In Lake Macquarie, many people were employed in high-risk, poorly paid occupations such as mining, fishing and forestry. The physical connection between the industry and the cemeteries is strong, with many interments a direct result of workplace accidents or caused by poor living conditions.



## 5. SIGNIFICANCE

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### 5.1 SIGNIFICANCE ASSESSMENT

The seven NSW Heritage Significance criteria (NSW Heritage Branch 2001) encompass the four values embodied in the Australian ICOMOS *Burra Charter* (Historical, aesthetic, scientific, and social significance) while the eighth category considers the overall intactness and integrity of the item. Each of the cemeteries were assessed against the criteria.

The seven NSW Heritage Significance criteria are:

- **Criterion (a) Historical:** *An item is important in the course, or pattern, of NSW's cultural or natural history*
- **Criterion (b) Associative:** *An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history*
- **Criterion (c) Aesthetic/Technical:** *An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW*
- **Criterion (d) Social:** *An item has strong or special association with a particular community or cultural group in NSW for social, cultural or spiritual reasons*
- **Criterion (e) Research:** *An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history*
- **Criterion (f) Rarity:** *An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history*
- **Criterion (g) Representative:** *An item is important in demonstrating the principal characteristics of a class of NSW's cultural or natural places, or cultural or natural environments*
- **Integrity and intactness**

**The National Trust** has developed additional criteria to cover genealogical, botanical, and life support [National Trust (NSW)]. The NSW Heritage Significance criteria in this CMP was adopted with due reference to the National Trust.

Each cemetery was assessed under the NSW Heritage Significance criteria (Volume 2). The resulting Statements of significance are shown below while Table 5 provides a summary of the findings.

### 5.2 STATEMENTS OF SIGNIFICANCE - LMCC CEMETERIES

The following statements were developed following the assessment process detailed in Volume 2.

- **Belmont Cemetery**, established in 1879, was the principal cemetery for the town and surrounding area. The cemetery illustrates the growth and development of a small community on eastern Lake Macquarie providing evidence of occupations, demography and the social composition of east Lake Macquarie. The cemetery is significant as the last resting place of many of the area's early settlers. The cemetery, while modest in size and type, with its layout and range of headstones demonstrates the evolution of burial practices since the nineteenth century.
- **Catherine Hill Bay Cemetery**, established in 1894, is an integral part of the Catherine Hill Bay Cultural Precinct (see following statement). The cemetery illustrates the growth and development of a small mining community dependent on a sole industry, with little diversity in demography and the social composition. The cemetery was modest in size and type, with a layout and range of headstones consistent with the evolution of burial practices since the nineteenth century. That focus has changed since the late twentieth century, with the mine's closure the social make-up of the community has changed, and the cemetery has reflected that change.



*The Catherine Hill Bay Cultural Precinct is now rare, as an intact surviving example of "Company Town" development. In Lake Macquarie such developments generally evolved more informally than the company town infrastructures elsewhere in the Upper Hunter and other parts of Australia (Extract: NSW Heritage. Catherine Hill Bay Precinct).*

- The first interment at the **Johnston Family Cemetery** was William Johnston, a well-known early settler of the area now known as Barnsley. The cemetery contains the graves of several generations of the family and related members of the community, including one victim of the Bellbird mining disaster (1923). Unusual as a privately founded cemetery, since 1995 it has been under the care of LMCC. The cemetery retains a mid-twentieth century appearance, this together with several fine trees, provides a considerable contribution to the Barnsley landscape.
- **Martinsville Pioneer Cemetery**, established in 1875, is significant as one of the earliest cemeteries established in western Lake Macquarie. The cemetery illustrates the development of a small community with little diversity in demography and social composition dependent on a sole industry - timber getting and processing. The cemetery was modest in size and type, with a layout and range of headstones consistent with the evolution of burial practices since the nineteenth century. That focus has changed since the mid twentieth century, with the demise of the timber industry the social make-up of the community has changed, and the cemetery has reflected that change.
- **Morisset Cemetery** was established in 1910 as the principal cemetery for the town and surrounding area. The cemetery illustrates the town's growth from an area reliant on the timber industry and railway to its emergence as a commercial hub. It demonstrates the pattern of development of a rural general cemetery from the early twentieth century to present day. The layout demonstrates the heightened role religion played for much of this period, while the modest headstones and uniformity in style reflect little social division in a largely working-class community. The small, dedicated chapel is unique to the nine cemeteries under LMCC management. Morisset Cemetery is significant as the burial place of many Morisset Hospital patients in often unmarked graves. This reflected the social norm of the times.
- **Toronto Cemetery** was established in 1894, as the principal cemetery for the town and surrounding area. The cemetery illustrates the growth and development of a small community on western Lake Macquarie providing evidence of occupations, demography and the social composition of the area. The cemetery is significant as the last resting place of residents' instrumental in the development of the area. The cemetery, while modest in size and type, with its layout and range of headstones demonstrates the evolution of burial practices since the early twentieth century.
- **West Wallsend Cemetery**, established in 1890, is significant in providing physical evidence of the growth, development and decline of a mining town. The cemetery layout, together with the social stratification evident in large and imposing memorials, reflects the singular mining focus of the town. The cemetery is a remote though important component of the West Wallsend Conservation Area.
- **Whitebridge Cemetery**, established on 31 January 1891 and re-established: 8 December 1892, was the principal cemetery for the village and surrounding area. The cemetery illustrates the growth and development of a small community on eastern Lake Macquarie providing evidence of occupations, demography and the social composition of east Lake Macquarie. The cemetery is significant for containing the remains of those killed in the Dudley



Mine Disaster. The cemetery, with its layout and range of headstones, demonstrates the evolution of burial practices since the nineteenth century.

- **Wyee Cemetery** was established in 1892 as the cemetery for the village and the surrounding district. The cemetery illustrates the village's initial reliance on the timber industry and railway to its to its current role as a semi-rural residential area. It demonstrates the pattern of development of a rural general cemetery with the layout and style of headstones demonstrating the evolution of burial practices over the twentieth century. The cemetery with its modest headstones and uniformity in style reflect little social division in what has remained a largely working-class community.

Table 5 Heritage significance assessment – cemetery overview

Cemetery	Criteria							
	(a)	(b)	(c)	(d)	(e)	(f)	(g)	
	Historical	Associative	Aesthetic/ Technical	Social	Research	Rarity	Represent-	Integrity / Intactness
Belmont Cemetery	Y	Y	N	Y	Y	N	Y	Y
Catherine Hill Bay Cemetery	Y	Y	N	Y	Y	Y	Y	Y
Johnston (Barnsley) Family Cemetery	Y	Y	N	Y	Y	Y	Y	Y
Morisset Cemetery	Y	Y	N	Y	Y	Y	Y	Y
Martinsville Pioneer Cemetery	Y	Y	N	Y	Y	N	Y	Y
Toronto Cemetery	Y	Y	N	Y	Y	Y	Y	Y
West Wallsend Cemetery	Y	Y	Y	Y	Y	N	Y	Y
Whitebridge Cemetery	Y	Y	N	Y	Y	N	Y	Y
Wyee Cemetery	Y	Y	N	Y	Y	N	Y	Y



## 6. CONSTRAINTS AND OPPORTUNITIES

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The LMCC cemeteries are affected by statutory controls and non-statutory registers and procedural documents. Those controls, registers and document place constraints and obligations on how heritage items are managed. The following sections: *Statutory Controls – Heritage (Section 6.3)*; *Statutory controls - Other (Section 6.4)*; and *Relevant non-statutory controls (Section 6.5)* provide further detail on those obligations.

### 6.1 CONSTRAINTS

#### 6.1.1 Constraints arising from cultural significance

The listing of an item on the local, State or National heritage register entails an obligation for current and future managers to conserve the significance of that item. Of the nine cemeteries, three – Belmont, Morisset and Wyee Cemeteries were unlisted, the remaining are listed as significant at the local level, while Catherine Hill Bay Cemetery, is included in the State heritage listed, Catherine Hill Bay Cultural Heritage Precinct.

The assessment carried out to inform this CMP found that Belmont, Morisset and Wyee Cemeteries are significant at the local level and warrant inclusion in the LEP, with the relevant statutory requirements regarding heritage found in *NSW Environmental and Planning Act 1979 (Section 6.3.3)* applicable.

#### The Burra Charter

Best practice in conservation should be undertaken in line with the Burra Charter Articles.

#### Article 2. Conservation and management

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

This means that the significance of cemeteries should be understood to ensure retention of their value. Maintenance should be of a standard to ensure the cemetery is not put at risk or made vulnerable.

#### Article 3. Cautious approach

- 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.
- Changes to a place should not distort the physical or other evidence it provides, nor be based on conjecture.

This means that the significance of fabric, features, etc. should be understood and due care taken with conservation works.

#### Article 4. Knowledge, skills and techniques

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

This means that a wide range of skillsets and expertise are required and should be enlisted to successfully manage conservation works.



#### **Article 5. Values**

- 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.
- Relative degrees of cultural significance may lead to different conservation actions at a place.

This means that due consideration should be given to the level of significance, an item significant at the State level requires a higher degree of conservation. A cautious approach is needed as understanding of cultural significance may change over time.

#### **Article 6. Burra Charter Process**

- 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.

This CMP has been developed in accordance with the Burra Charter Process. Volume 1 draws on the information obtained during a detailed assessment of the cemeteries (Volume 2) with an appropriate level of recording providing base line data (Volume 3).

#### **Article 7. Use**

- Where the use of a place is of cultural significance it should be retained.

For a cemetery, retention of significance is linked to its role as burial place. Whether it has been closed or remains open that role remains. In previous decades, the clearing of headstones and creation of parks from cemeteries has unfortunately severely impacted their significance.

#### **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.

The area around a cemetery, its setting, is an important feature and should be retained. The role as a cemetery for meditation and reflection should not be impacted by inappropriate development.

#### **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.

Maintenance of cemetery features (headstones, grave surrounds, etc) should be undertaken, as required, to ensure retention of significance.

#### **Article 22. New work**

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

While the ongoing use of operational cemeteries is necessary any new development should be sympathetic to the character of the cemetery.



#### **Article 24. Retaining associations and meanings**

- 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.
- 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.

Cemeteries often retain strong ongoing connections for relatives, friends and descendants of those buried. That connection should be acknowledged through consultation. The support of 'friends of' groups, in addition to developing links with interested groups such as genealogists and local history societies should be encouraged.

#### **Article 27. Managing change**

- 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.
- Existing fabric, use, associations and meanings should be adequately recorded before and after any changes are made to the place.

The statement of significance developed for each cemetery should inform any development proposals. Any works should ensure that cultural significance is retained with works in line with the heritage values of the cemetery.

#### **Article 32. Records**

- 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.
- 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.

Cemetery inscriptions may be one of the few remaining written records pertaining to a person. Original documents such as sextant's lists, cemetery plans, etc. should be retained and maintained and with due care regarding privacy made available at Lake Macquarie Library – Local History unit the most appropriate repository.

### **6.1.2 Constraints arising from Lake Macquarie Council requirements**

#### **Financial and human resources**

Employee resources for administrating LMCC cemeteries is currently one full time employee. Cemetery maintenance occurs in a six-weekly cycle with additional services (where available) for Mother's and Father's Day, Christmas, Easter and Anzac Day. Maintenance requirements include mowing, brush cutting, weeding, spraying and path upkeep. The demand for services escalates in line with population growth in the city.

Several cemeteries have informal 'Friends of' groups who assist with maintenance and open/close gates.

#### **Shortage of future burial sites**

Recent reports, most significantly *The 11th Hour. Solving Sydney's Cemetery Crisis* (Whitella 2020), highlights the crisis facing Sydney cemeteries regarding available burial spaces. The current interment availability of Lake Macquarie cemeteries is detailed in Table 6.



In Lake Macquarie cemeteries, many sites can accommodate up to two and in some cases three body interments. Ashes can also be interred in these sites, which encourages sustainability, with the family only using one plot. With the cremation rate in the Hunter over (70% - CCNSW 2016), council also provides the options of interring ashes in walls, memorial gardens with boulders/rocks/walls available for memorial inscriptions.

Alternatively, under the *Cemeteries and Crematoria Act 2013* (Part 4, Section 52.4.b), a cemetery authority can give notice of possible revocation of interment rights for unused rights for plots (50 years and older). Belmont and Whitebridge Cemeteries have unused Interment Right burial plots with a potential to use those plots where those rights are more than fifty years old.

Whitebridge, Belmont and Catherine Hill Bay cemeteries have very limited capacity for new burial sites. This shortage of land may create the need to identify the location of unknown/unmarked burials to ascertain requirements to better manage the sites.

Technology can assist in identifying unmarked burials using non-destructive processes. An aerial (drone) survey as part of this project was successful in identifying numerous graves at Morisset Cemetery. GPR also has the potential in some cemeteries to identify burials. The successful use of GPR however, is largely dependent on several factors including the type of soils, the age of the burial and the skill of the operator in interpreting the data. The following table details the current available capacity at LMCC Cemeteries.

Table 6 LMCC Cemeteries – current interment availability

Cemetery	Burial available	Other
Belmont Cemetery	Immediate use burials are available for one plot only. Council allocates the site location; burials are excavated to double depth (where conditions allow) and in consecutive order so use of land is sustainable. No reservations for additional plots are available.	Interment of ashes in existing plots, memorial gardens, columbaria, memorial boulder
Catherine Hill Bay Cemetery	Perpetual Interment Rights for plots are available for reservation and immediate need.	Interment of ashes in existing plots, columbaria, memorial boulder
Johnston (Barnsley) Family Cemetery	Only available for existing reservations and has no religious denominations.	Interment of ashes in existing plots.
Morisset Cemetery	Some existing reservation in the 'old sections. All new burials are lawn burials and are set out in the general rows on the western side of the cemetery.	Interment of ashes in existing plots, columbaria, memorial wall
Martinsville Pioneer Cemetery	Perpetual Interment Rights for plots are available for reservation and immediate need.	Interment of ashes in existing plots.
Toronto Cemetery	Rows are set out in general and denominational sections. Perpetual Interment Rights for plots are available for reservation and immediate need.	Interment of ashes in existing plots, columbaria.
West Wallsend Cemetery	Plot burials in West Wallsend Cemetery are only available for existing reservations.	Interment of ashes in existing plots, columbaria.
Whitebridge Cemetery	Immediate use burials are available for one plot only. Council allocates the site location; burials are excavated to double depth (where conditions allow) and in consecutive order so use of land is sustainable. No reservations for additional plots are available	Interment of ashes in existing plots, columbaria, memorial boulder.





Wyee Cemetery	The soil structure in the cemetery is very hard and rocky and the ground is suitable for single depth burials only. Perpetual Interment Rights for plots are available for reservation and immediate need.	Interment of ashes in existing plots, memorial boulder.
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### 6.1.3 Constraints arising from physical conditions

In all nine cemeteries, the greatest constraint with regard management is age-related damage to fabric and environmental conditions. Age related fabric issues include:

- Deterioration of monuments including headstones, grave surrounds and iron fences
- Subsidence of grave plots
- Damaged and worn inscriptions
- Growth of moulds and lichens damaging headstones

While other issues relate to management and environmental factors such as:

- Trees and tree root growth, in and adjacent to, graves
- Maintenance practices e.g., damage to graves from mowers, whipper snippers, etc.
- Use of herbicides
- Erosion and run-off

West Wallsend Cemetery, in terms of physical condition, has the additional issue of soil contamination that will require remedial works.

### 6.1.4 Constraints arising from archaeological relics

Archaeological relics are managed under the *NSW Heritage Act 1977* (Section 6.3.2). All cemeteries by nature contain archaeological relics. Graves where marked are easily identifiable archaeological sites, however unmarked burials and past sub-surface remnant structures and features such as buildings, fences, paths and roads may also come under the act.

## 6.2 OPPORTUNITIES

### 6.2.1 Opportunities arising from community engagement and recreation

The survey work conducted as part of the project has shown that the cemeteries are a busy space. Dog walkers, joggers, beach goers, a father kicking a footy with young boys, surfers accessing the beach via Catherine Hill Bay Cemetery all indicate that cemeteries, in addition to their dedicated role, are a recreational resource. There is an opportunity to build on that visitation by providing interesting and insightful information. Heritage interpretive signs telling the story of the cemetery, a map with a heritage trail, small plaques highlighting the graves of interesting individuals; all would stimulate interest and create an ongoing sense of ownership in the community.



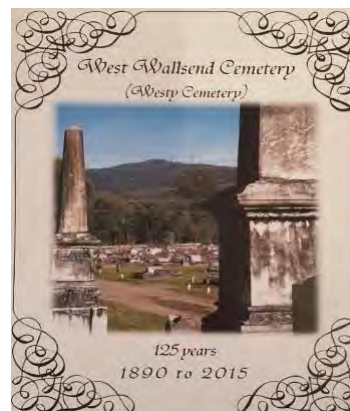
Walking group - Raymond Terrace Pioneer Cemetery



### 6.2.2 Opportunities arising from promoting heritage

Promoting a cemetery's heritage could be used as part of a campaign to instigate the formation of 'Friends of' groups. Such groups are a valuable resource in cemetery management. The West Wallsend Cemetery Committee and Friends of Belmont Cemetery already demonstrate the positive role recognition of cemeteries can play in both cemetery management and community development.

The role of cemeteries as a source of information for genealogists, family history researchers and historians is well established. This can be further enhanced using technology such as databases, apps, etc. to assist in furthering local research and developing strong community ties.



Booklet - West Wallsend Cemetery Centenary (West Wallsend Cemetery Committee)

### 6.2.3 Opportunities arising utilizing research and technology

Research using early sexton records, State Archives (Morisset Hospital patients), church registers, etc. together with the use of GPR technology, or similar technology, may be a viable option to identify unmarked graves and areas of potential future burial space.

## 6.3 STATUTORY CONTROLS - HERITAGE

Items of heritage significance in Australia are assessed as being of national, state or local significance. That listing determines the relevant legislative controls that impose constraints or obligations.

### 6.3.1 National – Environmental Protection and Biodiversity Conservation Act 1999

Under this Act the National Heritage List, administered by the Australian Heritage Council, records places of significance to the people of Australia. The LMCC cemeteries, the subject of this review, are not on the National list, nor does their level of significance warrant consideration for inclusion.

### 6.3.2 State - Heritage Act 1977 (NSW)

*It should be noted that the Heritage Act 1977 is currently under review (<https://www.heritage.nsw.gov.au/what-we-do/nsw-heritage-act-review/>)*

Historical archaeological relics, buildings, structures, archaeological deposits and features with State heritage significance are protected under the *Heritage Act 1977* (and subsequent amendments) and may be identified on the State Heritage Register (SHR) or by an active Interim Heritage Order (IHO). Under Section 57 (1) approval must be gained from the NSW Heritage Council when making changes to a place listed on the SHR or a place covered by an IHO. That approval is sought through an application under Section 60 (*Heritage Act 1977*) prior to commencement of works. Section 57 (2) of the Act permits exemptions from approval under specified circumstances.

The following item is included on the SHR.

- Catherine Hill Bay Cultural Precinct SHR # 01828, incorporating the Catherine Hill Bay Cemetery



## Minimum standards of maintenance and repair

Section 118 (*Heritage Act 1977*) may impose minimum standards with respect to the maintenance and repair of a building or work (other than a ruin) or a relic that is listed or within a precinct that is listed on the State Heritage Register, but those standards in the instance of Catherine Hill Bay Cemetery relate to:

- (c) security (including fencing and surveillance measures to prevent vandalism),
- (d) essential maintenance and repair (being maintenance and repair necessary to prevent serious or irreparable damage or deterioration).

## Historical Archaeology

Approval from the NSW Heritage is required when excavating any land in NSW where there is potential that works will disturb an archaeological relic (of non-Aboriginal origin). Under *the Heritage Act 1977* a 'relic' is defined as any deposit, artefact, object or material evidence that:

- a. relates to the settlement of the area that comprises New South Wales, not being Aboriginal settlement, and
- b. is of State or local heritage significance.

Archaeological sites may be deemed of State significance where they are considered of importance to the heritage of NSW, or, of local significance where they are considered important to the heritage of the local area.

### **6.3.3 Local - NSW Environmental Planning & Assessment Act 1979**

The NSW *Environmental Protection & Assessment Act 1979* (EP&A Act) and its regulations, schedules and associated guidelines require that environmental impacts be considered in land use planning and development assessment. The EP&A Act defines 'environment' as '...all aspects of the surroundings of humans, whether affecting any human as an individual or in his or her social groupings.' The environment therefore includes cultural heritage. Heritage items and places are described in Local Environmental Plans (LEP) and detailed on heritage maps which accompany the LEP. All LEPs contain clauses dealing with heritage conservation. Under the EP&A Act, all local governments in NSW are required to maintain a register of heritage places as Schedule 5 under their LEP.

### *Lake Macquarie Local Environment Plan 2014 - Clause 5.10 Heritage Conservation*

Clause 5.10 of the LEP stipulates that heritage is to be conserved and managed with the objectives (Clause 1) as follows:

- (a) *to conserve the environmental heritage of Lake Macquarie City,*
- (b) *to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,*
- (c) *to conserve archaeological sites,*
- (d) *to conserve Aboriginal objects and Aboriginal places of heritage significance.*

Clause 2 provides advice on when development consent is required, Clause 3 provides advice when development consent is not required. Under Clause 3, consent is not required if:

- (b) *the development is in a cemetery or burial ground and the proposed development -*
  - (i) *is the creation of a new grave or monument, or excavation or disturbance of land for the purpose of conserving or repairing monuments or grave markers, and*



*(ii) would not cause disturbance to human remains, relics, Aboriginal objects in the form of grave goods, or to an Aboriginal place of heritage significance.*

Lake Macquarie LEP 2014 Schedule 5 lists all registered heritage items, cemeteries included in that register are:

- Catherine Hill Bay Cemetery Item #65
- North Coorumbung (Martinsville) Cemetery Item #79
- Johnston Family (Barnsley) Cemetery Item #9
- Toronto Cemetery Item #174
- West Wallsend Cemetery Item #206
- Whitebridge Cemetery Item #223

#### **6.3.4 National Parks and Wildlife Act 1974**

The *National Parks and Wildlife Act 1974* (NPW Act) provides statutory protection for all Aboriginal objects and places. If Aboriginal objects are found Heritage NSW must be informed under Section 89(A) of the Act. The definition of what constitutes an Aboriginal object, and an Aboriginal Place is at Section 0.

### **6.4 STATUTORY CONTROLS - OTHER**

#### **6.4.1 NSW Cemeteries and Crematoria Act 2013**

The *Cemeteries and Crematoria Act 2013* (the C&C Act) and the *Cemeteries and Crematoria Regulation 2014* (the C&C Regulation) provide a legislative framework for the provision of interment services, and interment rights in NSW. Under the Act, the Cemeteries & Crematoria NSW (CCNSW) was created to support and oversee the interment industry and provide advice to the community.

#### **The 11th Hour. Solving Sydney's Cemetery Crisis (Whitella Consulting 2020)**

Whitella Consulting (2020) was commissioned to undertake a comprehensive review of the Act to investigate reforms and critical challenges facing Sydney cemeteries and crematoria sector

The most significant challenge was a shortage of future burial spaces. This has financial implications at the state level with capital required to fund new cemeteries, while for the community it could impact the ability to bury loved ones in accordance with wishes and religious customs.

To address the issues the Whitella report recommended action in three key area: consolidation of the Crown operators; the acquisition of new land for cemeteries and strengthening of the industry regulator. The recommendations that stem from the report, if enacted, have the potential to impact the management of the heritage values of cemeteries not only in Sydney, but throughout NSW.

#### **6.4.2 Local Government Act 1993**

The *Local Government Act 1993* seeks to:

- (a) to provide the legal framework for the system of local government for New South Wales,*
- (b) to set out the responsibilities and powers of councils, councillors and other persons and bodies that constitute the system of local government,*
- (c) to provide for governing bodies of councils that are democratically elected,*
- (d) to facilitate engagement with the local community by councils, councillors and other persons and bodies that constitute the system of local government, and*
- (e) to provide for a system of local government that is accountable to the community and that is sustainable, flexible and effective.*



### **6.4.3 Local Government (Control of Cemeteries) Amendment Act 1967**

Under this Act local government authorities assumed control, as trustees, for public cemeteries in their LGA. The Act at the same time discharged existing trustees from the responsibility they had held for management of their cemeteries. LMCC under this Act assumed control of the subject cemeteries.

The following acts and standard are also relevant to the management of cemeteries

- *Crown Lands Act 1989*
- *Public Health Regulation 2012*
- *Public Health Act 2010*
- *Workplace Health and Safety Act 2011*
- *Coroners Act 2009*
- Australian Standard 4204:2019 Headstones and cemetery monuments

## **6.5 RELEVANT NON-STATUTORY GUIDANCE**

### **6.5.1 Australian ICOMOS Burra Charter 1999 (the Burra Charter)**

The Australian Council on Monuments and Sites (ICOMOS) is the peak body for professionals working in heritage conservation in Australia. ICOMOS developed The Burra Charter to ensure a commonality in the care of places of cultural significance. In brief, the Charter is the acknowledged best practice standard for the conservation of significant places in Australia applying internationally recognised standards of practice and procedures. This conservation management plan has been developed in accordance with those principles.

### **6.5.2 Register of National Trust (NSW)**

The National Trust of Australia (NSW) maintains a Register of landscapes, townscapes, buildings, industrial sites, cemeteries and other items or places which the Trust determines have cultural significance and are worthy of conservation. The National Trust(NSW) actively promotes the care of cemeteries through the publication *Guidelines for Cemetery Conservation* and the Cemeteries Master List, a database of New South Wales cemeteries accessible to the public, including general cemeteries and church cemeteries.

### **6.5.3 Voluntary Code of Practice for Cemetery Maintenance (2020)**

Produced by the NSW Department of Planning Industry and Environment, the *Voluntary Code for Cemetery Maintenance Guide* (Cemetery Maintenance Guide 2020) assists cemetery operators implement the Cemetery and crematorium operator code of practice – interment rights and general services (Operator Code). Highlighting best practice principles relating to maintenance of facilities, graves, vaults, cemeteries and crematoria, Section 3.7 of that document addresses heritage values. The National Trust publication, *Guidelines for Cemetery Conservation* is considered best practice with regards heritage and maintenance.

### **6.5.4 Cemetery Land Use: Contribution to Environment and Heritage Values.**

Commissioned by Cemeteries and Crematoria NSW, the report documents the role cemeteries can play in the management and preservation of environmental and heritage values. While specifically developed for Sydney the report provides valuable advice for cemeteries outside the metropolitan area.

### **6.5.5 LMCC Cemetery Strategy 2008**

The Strategy developed in 2008, examined the service provisions and management procedures in addition to considering options for the future provision of cemetery services (Insite 2008). Heritage was identified as a significant factor with the Strategy's Action Plan addressing heritage and conservation (2008:97). That included the development of conservation management provisions, site



specific heritage assessments and the promotion of the heritage value of the cemeteries through interpretive signage and digitising headstone (>50 years) records to inform historical and family history research.

Since the production of that Strategy several changes have occurred. Importantly, relics (items and places, including grave sites, over 50 years old) are no longer automatically subject to the *Heritage Act 1977*. Under the *Heritage Amendment Act 2009 No 34*, the definition of a relic changed from a:

*Relic means any deposit, object or material evidence:*

*(a) which relates to the settlement of the area that comprises New South Wales, not being Aboriginal settlement, and*

*(b) which is 50 or more years old.*

to

*Relic means any deposit, object or material evidence:*

*(a) relates to the settlement of the area that comprises New South Wales, not being Aboriginal settlement, and*

*(b) is of State or local heritage significance.*

This ensured that relics of local, or state heritage significance, are protected under the Act – regardless of their age.

Section 5 in this report, provides addresses significance and significance assessment, while Section 4 in each individual cemetery's report provides the outcome of the assessment's application (Volume 2).



## 7. CONSERVATION POLICIES

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### 7.1 INTRODUCTION

The following conservation policies are consistent with the statutory requirements of the *NSW Heritage Act* (Section 6.3.2), the principles and guidelines of the Burra Charter (Section 6.5.1) and relevant planning controls. The policies take into consideration the need for the ongoing viability of operational cemeteries as places of interment. The Cemetery Maintenance Guide 2020 also provides a valuable resource with regard cemetery conservation.

See Section 0 for Abbreviations and definitions

### 7.2 CONSERVATION POLICIES AND BEST PRACTICE

#### 7.2.1 Policy objective 1 – Conservation practice and principles

##### Rationale

*That Lake Macquarie Cemeteries have historic significance as an important component of LMCC LGA heritage values. That significance is best protected through standard conservation policies.*

##### Policy

- The Lake Macquarie City Council cemeteries should be managed in accordance with the principles established in the Burra Charter.
- All conservation works should be undertaken in accordance with the principles and guidelines set out in the Burra Charter.
- All conservation works should be undertaken by suitably qualified people, in accordance with accepted professional conservation, charters, guidelines and methods.
- Use, maintenance and new development in the cemeteries should not impact on their significance.
- All works and activities must comply with applicable legislation and environmental planning instruments including, but not limited to, the *Heritage Act 1977* and *EP&A Act 1979*.

#### 7.2.2 Policy objective 2 – Statutory listing

##### Rationale

*Ensure all cemeteries are afforded protection under the relevant legislation with the heritage registers updated to reflect the findings of this CMP.*

##### Policy

- Belmont, Morisset and Wyee Cemeteries should be afforded protection under *Lake Macquarie Local Environment Plan 2014* - Clause 5.10 Heritage Conservation and be included in Schedule 5 – Environmental heritage.
- The NSW Heritage Inventory should be updated to include the outcome of this CMP.

#### 7.2.3 Policy objective 3 – Documentation

##### Rationale

*This CMP, when formally endorsed, should guide the management of the LMCC Cemeteries.*

##### Policy

- The Statements of Significance (Section 5.2) and the Conservation Policies (this section) should provide the basis for the future management of LMCC Cemeteries.



- This CMP should be reviewed within five years of endorsement with revisions and amendments undertaken as necessary.
- Where conservation works are undertaken, prior investigation and assessment should be conducted including archival recording in accordance with Heritage NSW requirements.

#### **7.2.4 Policy objective 4 – Archives**

##### Rationale

*Archival material, current and future documentation are an important contributor to significance.*

##### Policy

- Original historic documents such as burial registers, cemetery trustees meeting minutes, plans, etc. are an important part of the historical record. They should be conserved and maintained by the Lake Macquarie City Library – Local History Unit.

#### **7.2.5 Policy objective 5 – Conservation of fabric (monuments and grave furniture)**

##### Rationale

*Retention and conservation of fabric (elements, fixtures, contents and objects) is fundamental to significance.*

##### Policy

- Identified significant fabric should be conserved in accordance with management guidelines and with reference to the National Trust (NSW) (2009) *Guidelines for Cemetery Conservation*.
- All conservation works should be undertaken by suitably qualified persons, in accordance with accepted professional conservation, charters, guidelines and methods.

#### **7.2.6 Policy objective 6 – Archaeology**

##### Rationale

*Management of the archaeological resource of the cemeteries.*

##### Policy

- Use technologies such as GPR to identify potential burials and archaeological relics
- Minimise the potential for impact of the archaeological resource through identifying, prior to works, the potential for relics to exist. Consider alternative methods, if possible, to avoid impact, if unavoidable, works must be preceded by application as required under the *Heritage Act 1977*.
- Minimise inadvertent damage to sites by vehicles. Minimise vehicle access where possible and ensure that routes are clearly defined, and parking areas restricted.
- If Aboriginal objects are found Heritage NSW must be informed under NPW Act Section 89(A) of the Act.

#### **7.2.7 Policy objective 7 – Landscape (trees and garden)**

##### Rationale

*The landscape is an important feature of all LMCC Cemeteries.*

##### Policy

- Landscape management should conform to current best practice in arboriculture and horticulture, as recommended by relevant industry groups.
- Significant trees should be afforded additional protection through regular inspection by a trained arboriculturist as part of structured management plan.





- Creation of new gardens and maintenance of existing gardens should be managed according to a garden plan appropriate to the individual cemetery.

### **7.2.8 Policy objective 8 – Views and curtilage**

#### Rationale

*The surrounding landscape of bushland, the curtilage, enhances each of the LMCC Cemeteries providing a visual reference to the boundaries of the place and creating a quiet space. The bushland acts as a barrier to external development and modern bustle.*

#### Policy

- All LMCC cemeteries have a natural bushland curtilage around their perimeters, this should be retained and where under LMCC management, maintained.
- Any proposed development that may impact on a cemetery's bushland curtilage should be subject to a heritage assessment to ensure against a negative impact on the significance of the cemetery.

### **7.2.9 Policy objective 9 – Interpretation and signs**

#### Rationale

*The significance and value of cemeteries is best promoted through education. Interpretation measures such signage provides the opportunity to interpret the past and inform the visitors.*

#### Policy

- Develop a heritage interpretation plan, based on research and analysis, to communicate the significance of the cemeteries overall and for each individual cemetery.
- Based on the heritage interpretation plan, integrate signage into each of the cemeteries. Those signs should be specific to the cemetery and include layout, identification of portions and provide a brief interesting history of the cemetery and some of the interments.
- Employ culturally appropriate media, such as printed and web-based publications, interpretive signage, guided or self-guided walking tours, incorporation of cemeteries into local studies, stories, newspapers and histories.
- Investigate the use of innovative digital and application technologies, for example <https://www.visitwollondilly.com.au/experience/self-guided-tours/pioneer-cemetery-audio-tour/>.
- Publicise conservation works to inform the local community and promote engagement.
- Ensure each cemetery has clearly marked Section and Row markers to facilitate use.

### **7.2.10 Policy objective 10 – Infrastructure**

#### Rationale

The ongoing management of a cemetery's significance requires adequate and appropriate infrastructure. Infrastructure is also important in ensuring cemeteries provide a welcoming and meditative space for visitors.

#### Policy

- Drainage and erosion issues for consideration at West Wallsend and Wyee Cemeteries.
- Seating should be adequate.
- Security should be enhanced through appropriate lighting.
- Vandalism, particularly use of vehicles, should be addressed by ensuring adequate fencing and minimising access points.



### **7.2.11 Policy objective 11 – Routine maintenance**

#### Rationale

All cemeteries require regular maintenance, that maintenance should ensure the significance of the place is respected with mitigation measures to ensure protection of fabric.

#### Policy

- All cemetery workers (staff and contractors) should undergo heritage awareness training programs by a suitably qualified professional.
- The machinery (lawn mowers, whipper snippers, etc.) should be used in a manner that does not cause damage to fragile fabric such as grave surrounds and headstones.
- All chemicals, herbicides, pesticides, etc. used should be assessed for their potential to cause harm to the fragile fabric of grave surrounds and headstones.

### **7.2.12 Policy objective 12 – Community participation**

#### Rationale

Community support for cemeteries has developed in line with interest in family history research, local history and genealogy. This interest should be encouraged with positive benefits stemming from participation in care and conservation works. Volunteer work should be carefully regulated with adequate training, supervision, enforcement of safety standards and appropriate insurance coverage.

#### Policy

- Foster engagement with local history society, family history groups and interested individuals with a view to establishing 'Friends of' groups.

### **7.2.13 Policy objective 13 – Environmental impacts (storms, bushfires, flooding)**

#### Rationale

The risk to LMCC Cemeteries from environmental factors such as storms, bushfires and flooding.

#### Policy

- All LMCC Cemeteries have the potential to be impacted by bushfires. During high-risk seasons mitigation measures such as regular mowing of grass, removing excessive leaf litter and clearing undergrowth should be undertaken.
- Potential storm damage, particularly to headstones, through falling trees and limbs should be addressed through the removal of hazardous trees and overhanging tree limbs.
- Flooding may have the potential to impact cemeteries, particularly West Wallsend. An assessment of appropriate measures should be undertaken by suitably qualified people to mitigate against impact.

### **7.2.14 Policy objective 14 – Waste management**

#### Rationale

Cemeteries attract a large amount of non-biodegradable items; waste management should be considered - some lawn cemeteries have adopted fresh flowers only as policy.

#### Policy

- In the interim, the use of plastics (flowers, commemorative objects) could be discouraged through education.



## 8. MAINTENANCE GUIDELINES

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The guidelines below provide an overview of possible conservation methods for a range of fabric types found in the LMCC Cemeteries. Best practice on cemetery maintenance and conservation is the National Trust (NSW) *Guidelines for Cemetery Conservation* (2009). Valuable advice on the cleaning of monuments is available in *East Maitland Glebe Cemetery Conservation Management Plan* (Long Blackledge Architects. 2014).

The National Trust Cemeteries Committee provides expert advice and guidance on cemetery maintenance, including proposed works and the skillset required. Given the complexity of managing the range of potential issues it is recommended that expert advice is sought before conservation works are conducted.

### 8.1 BASIC PRINCIPLES

Conservation works on the monuments should be in accordance with the Burra Charter (Australia ICOMOS 2013). The main objective is conservation and the retention and stabilisation of existing fabric. The following recommendations should underpin all works for LMCC Cemeteries :

- Prior to any works commencing, an assessment of the potential for inadvertent harm to the graves or cemetery should be conducted.
- Existing fabric should be conserved.
- All conservation work is to be carried out by, or under the supervision of, suitably qualified tradespeople, including a heritage specialist or professional conservator as required.
- New features, other than those that are part of the conservation process should not be introduced.
- All works should be documented and lodged with LMCC.

### 8.2 BASIC PROCEDURES

The following provides a guide to basic techniques, it is recommended professional advice is sought particularly in the instance of significant headstones and graves.

#### 8.2.1 Documenting and storing fragments

Fragments that cannot be associated with specific graves, or are too fragmented to warrant reconstruction, should be recorded and relocated to a secure place which is documented for future reference.

#### 8.2.2 Headstones and tablets

Conservation of headstones is essential in maintaining heritage significance. The following recommendations relate to the conservation of headstones and tablets:

- Restoration work on headstones and tablets should be carried out by, or under the supervision of, a professional conservator.
- Prior to conservation works commencing, associated fragments should be collected, analysed and if possible, returned to their original location. This work could be conducted by volunteers under the supervision of a heritage specialist.

#### 8.2.3 Plinths, desks and pedestals

The tilting of plinths, desks or pedestals may be managed by, or under, the supervision of, a professional conservator in the following method.

- Level and stabilise the plinth with 1-part river sand/ 1-part crushed stone.
- Replace the pedestal on the plinth.



- Refix the desks on the plinths.

#### **8.2.4 Fallen monuments**

Where headstones have fallen repositioning is often expensive and in the long term ineffective. The headstone should be placed on the grave. It should be horizontal, face up on a bed of free draining coarse aggregate. The aggregate should be at a depth of a minimum of 200 mm and at an angle to aid run-off from the headstone. The headstone should overhang the gravel by approximately 75 mm.

#### **8.2.5 Tilting headstones**

Resetting of headstones should only be conducted where they pose a risk of harm to the monument or are a safety hazard. A professional conservator should assess the headstone to determine the most effective conservation method. Work should be carried out by, or under the supervision of the conservator.

#### **8.2.6 Grave slab collapse**

The desk and slab monument style, popular from the early twentieth century onward, comprised a kerb, desk memorial and a concrete slab covering the plot. A common failure occurs when the slab collapses due to subsidence. Repair can be expensive and unless required due to safety reasons may not be warranted.

#### **8.2.7 Iron fences around graves**

The iron fence should not be removed for repair. Breaks in the iron work should be repaired by re-setting and fixing using short sections of soft galvanised wire. Prior to commencing work ensure the concrete kerb is well covered by drop cloths. During a period of prolonged dry weather wash and brush ironwork with mineral turps and allow to dry. Once dry it should be coated with a mixture of equal part fish oil preservative and mineral turps applied with a brush ensuring that joints and crevices are well coated and when dry apply a second coat (Long Blackledge Architects 2014 Appendix G:37).

#### **8.2.8 Management of vegetation**

Any works in the cemetery such as the removal of trees (dead or in poor condition) should be undertaken by staff or contractors that have undergone a site induction. Known graves should be cordoned off, in conjunction with a heritage specialist, before works commence. The use of machinery should be restricted to the smallest practicable equipment for the task and the smallest possible area to ensure minimal impact.

Trees should be cut off at the base with the root system left. Given the potential for unidentified burials to exist a stump grinder is NOT to be used and there should be NO attempt to remove the tree roots.

Prior to works commencing a suitably qualified horticulturalist should identify native and exotic weed species present across the cemetery. That process should include the identification of any exotic plantings that may have formed part of the early cemetery landscape – those plantings should be retained.

Any weeding of graves should be under the instruction of, or supervised by, a horticulturalist.



## 9. ACTIONS

The following actions are intended to guide future works.

### 9.1 BELMONT CEMETERY

#	Action	Priority
1	<b>Significance:</b> Update the <i>Lake Macquarie Local Environment Plan 2014</i> - Clause 5.10 Heritage Conservation and Schedule 5 – Environmental heritage 5 to include Belmont Cemetery.	High
2	<b>Views and vistas:</b> Maintain coastal vegetation boundary. Retention of views and vistas both within and external to cemetery.	High
3	<b>Landscape, vegetation, gardens and plantings:</b> Undertake weeding, mowing and regular maintenance. Maintain landscaping and plantings. Removal of tree limbs in danger of falling on headstones (western boundary).	High
4	<b>Headstones and grave furniture:</b> Source funding for conservation works on older headstones. All works in accordance with National Trust (NSW). (2009) <i>Guidelines for Cemetery Conservation</i> .	Moderate
5	<b>Significant graves:</b> Source funding to undertake conservation works. <ul style="list-style-type: none"> <li>Investigate relocating the soil overburden from adjacent the Anderson family grave (north-western corner).</li> </ul>	High
6	<b>Unmarked burials:</b> Consider a GPR study, if required, to identify unmarked graves and identify areas for further burial space.	Low
7	<b>Gates and fences:</b> Regular maintenance. A motor bike access point on the southern western corner of the cemetery should be closed.	Low
8	<b>Signage:</b> Replace current entrance sign. Install a cemetery plan sign. Provide additional denomination/ row # signage at end of each row as required.	High
9	<b>Heritage interpretation:</b> Develop and install accurate, informative, engaging heritage interpretation sign/s.	Moderate
10	<b>Environmental factors:</b> Maintenance plans to include removal of hazardous trees and undergrowth, grass regularly mown in high-risk seasons.	High
11	<b>'Friends of':</b> Encourage groups to advance heritage research on interments. Assist in grounds and memorial maintenance working under National Trust (NSW). (2009) <i>Guidelines for Cemetery Conservation</i> .	Moderate
12	<b>Revocation of unused Interment Rights over 50 years:</b> Any plots reused in older portions would require memorialization that is sympathetic to aesthetics of the early headstones.	Moderate



## 9.2 CATHERINE HILL BAY CEMETERY

#	Action	Priority
1	<b>Views and vistas:</b> Maintain coastal vegetation boundary.	High
2	<b>Landscape, vegetation, gardens and plantings:</b> Undertake weeding, mowing and regular maintenance. Remove dead trees, dead branches and invasive weeds on eastern boundary. New plantings to be native endemic species.	High
3	<b>Headstones and grave furniture:</b> Source funding for conservation works on older headstones. All works in accordance with National Trust (NSW) (2009) <i>Guidelines for Cemetery Conservation</i> .	Moderate
4	<b>Significant graves:</b> Source funding to undertake conservation works prioritizing: <ul style="list-style-type: none"> <li>• Recognition of the conchologist, Robert Logan Cherry.</li> <li>• Removal of vegetation impacting early Catherine Hill Bay Cemetery dune burials and repair of the retention wall near group 2.</li> </ul>	High
5	<b>Unmarked burials:</b> Consider a GPR study, if required, to identify unmarked graves and identify areas for further burial space.	Moderate
6	<b>Gates and fences:</b> Regular maintenance. Continued use of closed gates to prevent unwanted access of vehicles.	High
7	<b>Signage:</b> Install a cemetery plan sign. Provide additional denomination/ row # signage at end of each row as required.	High
8	<b>Heritage interpretation:</b> Develop and install accurate, informative, engaging heritage interpretation sign/s.	Moderate
9	<b>Environmental factors:</b> Maintenance plans to include removal of hazardous trees and undergrowth, grass regularly mown in high-risk seasons.	High
10	<b>'Friends of':</b> Encourage groups to advance heritage research on interments. Assist in grounds and memorial maintenance working under the National Trust (NSW) (2009) <i>Guidelines for Cemetery Conservation</i> .  Investigate engaging Landcare group to assist with management of coastal vegetation.	Moderate



### 9.3 JOHNSTON FAMILY (BARNESLEY) CEMETERY

#	Action	Priority
1	<b>Views and vistas:</b> Maintain rural aspect of cemetery.	High
2	<b>Landscape, vegetation, gardens and plantings:</b> Undertake weeding, mowing and regular maintenance. Removal of camphor laurel/ camellia re-growth at centre of cemetery (NOTE: <i>NOT</i> the mature trees on the perimeter).	High
3	<b>Headstones and grave furniture:</b> Source funding for conservation works on older headstones. All works in accordance with the National Trust (NSW) (2009) <i>Guidelines for Cemetery Conservation</i> .	Moderate
4	<b>Significant graves:</b> Source funding to undertake conservation works prioritizing: <ul style="list-style-type: none"> <li>• William/ Mary Johnston's grave</li> <li>• George Snedden's grave.</li> </ul>	High
5	<b>Unmarked burials:</b> Signage should incorporate recognition of the unmarked burials.	Moderate
6	<b>Gates and fences:</b> Regular maintenance.	Low
7	<b>Signage:</b> Install a sign that identifies the cemetery.	High
8	<b>Heritage interpretation:</b> Develop and install accurate, informative, engaging heritage interpretation sign/s. Includes recognition of unmarked burials.	Moderate
9	<b>Environmental factors:</b> Maintenance plans to include removal of hazardous trees and undergrowth, grass regularly mown in high-risk seasons.	High
10	<b>'Friends of':</b> Encourage the Johnston family descendants to undertake heritage research on interments. Assist in grounds and memorial maintenance working under the National Trust (NSW) (2009) <i>Guidelines for Cemetery Conservation</i> .	High



## 9.4 MARTINSVILLE PIONEER CEMETERY

#	Action	Priority
1	<b>Views and vistas:</b> Maintain bushland boundaries. If expansion into currently unused portions of the cemetery is proposed, it is important to retain the bushland curtilage.	High
2	<b>Landscape, vegetation, gardens and plantings:</b> Undertake weeding, mowing and regular maintenance. Remove dead branches and invasive weeds on the perimeter. Discourage the establishment of personal gardens outside designated burial allotments.	High
3	<b>Headstones and grave furniture:</b> Source funding for conservation works on older headstones. All works in accordance with the National Trust (NSW). (2009) <i>Guidelines for Cemetery Conservation</i> .	Moderate
4	<b>Significant graves:</b> Source funding to undertake conservation works prioritizing: <ul style="list-style-type: none"> <li>Sarah Barnes grave - transcribe headstone inscription; create a kerb around the grave to define the space; seek specialist advice on stabilizing the sandstone surface.</li> </ul>	High
5	<b>Unmarked burials:</b> Consider a GPR study, if required, to identify unmarked graves and identify areas for further burial space.	Low
6	<b>Gates and fences:</b> Regular maintenance. Improve entrance to expedite turning off Martinsville Road. Gravel or seal parking area.	Low
7	<b>Signage:</b> Install a cemetery plan sign. Provide additional denomination/ row # signage at end of each row as required. Install a Martinsville Cemetery sign on the roadside to assist identification for drivers.	High
8	<b>Heritage interpretation:</b> Develop and install accurate, informative, engaging heritage interpretation sign/s.	Moderate
9	<b>Environmental factors:</b> Maintenance plans to include removal of hazardous trees and undergrowth, grass regularly mown in high-risk seasons.	High
10	<b>'Friends of':</b> Encourage groups to advance heritage research on interments. Assist in grounds and memorial maintenance working under the National Trust (NSW). (2009) <i>Guidelines for Cemetery Conservation</i> .	Moderate





## 9.5 MORISSET CEMETERY

#	Action	Priority
1	<b>Significance:</b> Update the <i>Lake Macquarie Local Environment Plan 2014</i> - Clause 5.10 Heritage Conservation and Schedule 5 – Environmental heritage to include Morisset Cemetery.	High
2	<b>Views and vistas:</b> Maintain bushland boundary. If expansion into currently unused portions of the cemetery is proposed, it is important to retain the bushland curtilage.	High
3	<b>Landscape, vegetation, gardens and plantings:</b> Undertake weeding, mowing and regular maintenance.  Remove dead trees, dead branches and invasive weeds as required.	High
4	<b>Headstone and grave furniture:</b> Source funding for conservation works on older headstones. All works in accordance with the National Trust (NSW). (2009) <i>Guidelines for Cemetery Conservation</i> .	Moderate
5	<b>Significant graves:</b> Source funding to undertake conservation works prioritizing: <ul style="list-style-type: none"> <li>• Locchi/Case grave - transcribe headstone inscription; and seek specialist advice on stabilizing the sandstone surface.</li> </ul>	High
6	<b>Unmarked burials:</b> Consider a GPR study, if required, to identify unmarked graves and identify areas for further burial space.  Source funding to investigate NSW State Archives - Morisset Hospital records to ascertain the scope and potentially the names of those interred from the hospital.	High
7	<b>Chapel:</b> Make secure ;carry out remedial works to the interior; reinstate dedication; and consider possible future uses.	High
8	<b>Gates and fences:</b> Regular maintenance.	Low
9	<b>Signage:</b> Install a cemetery plan sign. Provide additional denomination/ row # signage at end of each row as required.	High
10	<b>Heritage interpretation:</b> Develop and install accurate, informative, engaging signs heritage interpretation sign/s.  Provide heritage interpretive sign/s for the Morisset Cemetery including its role as the burial place for Morisset Hospital patients.	Moderate
11	<b>Environmental factors:</b> Maintenance plans to include removal of hazardous trees and undergrowth, grass regularly mown in high-risk seasons.	High
12	<b>'Friends of':</b> Encourage groups to advance heritage research on interments.  Continue to engage with the Morisset Hospital Historical Society in investigating methods of providing greater recognition for hospital patients interred at the cemetery.  Assist in grounds and memorial maintenance working under the National Trust (NSW). (2009) <i>Guidelines for Cemetery Conservation</i> .	Moderate



## 9.6 TORONTO CEMETERY

#	Action	Priority
1	<p><b>Views and vistas:</b> Maintain and extend bushland curtilage.</p> <p>Consider engaging a suitably qualified specialist to develop a landscape plan to improve the visual amenity.</p> <p>Consider implications and recommendations of the <i>Draft Toronto Masterplan 2020</i> for the Toronto Cemetery.</p>	High
2	<p><b>Landscape, vegetation, gardens and plantings:</b> Undertake weeding, mowing and regular maintenance.</p> <p>Remove dead trees, dead branches and invasive weeds on the perimeters, in particular on the western side.</p> <p>Extend plantings, particularly on the western boundary, to improve views and vistas.</p>	High
3	<p><b>Headstones and grave furniture:</b> Source funding for conservation works on older headstones. All works in accordance with the National Trust (NSW). (2009) <i>Guidelines for Cemetery Conservation</i>.</p>	Moderate
4	<p><b>Significant graves:</b> Source funding to undertake conservation works.</p>	High
5	<p><b>Unmarked burials:</b> Consider a GPR study, if required, to identify unmarked graves and identify areas for further burial space.</p>	Low
6	<p><b>Gates and fences:</b> Regular maintenance.</p> <p>Install or upgrade existing fencing to ensure the gateway is the sole entry point for vehicles.</p>	Moderate
7	<p><b>Signage:</b> Install a cemetery plan sign.</p> <p>Provide additional denomination/ row # signage at end of each row as required.</p> <p>Adequate sign to identify the Toronto Cemetery on road approaches.</p>	High
8	<p><b>Heritage interpretation:</b> Develop and install accurate, informative, engaging heritage interpretation sign/s.</p>	Moderate
9	<p><b>Environmental factors:</b> Maintenance plans to include removal of hazardous trees and undergrowth, grass regularly mown in high-risk seasons.</p>	High
10	<p><b>'Friends of':</b> Encourage groups to advance heritage research on interments. Assist in grounds and memorial maintenance working under the National Trust (NSW). (2009) <i>Guidelines for Cemetery Conservation</i>.</p>	Moderate
11	<p><b>Specific community groups burial practices:</b> Consider developing specific infrastructure, or areas, to accommodate differing burial practices.</p> <p>Discussions with the local Indigenous community could determine if a place for smoking ceremonies would be valued.</p>	High



## 9.7 WEST WALLSEND CEMETERY

#	Action	Priority
1	<b>Contamination:</b> Remediation proposal must include a thorough heritage assessment on the potential for impact on the cemetery's significance. Mitigation measures must be instigated to ensure against harm during, and following, works.	High
2	<b>Views and vistas:</b> Maintain bushland boundary. If development adjacent the cemetery is proposed it is important to retain the bushland curtilage.	High
3	<b>Landscape, vegetation, gardens and plantings:</b> Undertake weeding, mowing and regular maintenance.	High
4	<b>Headstones and grave furniture:</b> Source funding for conservation works on older headstones. All works in accordance with the National Trust (NSW). (2009) <i>Guidelines for Cemetery Conservation</i> .	Moderate
5	<b>Significant graves:</b> Source funding to undertake conservation works prioritizing: <ul style="list-style-type: none"> <li>the identification and restoration of significant headstones and surrounds.</li> </ul>	High
6	<b>Unmarked burials:</b> Consider a GPR study, if required, to identify unmarked graves and identify areas for further burial space.	Moderate
7	<b>Gates and fences:</b> Regular maintenance.	Low
8	<b>Drainage:</b> Install appropriate measures to manage drainage.	Moderate
9	<b>Signage:</b> Install a cemetery plan sign. Provide additional row # signage at end of each row as required.	High
10	<b>Heritage interpretation:</b> Develop and install accurate, informative, engaging signs heritage interpretation sign/s.	Moderate
11	<b>Environmental factors:</b> Maintenance plans to include removal of hazardous trees and undergrowth, grass regularly mown in high-risk seasons.  Investigate appropriate measures to manage drainage.	High
12	<b>'Friends of':</b> Encourage groups to advance heritage research on interments.  Liaise with the West Wallsend Cemetery Committee. Assist in grounds and memorial maintenance working under the National Trust (NSW). (2009) <i>Guidelines for Cemetery Conservation</i> .	Moderate



## 9.8 WHITEBRIDGE CEMETERY

#	Action	Priority
1	<b>Views and vistas:</b> Maintain bushland boundary	High
1a	<b>Views and vistas:</b> Investigate acquiring land adjacent to old Roman Catholic Section (current informal netball car park) for cemetery use. This would improve the vista and create a buffer to the netball courts.	Moderate
2	<b>Landscape, vegetation, gardens and plantings:</b> Undertake weeding, mowing and regular maintenance.  Vegetation management required to protect southern perimeter graves.	High
3	<b>Headstones and grave furniture:</b> Source funding for conservation works on older headstones. All works in accordance with the National Trust (NSW). (2009) <i>Guidelines for Cemetery Conservation</i> .	Moderate
4	<b>Significant graves:</b> Source funding to undertake conservation works prioritizing: <ul style="list-style-type: none"> <li>the conservation of the Dudley Mine disaster graves.</li> <li>stabilizing the Edmund Bull family grave headstone.</li> </ul>	High
5	<b>Unmarked burials:</b> Consider a GPR study, if required, to identify unmarked graves and identify areas for further burial space.	Low
6	<b>Gates and fences:</b> Regular maintenance.	Low
7	<b>Parking:</b> Barriers to prevent impact by vehicles on vulnerable sections of cemetery.  Work with netball community to manage car parking during competitions.  Consider acquiring the portion of land adjacent the Old Roman Catholic Portion for additional parking and to develop a green buffer.	High
8	<b>Signage:</b> Install a cemetery plan sign. Provide additional denomination/ row # signage at end of each row as required.	High
9	<b>Heritage interpretation:</b> Develop and install accurate, informative, engaging signs heritage interpretation sign/s. Investigate funding for an appropriate interpretation of the Dudley Mine disaster.	Moderate
10	<b>Environmental factors:</b> Remove excessive leaf and branch litter, grass regularly mown in high-risk seasons.	High
11	<b>'Friends of':</b> Encourage groups to advance heritage research on interments. Assist in grounds and memorial maintenance working under the National Trust (NSW). (2009) <i>Guidelines for Cemetery Conservation</i> .	Moderate
12	<b>Revocation of unused Interment Rights over 50 years:</b> Any plots reused in older portions would require memorialization that is sympathetic to aesthetics of the early headstones.	Moderate



## 9.9 WYEE CEMETERY

#	Action	Priority
1	<b>Significance:</b> Update the <i>Lake Macquarie Local Environment Plan 2014</i> - Clause 5.10 Heritage Conservation and Schedule 5 – Environmental heritage to include Wyee Cemetery.	High
2	<b>Views and vistas:</b> Maintain bushland boundary. If expansion into currently unused portions of the cemetery is proposed, it is important to retain the bushland curtilage.	High
3	<b>Landscape, vegetation, gardens and plantings:</b> Undertake weeding, mowing and regular maintenance.  Consider planting native grasses to prevent erosion and improve landscape.	High
4	<b>Headstones and grave furniture:</b> Source funding for conservation works on older headstones. All works in accordance with the National Trust (NSW). (2009) <i>Guidelines for Cemetery Conservation</i> .	Moderate
5	<b>Significant graves:</b> Source funding to undertake conservation works.	High
6	<b>Unmarked burials:</b> Consider a GPR study, if required, to identify unmarked graves and identify areas for further burial space.	Low
7	<b>Gates and fences:</b> Regular maintenance	Low
8	<b>Drainage:</b> Install appropriate measures to manage run-off and erosion	High
9	<b>Signage:</b> Install a cemetery plan sign. Provide additional denomination/ row # signage at end of each row as required.	High
10	<b>Heritage interpretation:</b> Develop and install accurate, informative, engaging heritage interpretation sign/s.	Moderate
11	<b>Environmental factors:</b> Maintenance plans to include removal of hazardous trees and undergrowth, grass regularly mown in high-risk seasons.	High
12	<b>'Friends of':</b> Encourage heritage research on interments. Assist in grounds and memorial maintenance working under the National Trust (NSW) (2009) <i>Guidelines for Cemetery Conservation</i> .	Moderate



## 10. ABBREVIATIONS AND DEFINITIONS

Term	Definition
Aboriginal object	any deposit, object or material evidence (not being a handicraft made for sale) relating to the Aboriginal habitation of the area that comprises NSW, being habitation before or concurrent with (or both) the occupation of that area by persons of non-Aboriginal extraction and includes Aboriginal remains DECCW (2010).
Aboriginal Place	a place declared under s.84 of the NPW Act that, in the opinion of the Minister, is or was of special significance to Aboriginal culture.
Adaptation	means changing a place to suit the existing use or a proposed use(Burra Charter).
Associations	mean the connections that exist between people and a place (Burra Charter)
Beam	A concrete strip where the headstone is placed (modern lawn style cemetery).
CCNSW	Cemeteries & Crematoria NSW.
C&C Act	Cemeteries and Crematoria Act 2013.
C&C Regulation	Crematoria Regulation 2014.
Columbarium	A wall where ashes are interred in a niche with a commemorative plaque.
Compatible use	means a use which respects the cultural significance of a place. Such a use involves no, or minimal, impact on cultural significance (Burra Charter).
Conservation	means all the processes of looking after a place to retain its cultural significance (Burra Charter).
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 (Burra Charter).
Curtilage	With regards heritage – ‘curtilage’ means the area of land surrounding an item or area of heritage significance which is essential for retaining and interpreting its heritage significance. It can apply to either: land which is integral to the heritage significance of items of the built heritage; or a precinct which includes buildings, works, relics, trees or places and their setting.
DECCW	Department of Environment, Climate Change and Water (now NSW Dept of Planning, Industry and Environment).
Desk (grave)	A block of stone or concrete with a sloping front face (National Trust (NSW). (2009) Guidelines for Cemetery Conservation. 2nd Edition. <a href="https://www.nationaltrust.org.au/wp-content/uploads/2015/09/cemetery_conservation_guide.pdf">https://www.nationaltrust.org.au/wp-content/uploads/2015/09/cemetery_conservation_guide.pdf</a> ).
Fabric	means all the physical material of the place including elements, fixtures, contents and objects(Burra Charter).
GPR	Ground penetrating radar.
Grave furniture	Ornamental items that are supplementary to the principal memorial on grave plots such as urns, vases and grave surrounds (National Trust (NSW). (2009) Guidelines for Cemetery Conservation. 2nd Edition. <a href="https://www.nationaltrust.org.au/wp-content/uploads/2015/09/cemetery_conservation_guide.pdf">https://www.nationaltrust.org.au/wp-content/uploads/2015/09/cemetery_conservation_guide.pdf</a> ).
Interpretation	means all the ways of presenting the cultural significance of a place (Burra Charter)
LEP	Local Environment Plan.
LGA	Local Government Area.
LMCC	Lake Macquarie City Council.



Term	Definition
Maintenance	means the continuous protective care of a place, and its setting. Maintenance is to be distinguished from repair which involves restoration or reconstruction (Burra Charter).
Meanings	denote what a place signifies, indicates, evokes or expresses to people (Burra Charter).
Memorial boulder	Holds commemorative plaques.
NPW Act	National Parks and Wildlife Act.
Pedestal (grave)	The courses or block between the plinth and upper section. (National Trust (NSW). (2009) Guidelines for Cemetery Conservation. 2nd Edition. <a href="https://www.nationaltrust.org.au/wp-content/uploads/2015/09/cemetery_conservation_guide.pdf">https://www.nationaltrust.org.au/wp-content/uploads/2015/09/cemetery_conservation_guide.pdf</a> ).
Place	means a geographically defined area. It may include elements, objects, spaces and views. Place may have tangible and intangible dimensions (Burra Charter).
Plinth (grave)	Course or masonry layer in contact with the ground. (National Trust (NSW). (2009) Guidelines for Cemetery Conservation. 2nd Edition. <a href="https://www.nationaltrust.org.au/wp-content/uploads/2015/09/cemetery_conservation_guide.pdf">https://www.nationaltrust.org.au/wp-content/uploads/2015/09/cemetery_conservation_guide.pdf</a> ).
Preservation	means maintaining a place in its existing state and retarding deterioration (Burra Charter).
Reconstruction	means returning a place to a known earlier state and is distinguished from restoration by the introduction of new material (Burra Charter)
Related object	means an object that contributes to the cultural significance of a place but is not at the place (Burra Charter).
Related place	means a place that contributes to the cultural significance of another place (Burra Charter).
Restoration	means returning a place to a known earlier state by removing accretions or by reassembling existing elements without the introduction of new material (Burra Charter).
Setting	means the immediate and extended environment of a place that is part of or contributes to its cultural significance and distinctive character (Burra Charter).
Tablet (grave)	A thin stone slab attached to a monument, typically with memorial inscription. (National Trust (NSW). (2009) Guidelines for Cemetery Conservation. 2nd Edition. <a href="https://www.nationaltrust.org.au/wp-content/uploads/2015/09/cemetery_conservation_guide.pdf">https://www.nationaltrust.org.au/wp-content/uploads/2015/09/cemetery_conservation_guide.pdf</a> ).
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 (Burra Charter).



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