

# Hawkesbury City Council Cemeteries

## Strategic Conservation Management Plan

Report prepared for Hawkesbury City Council

January 2020



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## Report Register

The following report register documents the development and issue of the report entitled Hawkesbury City Council Cemeteries—Strategic Conservation Management Plan, undertaken by GML Heritage Pty Ltd in accordance with its quality management system.

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In memory of the late Professor Ian Jack, in recognition of his vast knowledge and generous contribution to Australian historical archaeology and in particular his tireless advocacy of historical heritage in the Hawkesbury area



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## 1.0 Introduction

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### 1.1 Project Overview

Hawkesbury City Council ('HCC' or 'Council') received funding from the Heritage Near Me grants program in 2018 to undertake a Strategic Conservation Management Plan (SCMP) to facilitate ongoing management of 13 cemeteries under the care and control of Council. These cemeteries represent a body of heritage resources within the local community in varying stages of their use life, ranging from disused early settler cemeteries through to large lawn cemeteries still actively in use. Cemeteries can hold significance on a variety of scales, ranging from individual families through to local communities, religious groups and national bodies. Understanding the significance and context of each cemetery is crucial to ensuring it is managed appropriately.

This report provides a strategic policy context for these Hawkesbury cemeteries as a collection and a list of priority actions for each individual cemetery. The report seeks to encourage consistent management standards and approaches to maintain the significance of each cemetery as well as the group of cemeteries overall.

HCC has commissioned GML Heritage Pty Ltd (GML) to complete the Hawkesbury Heritage Cemeteries SCMP.

#### 1.1.1 Objectives of Study

The objectives of the SCMP are to:

- investigate the significance of each cemetery by evaluating its historical and geographical context, fabric and research potential;
- assess the significance of each cemetery using the NSW Heritage Criteria and provide a summary statement of significance for each;
- identify opportunities and constraints associated with each cemetery, including public access, interpretation, development opportunities and management requirements;
- develop conservation policies, arising out of the statement of heritage significance; and
- make recommendations for the management of each cemetery, including appropriateness of heritage listings, ongoing maintenance and care, opportunities for community involvement.

#### 1.1.2 Report Structure

This report has been structured with the following sections:

- Volume 1: Strategic Conservation Management Plan
  - Section 1—Introduction;
  - Section 2—Historical Context of Burial in the Hawkesbury;
  - Section 3—Assessment of Heritage Significance;
  - Section 4—Opportunities and Constraints;

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- Section 5—Conservation Policy and Management; and
- Section 6—Actions and Recommendations.
- Volume 2: Handbooks
  1. Richmond Presbyterian Cemetery
  2. Richmond Lawn Cemetery
  3. South Windsor Presbyterian Cemetery
  4. Windsor Catholic Cemetery
  5. McGraths Hill Methodist Cemetery
  6. Wilberforce Cemetery
  7. Pitt Town General Cemetery
  8. Sackville Reach Cemetery (St Thomas Anglican)
  9. Lower Portland Cemetery
  10. Half Moon Farm Cemetery
  11. General Cemetery on the MacDonald River
  12. St Albans Old General Cemetery
  13. St Albans New General Cemetery
- Volume 3: Appendices
  - Appendix A—Heritage Listings (Statutory and Non-Statutory)
  - Appendix B—Standard Exemptions for Works Requiring Heritage Council Approval
  - Appendix C—*Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013*
  - Appendix D—*Windsor Roman Catholic Cemetery: Historical Archaeological Test Excavation Report*, AHMS for NSW Roads & Traffic Authority, June 2006
  - Appendix E—*Guidelines for Cemetery Conservation*, National Trust (rev. ed. 2009)

Volume 1 of this SCMP provides a broad overview of significance and general management policies by cemetery 'type', as defined during this study. Detailed considerations for each site, including contents consistent with the NSW State Heritage Inventory (SHI) format, are included in the relevant handbook in Volume 2. The handbooks are intended to be handy guides which can be used by Council or issued to community groups to guide their understanding and contribution to the individual cemeteries. They are stand-alone mini-management guides for each cemetery and, while best understood in the context of the whole report, can be read and used individually at each cemetery.



### 1.1.3 Limitations

This SCMP has been prepared as a strategic document to assist HCC staff and community volunteers to understand the significance of each cemetery and undertake basic care and maintenance; however, it does not take the place of more detailed cemetery-specific CMPs.

As cultural plantings and natural heritage elements were not part of the SCMP project scope they are not specifically identified in this report.

Social significance is not considered in this report as engagement with Council identified stakeholders including a stakeholder workshop and digital survey were not undertaken for this project stage at Council's request. However, it is clear in a general sense that cemeteries have significance to local communities as well as to specific groups and communities and this is known to be the case for the 13 HCC cemeteries identified in this SCMP.

Aboriginal cultural values are not specifically considered within the scope of this SCMP, though contemporary and historical Aboriginal cultural values relating to the cemeteries in this study area have been mentioned where information is available through documentary evidence.

It is understood that Council has commenced a volunteer program that includes general maintenance of some of the cemeteries in this SCMP. As a result, the site descriptions and proposed management recommendations included this SCMP for those cemeteries may differ from their current state and future requirements.

## 1.2 Study Area and Heritage Listings

Thirteen cemeteries within the HCC Local Government Area (LGA) are the focus of this SCMP. Their locations, addresses and current heritage listings are presented in Table 1.1. Figure 1.1 depicts the relative location of each cemetery in the study. Recommendations for future listing considerations are provided in Section 4, Table 4.1.

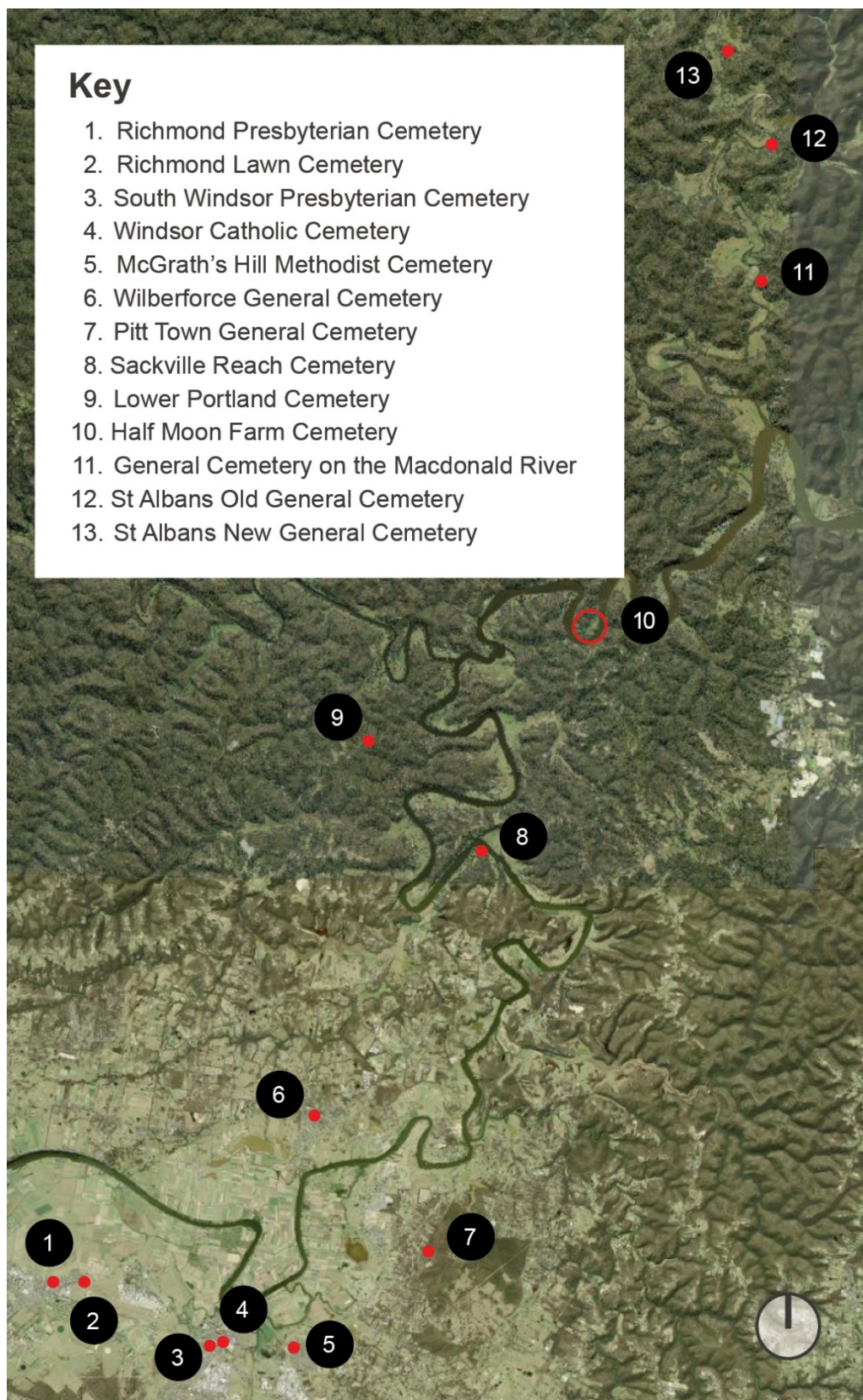
**Table 1.1** Name and Address of Cemeteries Included in this SCMP, as well as Current Statutory and Non-Statutory Heritage Listings.

Cemetery Name	Address	Heritage Listing(s)
Richmond Presbyterian Cemetery	16 Jersey Street, Richmond	<i>Hawkesbury Local Environmental Plan 2012 (LEP)</i> , Item I22
Richmond Lawn Cemetery	73 Dight Street, Richmond	Not currently listed
South Windsor Presbyterian Cemetery*	8 Church Street, South Windsor	Hawkesbury LEP 2012, I155
Windsor Catholic Cemetery*	Corner George Street and Hawkesbury Valley Way, Windsor	Hawkesbury LEP 2012, I259
McGraths Hill Methodist Cemetery*	5 Charles Street, McGraths Hill	Hawkesbury LEP 2012, Item I312
Wilberforce Cemetery*	Clergy Road, Wilberforce	State Heritage Register (SHR) No. 01837 Hawkesbury LEP 2012, I01837
Pitt Town General Cemetery	524 Old Stock Route Road, Pitt Town	Hawkesbury LEP 2012, Item I301
Sackville Reach Cemetery* (St Thomas Anglican)	614 Tizzana Road, Sackville	Hawkesbury LEP 2012, Item I376 Register of the National Estate (RNE), Place ID 3220

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Cemetery Name	Address	Heritage Listing(s)
Lower Portland Cemetery	896 West Portland Road, Lower Portland	Not currently listed
Half Moon Farm Cemetery*	201 Upper Half Moon Road, Lower Portland	Not currently listed
General Cemetery on the MacDonald River	1001 Settlers Road, Central MacDonald	Hawkesbury LEP 2012, Item I430
St Albans Old General Cemetery, Settlers Cemetery*	1626 Settlers Road, St Albans	Hawkesbury LEP 2012, I439 RNE, Place ID 3218
St Albans New General Cemetery	168 Wollombi Road, St Albans	Hawkesbury LEP 2012, Item 434

\* denotes cemeteries in operation prior to 1856. No mandatory death or burial registration was required prior to the establishment of the Civic Register in 1856.



**Figure 1.1** Plan showing the location of the 13 cemeteries in the Hawkesbury study area. (Source: Google Earth with GML overlay 2019)

### 1.2.1 Statutory Heritage Listings

The significance of some of the cemeteries is formally recognised through statutory listings at state and local levels (presented in Table 1.1). Table 1.2 below provides context for the heritage listings and the relevant legislation that must be considered as part of the ongoing management of listed cemeteries. The statutory listings relevant to each site are included in Appendix A.

**Table 1.2** Details of Statutory Heritage Listings Relevant to HCC Cemeteries.

Legislation	Listing Background
<i>Heritage Act 1977</i> (NSW)	The SHR is a list of heritage places or objects of particular importance to the people of NSW. The SHR includes a diverse range of places, building and objects including Aboriginal places, buildings, monuments, natural landscapes, gardens, archaeological sites, streets, and movable items, such as ferries and church organs.
<i>Environmental Planning and Assessment Act 1979</i> (NSW)	Heritage items listed in Schedule 5 of the Hawkesbury LEP 2012 have been identified as being of significance to the Hawkesbury City Council Local Government Area. These items are provided protection under Section 5.10 of the Hawkesbury LEP 2012.

### 1.2.2 Non-Statutory Heritage Listings

There are a number of non-statutory listings that apply to sites within the study area (presented in Table 1.1). Background for these listings is presented in Table 1.3 and the details of each listing are included in Appendix A.

**Table 1.3** Details of Non-Statutory Heritage Listings Relevant to HCC Cemeteries.

Non-Statutory List	Listing Background
National Trust of Australia (NSW)	The Register of the National Trust (NSW) is managed by the National Trust of Australia. It includes items or places that the Trust determines to have cultural significance and includes landscapes, townscapes, buildings, industrial sites and cemeteries.
Register of the National Estate (RNE)	The Register of the National Estate (RNE) is a nationwide list of natural, Indigenous and historic places of heritage significance. The RNE was closed on 19 February 2007 and ceased to be a statutory register in February 2012. The RNE is now maintained on a non-statutory basis as a publicly available archive and educational resource.

## 1.3 Definitions and Terminology

The following definitions explain the terms commonly used in conservation planning or as used in this document. Additional definitions can be found in Appendix E.

Term	Description/Definition
Conservation	All the processes of looking after a place so as to retain all its cultural significance. Conservation includes maintenance and may, according to circumstance, include preservation, restoration and adaptation. More commonly it will be a combination of all of these actions.
CMP	Conservation Management Plan—a document explaining the significance of a heritage item, including heritage conservation areas, and proposing policies to retain that significance. It can include guidelines for additional development or maintenance of the place.
Curtilage	The geographical area that provides the physical context for an item and which contributes to its heritage significance. Land title boundaries and heritage curtillages do not necessarily coincide.
DPIE	Department of Planning, Industry and Environment
GML	GML Heritage Pty Ltd

Term	Description/Definition
Heritage Act	<i>Heritage Act 1977 (NSW)</i>
HOTN	Hawkesbury on the Net
LEP	Local Environmental Plan
NPW Act	<i>National Parks and Wildlife Act 1974 (NSW)</i>
OEH	Office of Environment and Heritage
Relic	As defined under the Heritage Act, any deposit, artefact, object or material 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'.
Setting	'Setting' is defined in Article 1.12 of the Burra Charter as 'the immediate and extended environment of a place that is part of or contributes to its cultural significance and distinctive character'.
Study area	The areas addressed by this SCMP, shown in Figure 1.1.
SHR	State Heritage Register—the SHR is a list of places and objects of particular importance to the people of NSW. The register lists a diverse range of over 1650 items, in both private and public ownership. To be listed, an item must be significant for the whole of NSW.
Site-specific exemptions	Site-specific exemptions are developed in accordance with the requirements of a particular State Heritage Item and can be approved by the Minister, Energy & Environment, on the recommendation of the Heritage Council.
Standard exemptions	Standard exemptions apply to all items listed on the SHR. They relate to a broad range of minor development, ie actions of a minor nature which have little or no impact on heritage significance.
The Burra Charter	<i>Australia ICOMOS Australia Charter for the Conservation of Places of Cultural Significance</i> —adopted by Australia ICOMOS in 2013, the charter establishes the nationally accepted principles for the conservation of places of cultural significance.

## 1.4 Author Identification

A multidisciplinary team of heritage specialists at GML contributed to the preparation of this SCMP, including:

- Dr Jennifer Jones-Travers, Associate, Archaeologist, was project manager and also conducted the cemetery surveys and background research at Hawkesbury City Council.
- Dr Nadia Iacono, Senior Associate, was relieving project manager and principal author for Volume 1 and Volume 2.
- Samuel Kelly, Student Planner, assisted with site inspections, plans and Volume 2 Handbooks. Beau Vandenberg, Senior Design Consultant produced all annotated figures.
- Madeline Shanahan, Manager, Aboriginal Heritage, and Heritage Consultants Kate Long, Emma McGirr and Isabelle Rowlatt assisted in writing Volume 2 Cemetery Handbook entries.
- Cath Snelgrove, Principal/Manager, Archaeology, was the project director and provided strategic input into and review of the completed document

## **GML Heritage**

- Angela So, Heritage Consultant (Historian), completed historical research, wrote Section 2 and the historical outlines in each cemetery handbook.
- Jyoti Sommerville, Associate, provided specialist heritage input and architectural advice into the document.

## **1.5 Acknowledgements**

This program was supported by the NSW Government through the Heritage Near Me program. We would also like to acknowledge the assistance and input provided by:

- Craig Johnson, Parks Project Office, HCC;
- the late Professor Ian Jack; and
- Michelle Nichols, Local Studies Librarian, HCC.



## 2.0 Historical Context—Burial in the Hawkesbury

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### 2.1 Introduction

This history provides an overview of the development of cemeteries within the Hawkesbury region. The Aboriginal name for the Hawkesbury River is Deerubbin. The river is over 120km long, spanning from Broken Bay to Yarramundi, where it meets the Nepean. The Hawkesbury River runs through the traditional lands of the Kuring-gai, the Dharug and the Darkinjung people. This history does not cover the Aboriginal occupation of the Hawkesbury region but acknowledges their ongoing connection to Country.

### 2.2 European Settlement of Hawkesbury River

#### 2.2.1 Early Exploration and Settlement

In early June 1789, Governor Arthur Phillip led an expedition to explore the various branches of the Hawkesbury River from the mouth of Broken Bay. He followed one branch as far as Wisemans Ferry and named it in honour of Lord Hawkesbury. Phillip returned to Port Jackson for further supplies and embarked on another expedition at the end of June. This time they sailed as far as Richmond Hill. Phillip recognised the farming potential of the Hawkesbury region but continued to send small exploration parties to learn more about the surrounding area.

Historians have questioned how the first European settlement along the Hawkesbury River began although it is believed to have occurred from 1794. It is not entirely clear when land in the region was granted and how many people were sent there.<sup>1</sup> Historian Jan Barkley-Jack has stated, using government records, that Lieutenant Governor Major Francis Grose granted 30-acre allotments along the Hawkesbury River to at least 118 people.<sup>2</sup> The allotments were located near the present-day towns of North Richmond, Richmond, Windsor, Pitt Town and Wilberforce and the grantees were mainly a mix of ex-convicts, soldiers and a few free settlers (Figure 2.1). Grose named this district Mulgrave Place after his patron Henry Phipps, Earl of Mulgrave.<sup>3</sup>

Not all allotments were taken up and occupied by the grantees but Grose recorded that by August 1794, 70 people were living in Mulgrave Place.<sup>4</sup> The early European settlers were located mainly between Pitt Reach and South Creek tributary and the area became known as Green Hills (near present-day Windsor). Grose wrote that the settlers ‘... describe the soil as particularly rich, and they inform me whatever they have planted has grown in the greatest luxuriance.’<sup>5</sup> Wheat and maize were the main crops.<sup>6</sup>

The region expanded rapidly and by 1795, 546 settlers lived here. A road from Sydney to Mulgrave Place was built and a detachment of the NSW Corps was sent to the area to protect the settlers from local Aboriginal people. They established their barracks in Green Hills, which was becoming the economic centre for the region.

In 1796, Governor John Hunter reported over 1000 acres being cultivated in Mulgrave Place.<sup>7</sup> The colony relied on this settlement for its supply of grain and other food. Large granaries were built in Green Hills but they were washed away in a major flood in 1799. More severe floods would occur irregularly over the next 10 years and then frequently during 1810, disrupting the colony’s food supply.

Colonial settlers also started to move north along the Hawkesbury River. Throughout the early 1800s, farms were established at Sackville, Lower Portland and into the MacDonal River Valley and Colo River Valley.<sup>8</sup> By 1810, there were 2,389 settlers in the region.<sup>9</sup>

### 2.2.2 Taking Shape: Formation of Towns within the Hawkesbury

In 1804, Governor Philip Gidley King wished to increase the number of livestock in Mulgrave Place but acknowledged most settlers in the region were limited by their small allotments. King sought to provide additional pasture land for grazing that was close to the settlers' homes. His solution was to allocate large portions near these smaller allotments as Common Lands. The Common Lands would be shared by small settlers for grazing cattle and sheep.

The three commons set aside were in the Nelson District, Richmond Hill District and the Phillip District. The commons were latter known as Pitt Town Common, Ham Common and Wilberforce Common respectively. The Common Lands were over 5000 acres in size and located on elevated lands secured from floods.

Governor Lachlan Macquarie arrived in the colony in December 1809. By then, the best land on Hawkesbury floodplains had been taken, with farms laid out two or three deep from the river. Macquarie was advised of the problems of flooding and the need for protecting residents and farms.

In November 1810, Macquarie undertook a tour of the colony. He intended to travel through the Hawkesbury and find land for settlers out of the flood zone. Macquarie observed that the commons set aside by King would be 'a safe and convenient situation for the town and township for this part of the country.'<sup>10</sup>

Macquarie wrote in his diary on 6 December 1810 that he had 'christened'<sup>11</sup> five new townships in the Hawkesbury:

- Windsor, in the location of the existing village of Green Hills;
- Richmond in Richmond Hills;
- Castlereagh in the Nepean District;
- Pitt Town in the Nelson District; and
- Wilberforce on the north of the Hawkesbury River.<sup>12</sup>

Macquarie provided Chief Surveyor James Meehan with detailed rules and guidelines for the layout of Hawkesbury–Nepean towns. Each town was to be laid out in a precise grid with a central square for 'the purpose of erecting a Church, a School House, a Gaol and Guardhouse'.<sup>13</sup> Meehan was also to set aside in each town, rear to the central square, two acres for a burial ground.

These early formal burial grounds were deliberately positioned by Macquarie on a high point within their respective towns. The cemetery was usually placed in a separate allotment, adjoining the church land. As a pair—church and cemetery—they served as a reminder of the importance of religion within the colony.<sup>14</sup>

### 2.2.3 Establishing Public Burial Grounds in Macquarie's Hawkesbury Towns

Prior to the establishment of the Macquarie towns, early burials in the Hawkesbury region occurred within private properties along the banks of the river. The earliest formal cemetery in the Hawkesbury region



is believed to have been located somewhere along the banks of South Creek, near the Fitzroy Bridge in Windsor.<sup>15</sup>

By 1811, cemeteries were established in Windsor, Richmond, Castlereagh, Pitt Town and Wilberforce. JT Campbell, Macquarie's secretary, informed Reverend Samuel Marsden that he was to 'proceed as soon as convenient' to the new Hawkesbury towns and 'consecrate the several Burial Grounds measured out and assigned for the use of those townships'.<sup>16</sup>

Once the burial grounds were laid out and consecrated, Macquarie released a Government and General Order in May 1811, stating:

*The respective burial grounds which were some time since marked out for the accommodation of the settlers in the several townships of Liverpool, Windsor, Richmond, Pitt Town, Castlereagh, and Wilberforce having been lately consecrated by the Principal Chaplain, His Excellency the Governor is pleased to give this public notice thereof; and at the same time directs and commands that in future all settlers and others resident in those townships, or in their respective vicinities, shall cease to bury their dead as heretofore within their several farms, and shall in a decent and becoming manner inter them in the consecrated grounds now assigned for that purpose in their respective townships.*

*It is further ordered that when a death should happen, notice of the event shall immediately be given to the constable of the district wherein it has occurred; and the constable receiving such information is hereby directed to communicate the same with the least possible delay to the nearest resident chaplain, in order that he may attend and perform the funeral service. Any neglect of these orders will be severely punished.*<sup>17</sup>

In 1815, the original site of Pitt Town was abandoned as it was too far away from the lowland farms. Historians suspect that the 1810 Pitt Town cemetery was not used as there are no historical references to it.<sup>18</sup> Macquarie ordered for the whole town to be relocated and a new Pitt Town cemetery was established on the eastern edge of the relocated town, separate to the church.

The 1815 Pitt Town cemetery is an example of the increasing trend of locating the burial ground outside of the township boundaries. The purpose of this was for sanitary reasons and it conformed with the burial reform movement in Europe and Britain. In 1825, the practice of extramural burial grounds was legislated—all new burial grounds within the colony were to be located at least one mile outside of town. By 1828, the 1815 Pitt Town cemetery was referred to as the 'Old Burial Ground' as it had been replaced by a third cemetery, called the 'New Burial Ground'.<sup>19</sup> Pitt Town had expanded to the east and the 'New Burial Ground' was located on the new eastern edge of town.

In Windsor, one of the earliest Roman Catholic cemeteries in the colony was established in the mid-1820s—the first being St Patrick's Roman Catholic Cemetery. Allowing for the establishment of Roman Catholic cemeteries reflected changing attitudes towards the Catholic population in the colony, most of whom were Irish convicts. Many Irish convicts had been transported for their role in the 1798 rebellion against the British rule in Ireland. Following the 1804 Irish rebellion (the Battle of Vinegar Hill) in NSW, there was a level of distrust of the Irish in the colony and they were prohibited from holding Catholic mass. This sanction was relaxed towards the end of Macquarie's term as Governor.<sup>20</sup>

#### **2.2.4 Early Cemeteries in the Wider Hawkesbury Region**

Formal burial grounds within the Hawkesbury were also established outside of Macquarie's towns. A cemetery connected to the Ebenezer Church was dedicated in 1812 as the first non-Anglican cemetery within the colony. The Ebenezer Church began as a non-conformist church (ie composed of different denominations including Methodist, Baptist and Congregational) and became a Presbyterian church in 1824.<sup>21</sup>

Anglican cemeteries were established in St Albans (1826) and Sackville Reach (1827) (Figures 2.3–2.4). At Sackville, the St Thomas Anglican Church was erected and opened in 1861 adjacent to the cemetery.

Despite Macquarie's order, the practice of burials on private properties continued as it was the most effective way to dispose of the dead in isolated areas. These private burials are generally either lone graves or family burial grounds. Some family burial grounds were also open to other community members.<sup>22</sup> Based on the surviving headstones, burials on private properties occurred into the twentieth century.<sup>23</sup>

The cemetery at Half Moon Farm in Lower Portland appears to have started as a lone grave (Figure 2.4). Half Moon Farm was owned by the Pendergast family when James and Sophia Pendergast buried their five-week-old infant at this location in 1830. Towards the end of the 1830s, James Pendergast donated land from the Half Moon Farm for the construction of the St Rose of Lima Church. The church was washed away during the 1867 flood. While the exact location of St Rose of Lima Church building is uncertain, the land surrounding the 1830 burial was used as the church burial ground and the 1830 infant burial is still located within Half Moon Farm Cemetery.<sup>24</sup>

### 2.2.5 Legislative Impacts to Cemetery Formations

In 1836 the Colonial Government passed the *Church Act 1836*, allowing for all religious denominations to have access to funding to employ clergy, erect churches and manage their own cemeteries via elected trustees.<sup>25</sup> Land for burials could be granted to religious groups either as an individual grant or as part of church land. While some burials were placed around the church, it was more common to have the burial ground surveyed as a separate area. This was the case for the Windsor Presbyterian burial ground, established in c1838 (Figure 2.6). The Windsor Presbyterian community had already allocated land in 1833 for a Presbyterian Church, located over one kilometre away from the cemetery.

In Sydney, the Devonshire Cemetery (established in 1820) was nearing capacity in 1840. Over time Devonshire Cemetery had developed to contain seven adjoining but distinct religious burial grounds, each area managed by its own trustees. In 1845, the General Cemetery Bill proposed the creation of a new Sydney burial ground that would be interdenominational—meaning a Catholic could be buried next to a Protestant. The proposal for an interdenominational cemetery was opposed by various religious groups. The Select Committee for investigating the General Cemetery Bill recommended the continuation of separation of denominations but suggested one body of mixed religious trustees to manage the new Sydney burial ground.

The General Cemetery Bill was passed in 1847 with the Select Committee's recommendations. Different denominations continued to oppose the Bill and as a result stalled the creation of the Sydney burial ground (now Rookwood Cemetery) until the 1860s.

While the *General Cemetery Act 1847* was primarily concerned with the creation of a new burial ground in Sydney, its impact was felt immediately in rural areas. In 1848, the Surveyor General's Office provided instructions for cemeteries to be laid out with sections proportional to religious representation of the area with additional land for future expansion.<sup>26</sup>

By the 1850s, most new cemeteries were established as general cemeteries, but single denominational cemeteries continued to be granted until 1867.<sup>27</sup> Examples of single denominational cemeteries in the Hawkesbury following the *General Cemetery Act 1847* include McGraths Hill Methodist Cemetery (1850), Richmond Presbyterian Cemetery (1863) and MacDonald River General Cemetery (1871) (Figures 2.7–2.9). At the General Cemetery on the MacDonald River, the grave of Henry JA Morris (who

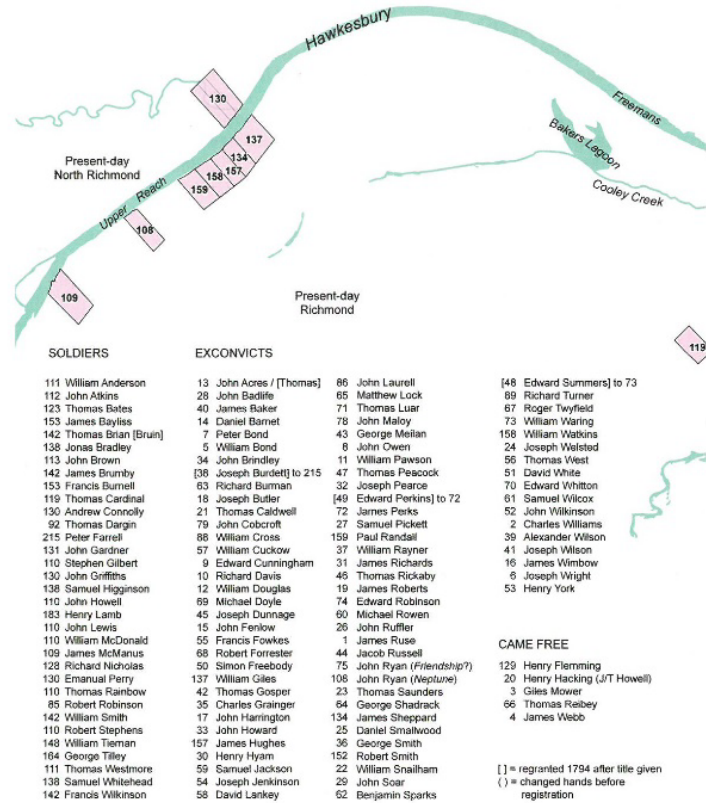
died in 1866) predates the official dedication of this cemetery. It is possible that this site originally began as a lone burial that was converted into a general cemetery.<sup>28</sup>

The 1826 St Albans Cemetery (now known as the St Albans Old General Cemetery) is an example of a single denominational cemetery being converted into a general cemetery. It was enlarged and converted in the late 1860s and sections were laid out for the Wesleyans, Presbyterians, Jewish and Independents. Soon after the expansion, the cemetery was badly affected by flooding of the MacDonal River, resulting in some sections being washed away. A site for a new cemetery (St Albans New General Cemetery) (Figure 2.10) was dedicated in 1869 but both cemeteries were used concurrently until 1924.<sup>29</sup>

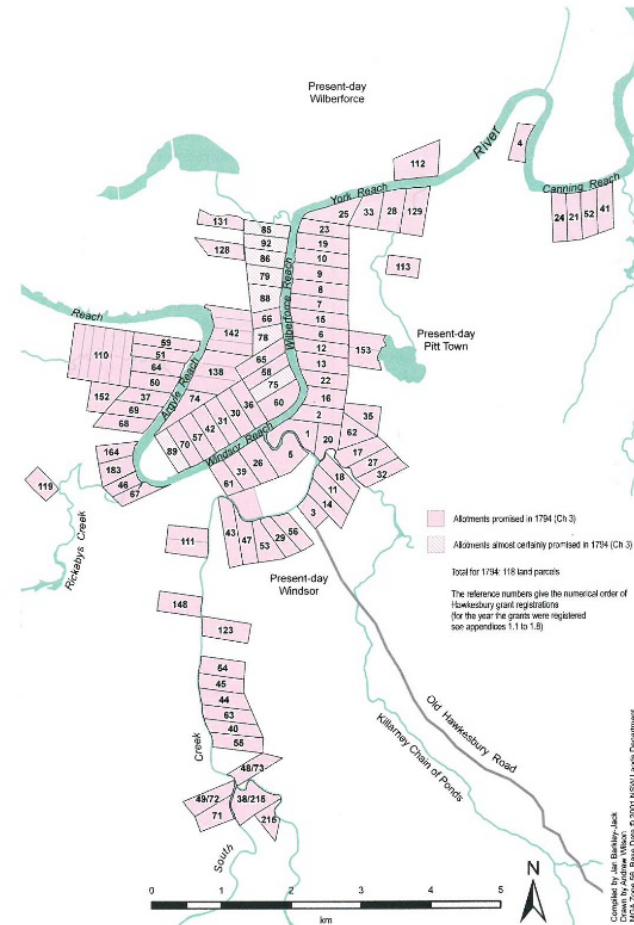
The Surveyor General's Office continued to provide formal instructions on the ideal conditions and situation for a cemetery. The Office circulated design principles to surveyors in 1859, which were revised in 1897 and 1914.<sup>30</sup> It was also recommended for the chosen site to be located outside of town and 'be elevated, and not in close proximity to a watercourse; the soil should be friable'.<sup>31</sup> However, these instructions were not set rules and district surveyors could use their own judgement to modify designs to suit the landform and population.<sup>32</sup> Pitt Town General Cemetery (1889), Richmond Lawn Cemetery (1893) and the Lower Portland Cemetery (1899) are examples of where district surveyors had modified the formal designs (Figures 2.11–2.13).

General cemeteries were operated by Trustees from different religious organisations into the twentieth century. In 1966, the *Local Government Act* was amended to pass control of general cemeteries to local councils. Private cemeteries and some single denominational cemeteries were not transferred to council.<sup>33</sup>

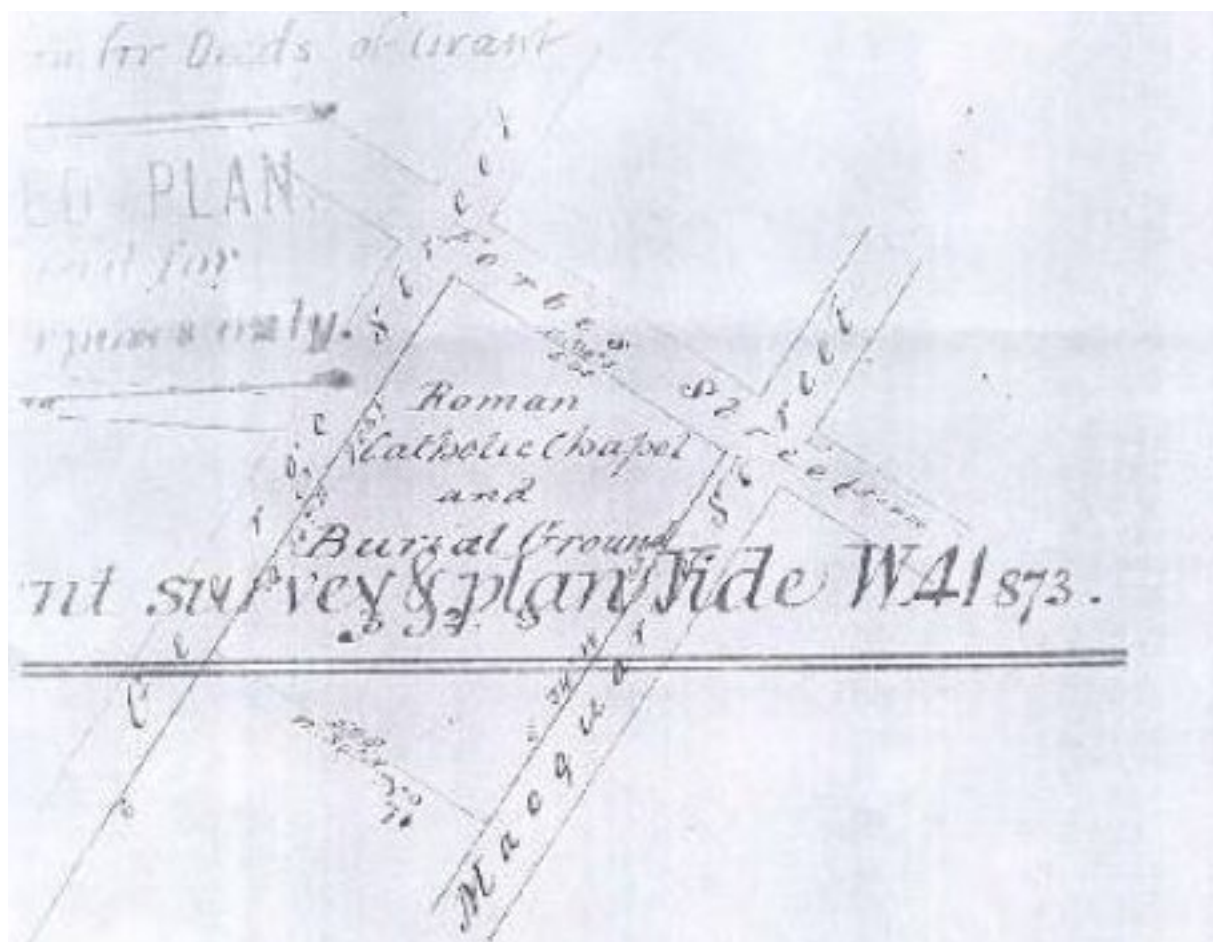
### HAWKESBURY LAND GRANTS PROMISED IN 1794 AT MULGRAVE PLACE



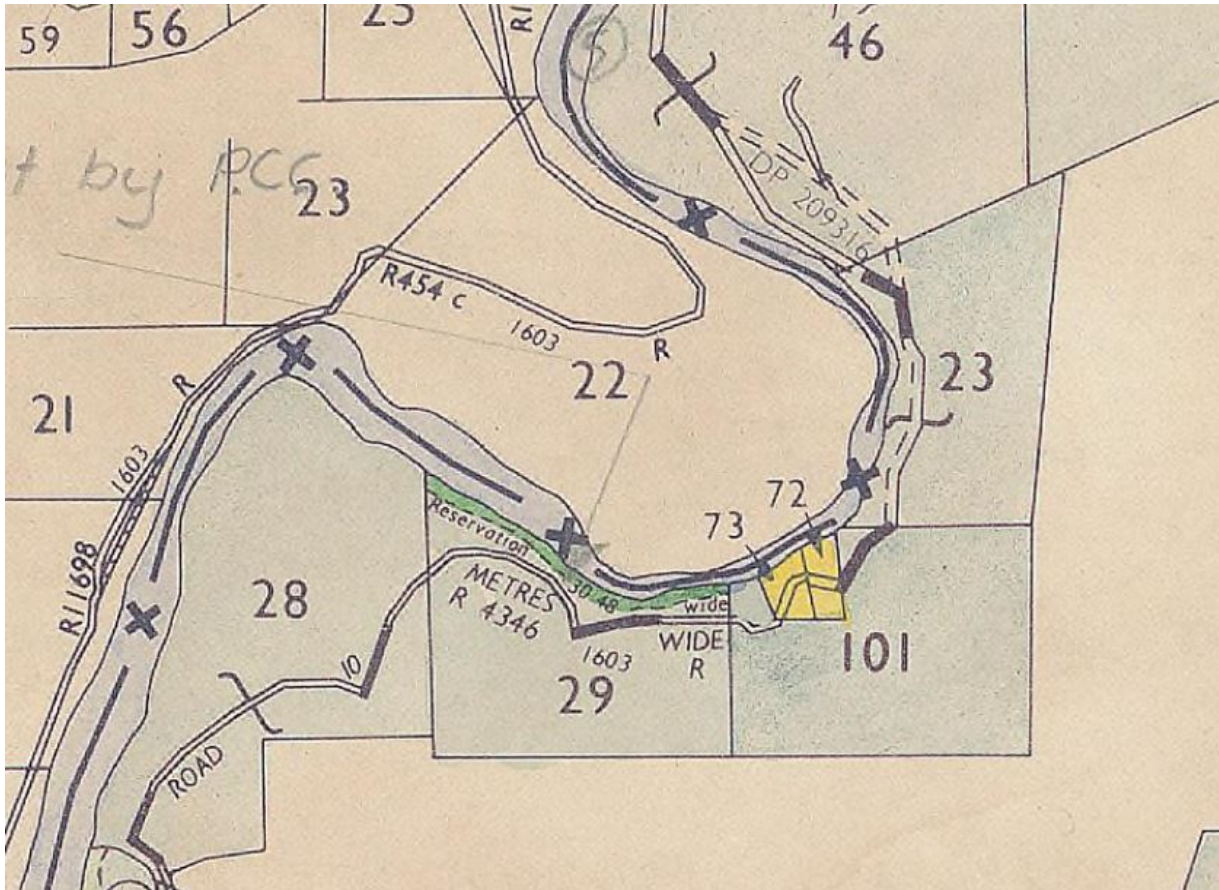
14. Map of grants promised at Mulgrave Place (Hawkesbury) in 1794 by Acting Governor Grose.



**Figure 2.1** Map of grantees at Hawkesbury (Mulgrave Place) in 1794 by Governor Grose. Map compiled by Jan Barkley-Jack. (Source: Barkley-Jack, J 2009, *Hawkesbury Settlement Revealed: A New Look at Australia's Third Mainland Settlement 1793–1802*, Rosenberg Publishing Pty Ltd, Dural, pp 56–57)



**Figure 2.2** 1833 survey by Felton Matthew. Written on the plan is 'Roman Catholic Chapel and Burial Ground'. (Source: AO Map 1849, NSW State Archives and Records, reproduced in AHMS, Windsor Roman Catholic Cemetery: Historical Archaeological Test Excavation Report, report for NSW Road and Traffic Authority, June 2006, p 20)



**Figure 2.3** Close-up of 1976 St Albans Parish Map. St Albans Old General Cemetery is highlighted in yellow. 72—Burial Ground 73—Church. (Source: Historical Land Records Viewer [HLRV], Land and Property Information [LPI])



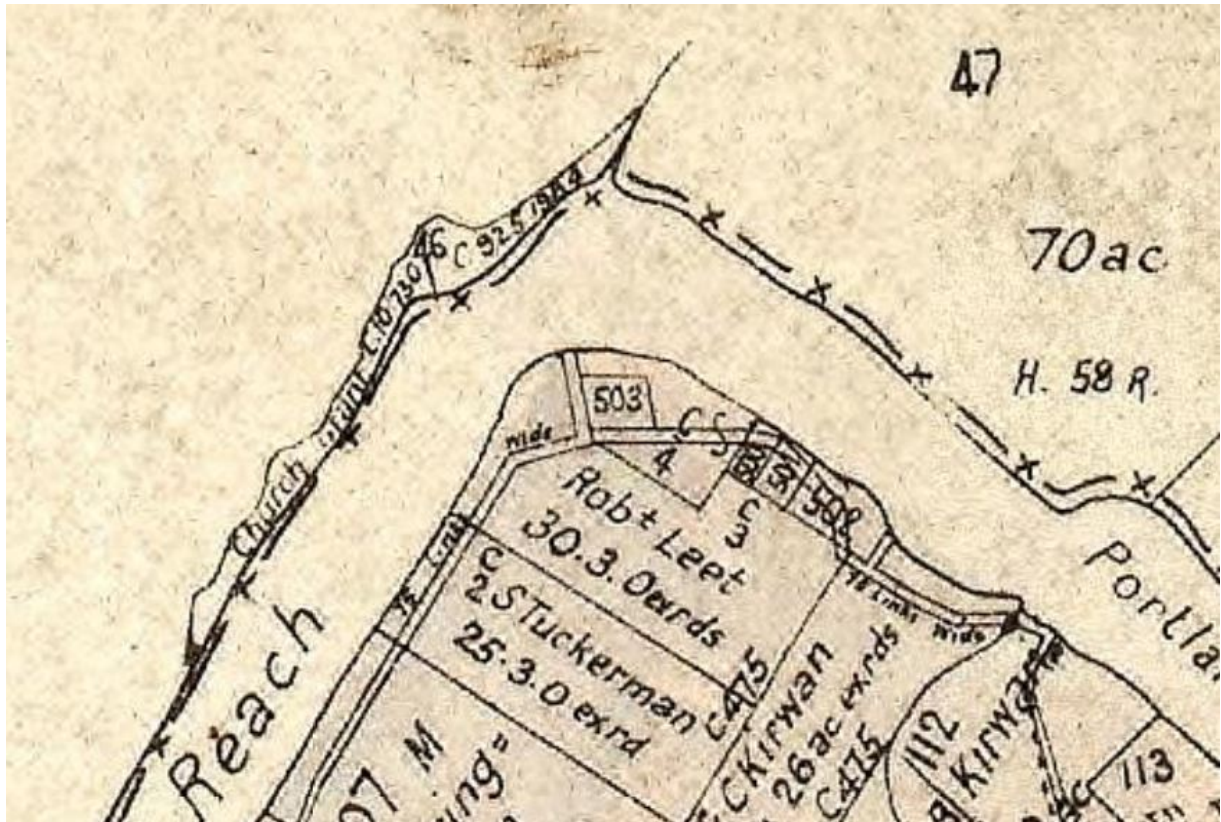


Figure 2.4 Close-up of 1896 Map of Wilberforce Parish showing Sackville Reach Cemetery, marked as 503. (Source: HLRV, LPI)

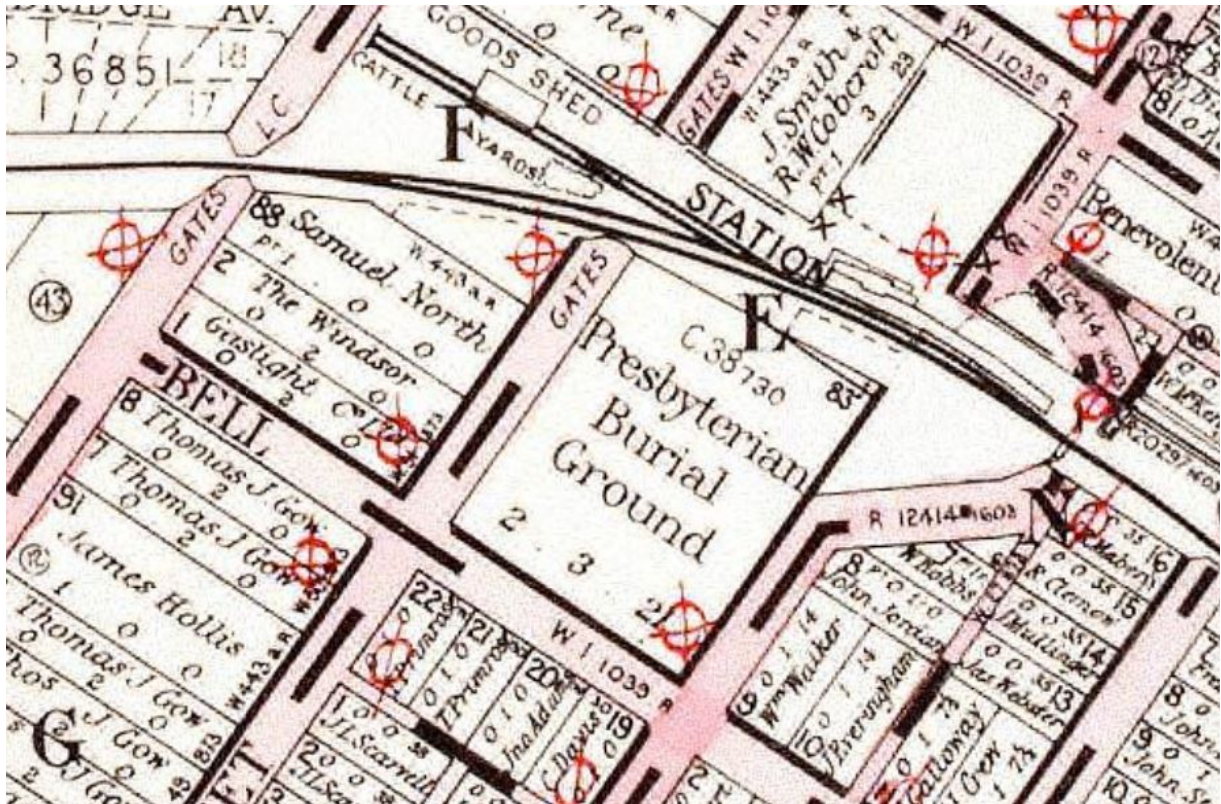


Figure 2.5 Close-up of 1967 Town Plan of Windsor showing the Presbyterian Burial Ground. (Source: HLRV, LPI)



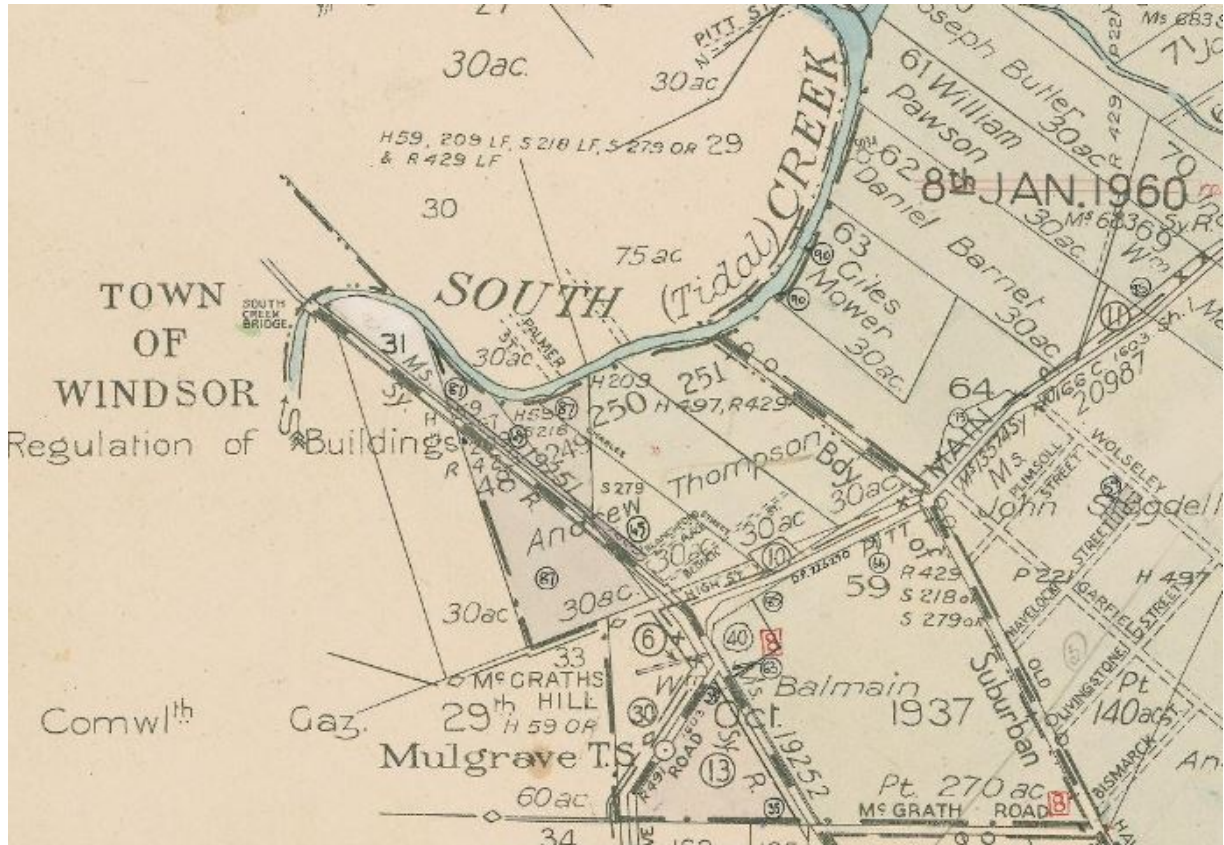


Figure 2.6 1967 Pitt Town Parish map—the McGraths Hill Methodist Cemetery is located within allotment 250. (Source: HLRV, LPI)





Figure 2.7 Close-up of 1960 Town Plan of Richmond showing the Richmond Presbyterian Cemetery. (Source: HLRV, LPI)

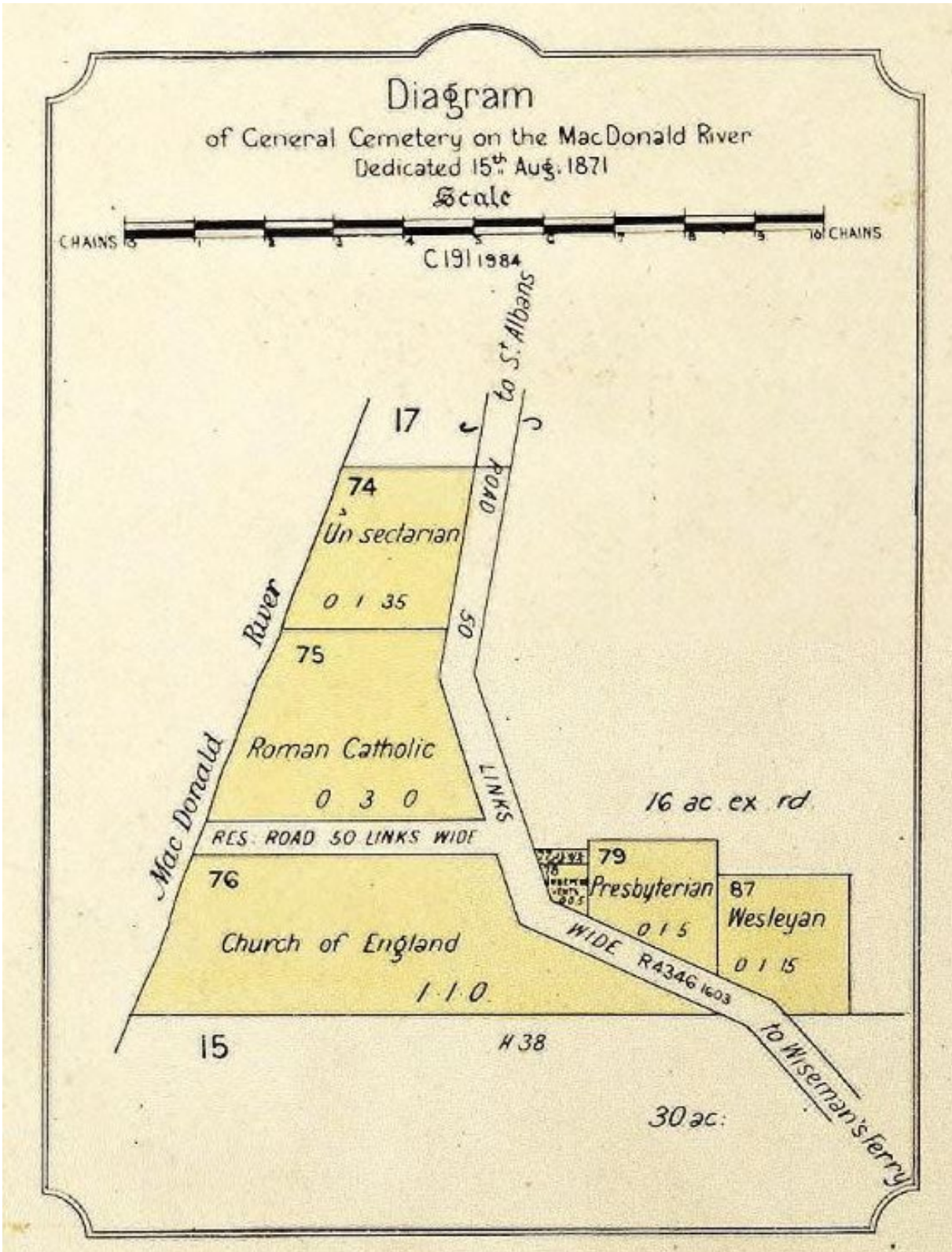
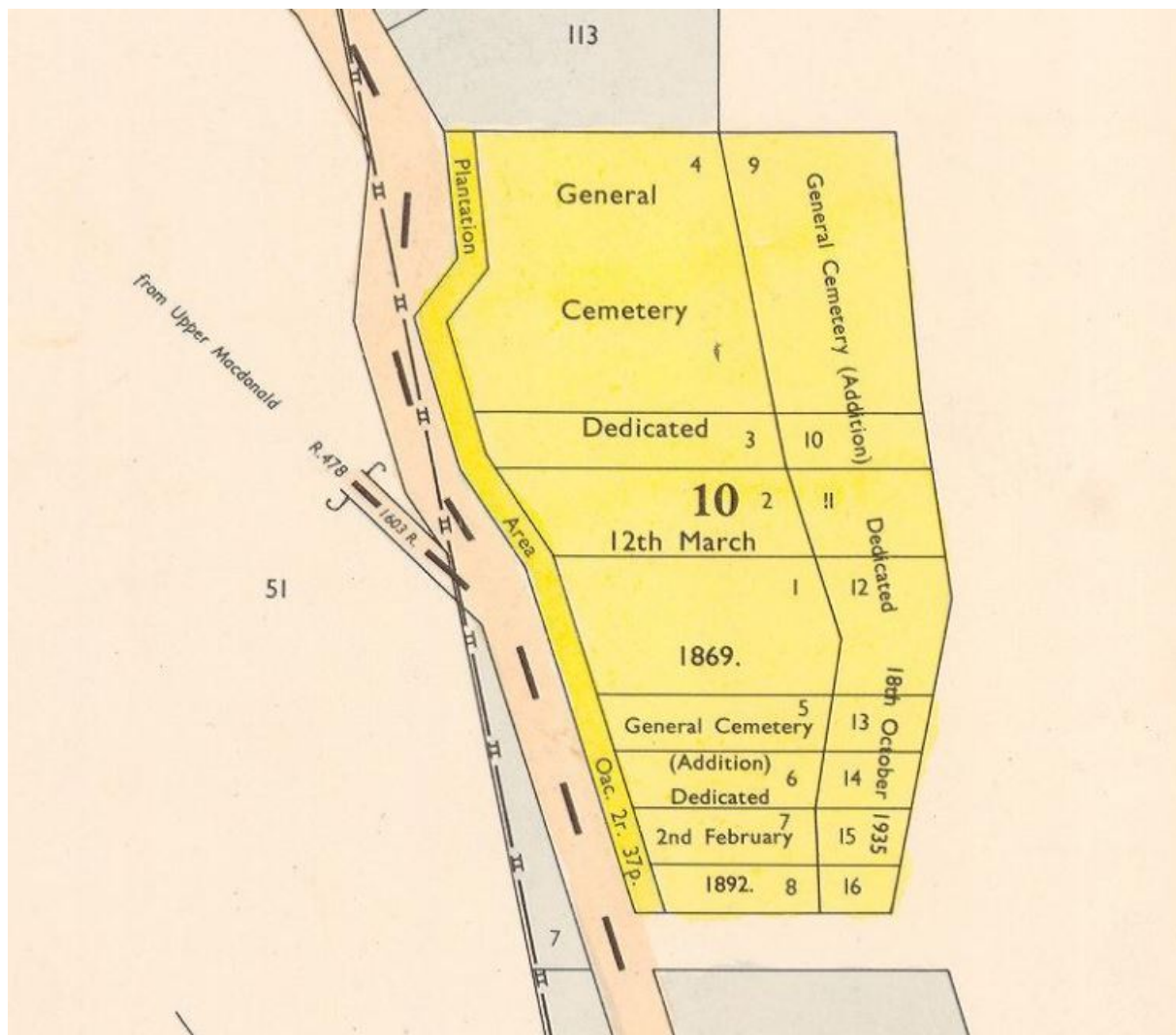


Figure 2.8 Diagram of General Cemetery on MacDonald River, included on the 1974 St Albans parish map. (Source: HLRV, LPI)



**Figure 2.9** 1971 Town Map of St Albans, showing the different allotments and expansion of the St Albans New General Cemetery: 1—Wesleyan, 2—Roman Catholic, 3—Wesleyan, 4—Church of England, 5—General, 6—Presbyterian, 7—Independent, 8—Jewish, 9—Church of England, 10—Wesleyan, 11—Roman Catholic, 12—Wesleyan, 13—General, 14—Presbyterian, 15—Independent, 16—Jewish. (Source: HLRV, LPI)



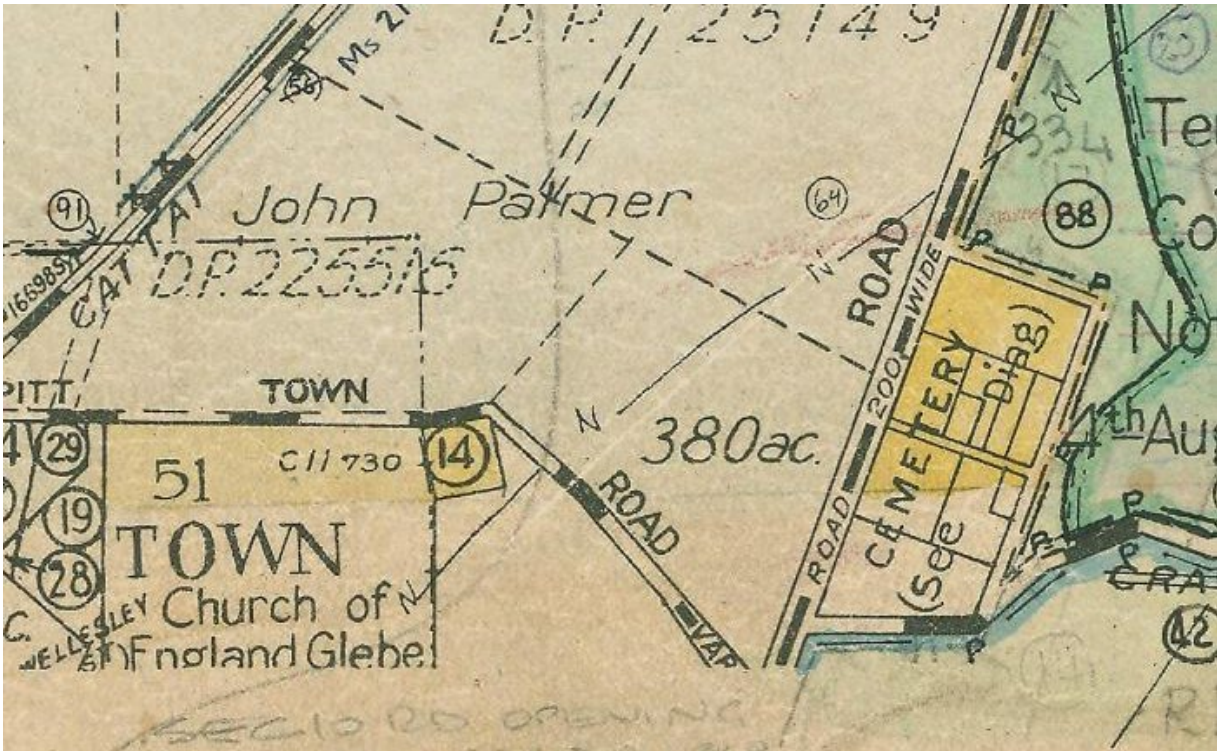


Figure 2.10 Close-up of 1967 Pitt Town Parish Map showing the Pitt Town General Cemetery. The c1828 Pitt Town cemetery is located at the allotment marked (14), west of the general cemetery. (Source: HLRV, LPI)

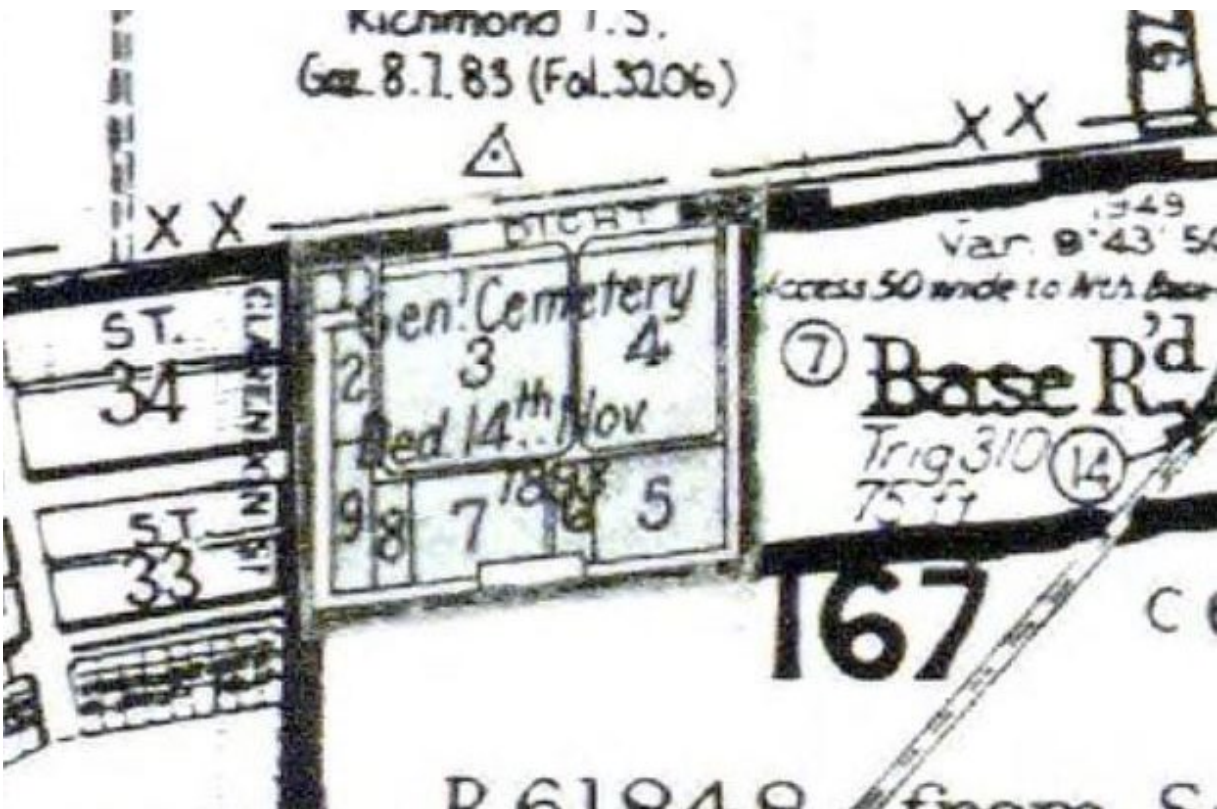


Figure 2.11 Close-up of 1972 map of Ham Common Parish, showing the Richmond Lawn Cemetery, section numbers: 1—Caretaker, 2—Jewish, 3—Church of England, 4—Roman Catholic, 5—Wesleyan, 6—Methodist, 7—Presbyterian, 8—Independent, 9—General. (Source: HLRV, LPI)



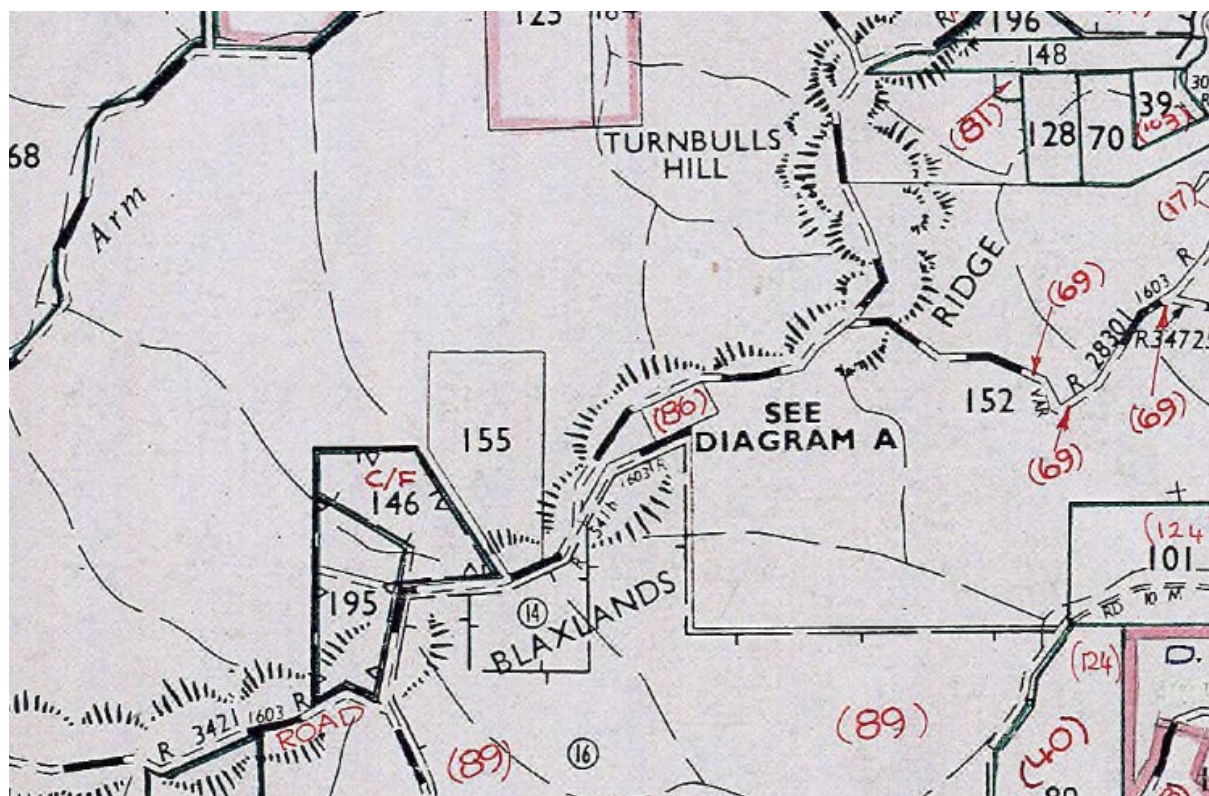


Figure 2.12 The Lower Portland Map is marked as (86) on the 1977 Meehan Parish Map. (Source: HLRV, LPI)

## 2.3 Endnotes

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## 3.0 Setting, Archaeological Potential & Cemetery ‘Types’

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### 3.1 Introduction

The relationship of a cemetery to its setting, whether natural or built, is a contributing factor in its significance. This may relate to its views, prominence or vicinity to other important features and landmarks. Archaeological potential, including the possibility for unmarked graves, as well as the types of cemeteries that comprise the HCC cemetery group, are also factors that contribute to the heritage significance of a cemetery.

### 3.2 Landscape Setting for the Cemetery Group

Some of the cemeteries in this group contain rare evidence pertaining to Australia’s earliest convict pioneering individuals, families and groups including some transported in the First Fleet. The burials of First Fleet and pioneering families help to tell the story of the expanding frontier, and provide a tangible connection to the individuals, families and communities who were a part of this formative phase of the region’s past. The oldest cemeteries in this group are associated with the early settlers in the Hawkesbury area, and are generally located in close proximity to a major waterway, such as South Creek and the Hawkesbury, Colo and MacDonald Rivers. The local area is known for its deep valleys in the north, consisting of relatively little flat, usable land; and large floodplains to the south which can experience rapid, deep flood events every few years. The valley has a long history of damaging floods, the impacts of which are reflected both in loss of lives and damage evident within many of the HCC cemeteries.

Churchyard cemeteries attest to religious groups and nineteenth-century sectarian divisions, British burial practices, iconography and traditions continued within these local communities. The stories of hardship and isolation that are a frequent aspect of establishing early settlements are present in the memorials inscribed on cemetery headstones and are reflected in the limited range of materials used within the HCC cemetery group.

The HCC cemeteries are also important local focal points of historic interest within the surrounding landscape. They demonstrate the skill and aptitude of local craftspeople and their use of accessible local materials evident in the range and styles of the funerary monuments, metalwork and other cemetery elements. The cemeteries of the Hawkesbury region show the ethnoreligious make-up of the region throughout the nineteenth century, including Anglicans, Roman Catholics and a range of Protestant denominations.

### 3.3 Cemetery Setting

This section provides a summary description of the setting for each cemetery included in this study.

The Handbooks presented in Volume 2 provide a more detailed description, site analysis and a site-specific historical overview for each cemetery in this study, with a consideration of:

- setting;
- fabric;
- condition;
- current uses; and

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- key issues identified.

The findings of that site analysis have informed the identification of cemetery ‘types’, which are discussed in Section 3.5.

### 3.3.1 Richmond Presbyterian Cemetery

Richmond Presbyterian Cemetery is a small single denomination cemetery within a semi-rural setting. The cemetery is set on a rise off Jersey Street, with district views of the surrounding area and Blue Mountains beyond. It features Presbyterian burials dating from the 1860s to the 2000s.

The cemetery is bounded by Jersey Street to the east, residential housing and an associated access drive to the south, and agricultural land to the west and north. The site slopes downhill to the northwest, offering sweeping views to the north of the Hawkesbury River and pastoral setting of the associated floodplains on the north side of Richmond, as well as the Blue Mountains.

Burials are focused in the eastern third of the cemetery along Jersey Street, with six rows of burials oriented northeast–southwest and separated by a central avenue extending northwest from the road (indicated by a consistent absence of burials as opposed to any surface or edging). The oldest burials are focused at the centre and north of the second and third burial rows west of Jersey Road. A portion of the cemetery remains unused in the west.

### 3.3.2 Richmond Lawn Cemetery

Richmond Lawn Cemetery is in proximity to the Hawkesbury River to the north; however, river views are obscured by the hedge along the northern boundary and development on the north side of Dight Street. RAAF Base Richmond is directly to the south and east, with views constrained by a soil berm. Surrounding residential development and nearby parkland can be seen from many points within the cemetery due to the flat terrain.

The cemetery is open to its surrounds with no perimeter fence enclosing the site. There are no bollards preventing vehicular ingress. Several large trees line the internal roads and run along the cemetery boundary between the Magnolia Garden and the Church of England denomination.

Burials are generally oriented facing north in east–west oriented rows clustered within at least six denominational sections (Independent, Seventh Day Adventist, Uniting Church, Methodist, Wesleyan, Church of England and Catholic), though some face south, particularly strip plinth burials.

### 3.3.3 South Windsor Presbyterian Cemetery

South Windsor Presbyterian Cemetery is situated in an open green space bounded to the northwest by Church Street, to the northeast by Windsor Station and the rail corridor, to the southwest by Bell Street and to the southeast by George Street. The site slopes gradually downhill to the southeast, with visible burials concentrated on the high point of the site along the northwest Church Street frontage. A modern water pumping station has been constructed on the site at the southeast corner of Bell Street and Church Street.

Additional monument remnants were found along the northeast boundary of the former cemetery, with a sandstone stele marking the site of Henry M Court (d. 1856) and a sandstone altar tomb with indecipherable inscription located immediately southeast of a large culvert leading beneath the rail corridor. A pile of broken stelae has been dumped around these memorials. At the eastern corner of the site, additional sandstone stelae and fragments were located in three places surrounding a large shrub.



The site is currently divided into two allotments—Lot 7305 DP 1154151 is located at the northern end of the site and captures most of the burials fronting Church Street. This lot is included in the Hawkesbury LEP 2012 listing for the South Windsor Presbyterian Church, but the listing does not capture the two northwest–southeast oriented rows of burials fronting Church Street (which are the oldest burials at the cemetery and outside any existing lot boundaries). It also does not capture the additional memorials found on the east and northeast edges of the site in Lot 7016 DP 1029612 along George Street, where burials first appear to have been laid prior to floods from the late 1850s.

### **3.3.4 McGraths Hill Methodist Cemetery**

McGraths Hill Methodist Cemetery is a small cemetery overlooking the floodplains towards Windsor. The site is bounded to the east by Charles Street, to the north by Beddek Street, to the south by High Street and to the west by a residence.

The cemetery slopes downhill to the north and would have previously offered sweeping views of the Hawkesbury River Valley to the north. These views are currently obscured by vegetation overgrowth.

The majority of burials are oriented facing southwest in rows oriented northeast–southwest and focused on the south end of site.

### **3.3.5 Wilberforce Cemetery**

Wilberforce Cemetery, formerly known as the St John’s Church of England Cemetery, is located in the town of Wilberforce at the northern edge of the urban area. It is bounded by Duke Road to the southwest, Clergy Road to the southeast and Old Sackville Road to the northwest with no named street on the eastern boundary. The site slopes downward from the north towards the south/southwestern corner of the cemetery. Residential boundaries on the southern and western sides are about 20 metres from the cemetery fence.

The earliest burials are not confined to a particular quadrant or area, but appear to favour areas of high ground—likely to minimise issues caused by poor drainage.

### **3.3.6 Pitt Town General Cemetery**

Pitt Town General Cemetery is a small cemetery in a bushland setting. Only the sections reserved for Wesleyan and Presbyterian burials in the northeast have been cleared of vegetation and much of the cemetery remains as natural bushland. The site is accessed by a gravel drive from Old Stock Route Road. It has an open parking area and a swing gate to allow (and block) vehicular access.

The cemetery has a gradual slope downhill to the north and northeast. Native bushland surrounds the cemetery. There is a small clearing in an enclosed wooded area with limited undergrowth, allowing for views through the bushland. Graves are focused in the clearing and buried in five north–south oriented rows. A path extending east–west at the north end of the clearing leads into the bush to the south of the clearing, where another row of three mid twentieth-century burials are located amongst the trees.

### **3.3.7 Sackville Reach Cemetery (St Thomas Anglican)**

Sackville Reach Cemetery is located on a bend of the Hawkesbury River, about 70 metres from the river’s edge. It was established sometime between the late 1820s and early 1830s and is situated on the north side of Tizzana Road on a southeast–northwest oriented ridge overlooking the Hawkesbury River to the north (not presently visible).

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The cemetery site slopes downhill to the north and south, with burials focused on the eastern half of the site in rows oriented north–south. All burials are oriented facing east, towards the historical site of St Thomas’ Anglican Church. The site of the church was selected in 1839 though construction was not completed until 1861 and the church was swept away during flooding in 1867.

### **3.3.8 Lower Portland Cemetery**

Lower Portland Cemetery, established in 1899, is situated in a clearing within a densely forested area on the high point of a ridge and oriented northeast–southwest. The study area slopes gradually down to the northwest towards West Portland Road. The slope is partly turf but primarily sand and exposed bedrock, gravel or deteriorating clay.

The cemetery location at the top of a ridge leaves the site exposed to erosion threats caused by wind and rain. This erosion is exacerbated by the lack of thick grass cover, bushes and trees within the cemetery, and the slope to the south/southwest. The cemetery is in an isolated location, outside of a populated centre. Graves are oriented in an east–west direction and face the west.

### **3.3.9 Half Moon Farm Cemetery**

The Half Moon Farm Cemetery is located on the inside bend of a meander of the Hawkesbury River in Lower Portland approximately 245m from the riverbank. The cemetery is in a heavily vegetated area and is only accessible via Upper Half Moon Road which is a private gravel road on a large Council-managed lot behind a locked steel swing gate. The site is situated within a clearing on a river terrace, sloping gradually downhill to the south.

The cemetery itself is on a raised section of bank, several metres higher than the land closer to the riverbank. The clearing surrounding the fenced cemetery has breaks in slope downhill towards the east, west and south and the Hawkesbury River. Dense brush and regrowth trees on the verge and downhill areas obscure views towards the water. The areas downhill of the cemetery have evidence of ongoing disturbance from floodwaters. Several large wombat burrows were also observed in close proximity to the cemetery, though none have visibly impacted the burial area.

The burials are approximately 100m from a toilet block and 130m from the remains of a building located further up the hill, away from the river. Two small wetland lagoons can be identified through aerial imagery. One of the lagoons has a possible jetty/pier approximately 14m in length.

### **3.3.10 General Cemetery on the MacDonald River**

The General Cemetery on the MacDonald River is located at Central MacDonald on the west side of Settlers Road approximately 2.5 kilometres south of the Wrights Creek Road. The cemetery is situated on a west facing hill which slopes down to the MacDonald River.

The Cemetery is not visible from the road and is located down a slope from Settlers Road. It is located to the north of a house built of materials obtained from the original Jurd family house.

### **3.3.11 St Albans Old General Cemetery**

The land dedicated for the St Albans Old General Cemetery is divided by Settlers Road, which extends roughly northwest–southeast through the site. The used portion of the cemetery is situated on the west side of Settlers Road above the MacDonald River approximately 2.5 kilometres south of the village of St Albans.

The cemetery is surrounded by native scrub on the north and east sides. Settlers Road is adjacent to the south and west sides of the cemetery. Visible burials are only located on the north side of the road, on a river terrace overlooking the Hawkesbury River to the north (though the river is not visible through the vegetation along the riverbank). The site is relatively flat and enclosed by native vegetation on all sides, with a significant break in slope downhill to the north on its northern boundary and another break in slope downhill to the northeast of its eastern boundary, which is bounded by a deep drainage channel leading to the Hawkesbury River. These breaks in slope were inspected for evidence of burials extruding from the banks, but none were observed.

The southern side within the dedicated cemetery boundary has no evidence of burials, though the trees covering the site are likely twentieth-century regrowth. It consists of a ridge oriented north–south sloping gradually downhill to the north with large sandstone outcrops. The northern extent of the ridge was clearly cut to accommodate Settlers Road.

### **3.3.12 St Albans New General Cemetery**

The St Albans New General Cemetery is situated on a west-facing hillside above and to the east of Wollombi Road, approximately 1.3 kilometres north of the village of St Albans. The site slopes steeply downhill to the west. A sandstone gravel loop path extends up access points from Wollombi Road on the north and south sides of the cemetery and curves around the east end of the active burial area.

The area dedicated for use as the St Albans New General Cemetery comprises 16 allotments designated for use by eight separate religious denominations and adjacent reserves, but only Lot 4 (Church of England) has been actively used for burials. There is some evidence that Lots 2 and 3 have been recently cleared with a gravel access track introduced to expand useable burial space.

The cemetery allotment in active use fronts Wollombi Road to the west and slopes steeply downhill towards it, providing sweeping views of pastoral land and the Hawkesbury River in the distance. A large drainage channel bounds the site to the north, while the remainder of the site is enclosed by forested margins and surrounded by an as yet unused cemetery reserve or large semi-rural residential lots.

## **3.4 Historical Archaeological Potential**

A wide range of historical archaeological remains are associated with cemeteries including evidence that predates the use as a burial place. Cemeteries have archaeological significance as changes to their fabric over time provide physical evidence of past attitudes to death and the evolution of cultural landscapes. Funerary monuments and architecture record community tastes, fashions and customs about death at certain times and changes in fashion, taste and attitude over time.

The archaeological significance of cemeteries can be evidenced in physical changes to the site and its features over time. Evolving fashions, customs and tastes and past attitudes to death may be visible in the changing of materials and styles selected for funerary monuments and cemetery layout over time. Cemeteries can also provide physical evidence of significant events such as flooding that are not necessarily available elsewhere within a settlement where subsequent repairs and changes were needed to maintain function of an area.

Archaeological material in the HCC cemeteries can provide evidence that informs us about the burial practices prevalent in the Hawkesbury area from the early settler period onward, how these may have adapted and changed over time and how these changes may be considered to reflect the development of values and lifestyles within these local Hawkesbury communities more broadly.

Table 3.1 provides an indication of the types of historical archaeological remains associated with cemeteries.

**Table 3.1** Potential Historical Archaeological Remains Associated with Cemeteries.

<b>Activity</b>	<b>Potential Remains</b>
Pre-cemetery/early land clearing	Tree roots, charcoal deposits, artefact scatters, soil deposits, evidence of camp sites etc. Removal/disturbance by burials and other activities can occur within each cemetery.
Grave cuts	Cuts for burials. Primary evidence for location of in situ burials.
Burials including unmarked remains	Skeletal remains, coffins, coffin hardware, grave goods, personal items (buttons, buckles etc).
Grave construction	Grave furniture: Headstones, crosses etc that have fallen and/or been buried by soil deposits across the cemetery. Can be obscured or disturbed by subsequent activity or deteriorated remains removed during clean-up and maintenance work.
Former cemetery landscaping	Paths, edging, fences, denominational markers etc. Historic paths might be represented in the archaeological record by different soil deposits, gravels and compaction. Existing pathways are often found to follow a historic alignment. Geophysical survey may assist to identify compacted pathway surfaces.
Access roadways	Road surfaces, kerb stones, side drains. Existing roadways often follow a historic alignment. Historic surfaces might be represented in the archaeological record by different soil deposits, gravels and compaction.
Movable items	Artefacts may have been obscured or destroyed by subsequent landscaping, flooding or other activities.

### **Unmarked Burials**

Cemetery site analysis undertaken for this SCMP identified occurrences of unmarked graves. Many of the findings for individual cemeteries in the Hawkesbury Cemetery and Grave Register available on Hawkesbury on the Net<sup>1</sup> also indicate a discrepancy between the number of visible graves and the number of names recorded in burial records including death certificates and other sources. In some cases, particularly larger cemeteries, the difference between these two forms of evidence can be significant.

Prior to establishment of the Civic Register in 1856, no mandatory registration of death or burial was required before burial in NSW cemeteries. Until that time registration of deaths and burial ceremonies were considered the responsibility of the churches. At least seven of the HCC cemeteries in the study group were in active use prior to 1856: South Windsor Presbyterian, Windsor Catholic, McGraths Hill, Wilberforce, Sackville Reach, Half Moon Farm and St Albans Old General Cemetery.

The lack of burial records prior to this time increases the likelihood that there are, in addition to those recorded by Hawkesbury on the Net, further unmarked and unrecorded burials within and on the margins of those cemeteries. Consideration also needs to be given to all the cemeteries in the study, including those that post-date 1856, regarding the possibility of unmarked burials of suicides, neo-natal, unbaptised and the non-religious on edges of consecrated ground. Although the potential may be low for such events, as a known past practice, this must be considered as a part of historical internment practices.

The fragility of existing timber memorials was also noted during cemetery visits for those graves where these temporary markers were identified. Timber markers such as a simple cross or peg to record

position and/or grave number continue as common practice today. Although intended as a temporary marker until replacement by a longer lasting memorial material, for various reasons they were not always replaced. They are easily moved or lost through weathering, vandalism, maintenance and other activities, especially once deteriorated, and contribute to the loss of known locations for some grave plots.

### **3.5 Cemetery ‘Types’**

Three cemetery ‘types’ were identified during site analysis, and these groupings generally represent consistencies in burial ages, fabric and current use. These identified cemetery groupings may also assist to provide opportunities for interpretation and management requirements based on cemetery ‘type’.

#### **3.5.1 Settler Cemeteries**

Early cemeteries no longer accepting burials:

- St Alban’s Old General Cemetery;
- McGraths Hill Methodist Cemetery;
- Sackville Reach Cemetery;
- Half Moon Farm Cemetery; and
- General Cemetery on the MacDonald River.

#### **3.5.2 Active Cemeteries with Heritage Considerations**

Active cemeteries (or cemeteries with the potential for active use, based on our current understanding), some with significant heritage fabric to be managed as part of the process:

- Wilberforce Cemetery;
- Richmond Lawn Cemetery;
- St Albans New General Cemetery;
- Richmond Presbyterian Cemetery;
- Windsor Catholic Cemetery; and
- South Windsor Presbyterian Cemetery.

#### **3.5.3 Active Cemeteries**

Cemeteries with few heritage constraints, still actively used by the local community:

- Lower Portland Cemetery; and
- Pitt Town General Cemetery.

### **3.6 Endnotes**

<sup>1</sup> Hawkesbury on the Net, ‘Hawkesbury Cemetery and Grave Register’ <<http://www.hawkesbury.net.au/cemetery/>>.

## 4.0 Assessment of Heritage Significance

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### 4.1 Introduction

Significance is embodied in the physical fabric of the place, its setting and relationship to other items, the recorded associations with the place, and the response the place evokes in the community or in individuals to whom it is important. An assessment of heritage significance establishes why a place is important.

### 4.2 New South Wales Heritage Assessment Guidelines

The *NSW Heritage Manual* and its guideline 'Assessing Heritage Significance'<sup>1</sup> set out a detailed process for conducting assessments of heritage significance. The NSW approach applies specific criteria for assessing the significance of a heritage item, including guidelines for inclusion and exclusion. These criteria encompass the four values set out in the Burra Charter, namely, historical, aesthetic, scientific and social significance.

In the *Heritage Act 1977* (NSW) these four criteria are developed further into the seven state heritage criteria below in order to maintain consistency with the criteria of other Australian heritage agencies, minimise ambiguity during the assessment process, and avoid the legal misinterpretation of the completed assessments of listed items.

In applying the criteria, both the nature and degree of significance of the place need to be identified. Items (attributes) located at a site can vary in the extent to which they embody or reflect the key values of a place and the relative importance of their evidence or associations.

- a) *an item is important in the course, or pattern, of NSW's cultural or natural history;*
- b) *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;*
- c) *an item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW;*
- d) *an item has strong or special association with a particular community or cultural group in NSW for social, cultural or spiritual reasons;*
- e) *an item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history;*
- f) *an item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history; and*
- g) *an item is important in demonstrating the principal characteristics of a class of NSW's:*
  - *cultural or natural places*
  - *cultural or natural environments.*

These criteria are applied to the heritage assessment of the 13 HCC cemeteries as follows.

### **Association with Individuals, Events or Groups of Historical or Social Importance (NSW Heritage Criteria A, B & D)**

Some of the cemeteries in this group contain rare evidence pertaining to Australia's earliest convict pioneering individuals, families and groups including First Fleet transported Owen and Margaret Cavanaugh, Phillip Devine, Anne Huxley and William Douglas, Catholic Bishop Polding, and the Pendergast, Sternbeck, Turnbull, Chaseling, Jurds, Bailey and Everingham families. Of particular importance and interest are the early settler cemeteries with First Fleet internments (St Albans Old General, Wilberforce and Sackville Reach Cemeteries) and Aboriginal burials (Sackville Reach). More than 70 eighteenth-century NSW arrivals, including seven members of the First Fleet, 15 members of the Second Fleet and 12 from the Third Fleet, are buried in Wilberforce Cemetery alone. More than seven generations of some families are represented in these early cemeteries.

Wilberforce Cemetery is significant as a surviving 1810 cemetery founded by Governor Macquarie as part of his implementation of expanded town planning beyond Sydney.

St Albans Old General Cemetery is the earliest official cemetery in the MacDonald River Valley. It is a significant local record of the early European settlement with the earliest surviving burial dating to 1837. It demonstrates the development of the area's close-knit early European community, descendants and familial relationships during the nineteenth and twentieth centuries.

As an intact single denominational cemetery operating since the 1860s, Richmond Presbyterian Cemetery is significant for its ability to demonstrate the historic development of the Richmond area and the denominational divisions within the early community.

McGraths Hill Methodist Cemetery has historical importance as one of the oldest surviving Wesleyan Methodist cemeteries in Australia, significant in the development of Wesleyan Methodism in the area, and for its association with the first Methodist church in Windsor.

Sackville Reach Cemetery has important social significance for its association with the Aboriginal community (the Barber, Packer and Everingham families) with significant burials including Darug woman Martha Everingham. It is also significant for its link to social and cultural landscapes including the nearby Sackville Reach Aboriginal Mission Station and the Tizzana Vineyard where many Aboriginal people were employed during the twentieth century.

While most internments hold significance locally through bonds of family or community, burials of historically notable individuals would hold significance at a state level. Each of the HCC cemeteries have spiritual significance within their local communities as a place of burial. At least half of the cemeteries predate the Civil Register of 1856 and may be the only the record of individuals buried there. Some, such as McGraths Hill Methodist Cemetery, have strong associations with the local community and generations of families who remain in the area today.

### **Aesthetic or Technical Significance (NSW Heritage Criterion C)**

Many of the HCC cemeteries contain Georgian, Victorian and early twentieth-century headstones that are locally significant as they are characteristic of colonial burial ornamentation. Grave furniture and burial goods also hold a degree of aesthetic significance as purposefully planned and sometimes artistically created memorial items. St Albans Old General Cemetery contains monuments that feature elegant roman, italic and copperplate script and wrought-iron lacework of excellent standard. Several cemeteries, including McGraths Hill Methodist Cemetery, contain sandstone stelae in a variety of styles, ranging from simple semicircular stones through to more ornamental Gothic varieties from later in the

nineteenth century. Others, such as the semicircular sandstone stelae at Half Moon Farm Cemetery, display simple, local craftsmanship in their unique decorative elements and naïve script.

Several of the smaller cemeteries, including Sackville Reach, Half Moon Farm and the General Cemetery on the MacDonal River, have aesthetic value for their picturesque, riverside locations within a rural and Hawkesbury River landscape setting. Richmond Presbyterian Cemetery is located within a picturesque semi-rural setting that contributes greatly to its aesthetic significance. The site's pastoral backdrop and intact early layout and monuments give it high aesthetic value. It is a valuable remnant of the farming/settler cultural landscapes of the Hawkesbury that are fast being eroded by residential subdivision.

Positioned on a site personally selected by Macquarie during his visit, the Wilberforce General Cemetery has aesthetic significance at state level both as a landmark in Wilberforce, and as it is the only town of those established by Macquarie which retains the original church, school building and burial ground at its centre. The visual interrelationship of these elements is still apparent, as is the commanding position of the group on an elevated site.

### **Ability to Demonstrate the Past through Archaeological Remains (NSW Heritage Criteria A, C, F & G)**

The monuments in the HCC cemetery group provide data for the study of local communities and for family history, with potential to yield further genealogical information that is locally significant to the Hawkesbury community. The graves themselves provide potential archaeological information about early burials and burial practices. Some monuments also provide evidence of the ancestry of some families. The recovery and reinstatement of broken and buried grave furniture offers a suitable means of demonstrating the past through archaeological remains.

St Albans Old General Cemetery, Sackville Reach Cemetery and Half Moon Farm Cemetery have potential to contain archaeological evidence relating to the floods of 1864 and 1867, including burials and grave markers, and remains of early churches in the latter two. At Sackville Reach there is also research potential regarding the cultural significance of the cemetery to the local Aboriginal community, connections between families and associations with the social history of Sackville in the twentieth century.

As a group, the cemeteries contain headstones that are representative, some at state and most at a local level, of different periods of burials from 1811 through to the present as well as plaques and memorials marking commemorations of significance to the communities.

### **Summary Statement of Significance for the Hawkesbury Cemetery Group**

The Hawkesbury Cemetery grouping provides a significant historical record of several generations of First Fleet and pioneer families and their descendants within the Hawkesbury River region. They are also able to demonstrate important phases in the history of burial in both the Hawkesbury and NSW more broadly. Both denominational and ethnic diversity within the composition of the various towns and communities that came to populate the Hawkesbury River locale are clearly illustrated within these burial grounds.

This collection of Hawkesbury cemeteries relates to a particularly important phase in NSW's history, the Hawkesbury region being home to many important pioneering communities and families. Several of the cemeteries contain early pioneer burials, some of whom arrived in NSW as part of the First Fleet. Wilberforce is notable for its burials of emancipists from the First, Second and Third Fleets. The burials



of First Fleet and pioneering families help to tell the story of the expanding frontier, and provide a tangible connection to the individuals, families and communities who were a part of this formative phase of the region's past.

Churchyard cemeteries attest to religious groups and nineteenth-century sectarian divisions, British burial practices, iconography and traditions continued within these local communities. The stories of hardship and isolation that are a frequent aspect of establishing early settlements are present in the memorials inscribed on cemetery headstones and are reflected in the limited range of materials used. The cemeteries are also important local focal points of historic interest within the surrounding landscape. They demonstrate the skill and aptitude of local craftspeople and their use of accessible local materials evident in the range and styles of the funerary monuments, metalwork and other cemetery elements.

The cemeteries of the Hawkesbury region show the ethnoreligious make-up of the region throughout the nineteenth century, including Anglicans, Roman Catholics and a range of Protestant denominations. Among the 13 HCC cemeteries the Presbyterian community is represented by Windsor Presbyterian burial ground, established in c1838, the South Windsor Presbyterian (1830s) and Richmond Presbyterian (1860s) cemeteries. McGraths Hill Cemetery (c1839) was an important Methodist burial ground. The Windsor Roman Catholic Cemetery, one of the earliest Roman Catholic cemeteries in the colony, was established after 1825 following public campaigning for separate Catholic burial grounds in the 1820s.

Certain cemeteries also highlight the diversity of the Hawkesbury community. Sackville Reach Cemetery has important social significance for its association with the Aboriginal community (the Barber, Packer and Everingham families) with significant burials at the cemetery including key figures such as Darug woman Martha Everingham. It is part of a network of nearby social and cultural landscapes including the Sackville Reach Aboriginal Mission Station and the Tizzana Vineyard where many Aboriginal people were employed during the twentieth century. In this regard it is unique and highly significant in comparison to all other cemeteries in this HCC grouping.

The historical archaeological resource within the HCC cemeteries represent a wide array of spiritual and recreational activities associated with the broader Hawkesbury community from the early nineteenth century onwards. Structural remains and sealed artefact deposits associated with the use of the cemeteries have the potential to provide insight into more intricate details of lifeways for those living, working and burying friends and family there. Internments themselves can provide a rich source of data and coffins, other grave hardware, burial goods, and burial styles can inform our understandings of life and death for a cross-section of cultural groups who settled in the Hawkesbury from as early as the 1790s.

Some of the cemeteries may also retain evidence of early settler establishment including land clearing, timber getting and, at South Windsor Presbyterian Cemetery, the remains of pre-cemetery brickmaking activities. Others including St Albans Old General Cemetery, Sackville Reach Cemetery and Half Moon Farm Cemetery are likely to contain archaeological evidence relating to the Great Floods of 1864, 1867 and others that afflicted the area and took many lives, sweeping churches and whole parts of cemeteries into the Hawkesbury River, leaving unmarked graves, shifted gravestones and church footings behind.

### **4.3 Comparative Analysis**

Comparative analysis helps us to understand the heritage value and significance of sites in a wider context. As we are looking at 13 very different cemeteries, it is difficult to compare them directly with other examples further afield. Looking at them in the context of Hawkesbury cemeteries more generally

can help us to identify broad patterns, themes and characteristics for closer discussion. By considering their context, and the unique or shared traits they have in comparison to others, we can better understand their story and value.

### 4.3.1 Comparative Analysis: Cemeteries within the Hawkesbury

The following comparative analysis examines the 13 HCC cemeteries in the context of other cemeteries within the Hawkesbury region that have been listed on the SHR or in the Hawkesbury LEP 2012 (Table 4.1). The cemeteries discussed in Table 4.1 below are considered for their history, pattern of use and how they reflect changes in the township/settlement where they were established.

**Table 4.1** Other Hawkesbury Cemeteries Listed on the SHR or Hawkesbury LEP 2012.

Name	Date of Use	Description
St Matthew's Anglican Cemetery, Windsor (SHR Listing No. 00015)	1810–1999	<ul style="list-style-type: none"> <li>• This cemetery is listed on the SHR as part of a complex/group—St Matthew's Anglican Church, Rectory, Stables &amp; Cemetery. The group is recognised as 'evidence of early settlement on the Cumberland Plain and of planning by Governor Macquarie.'<sup>2</sup></li> <li>• The first person to be buried was Andrew Thompson in 1810. Thompson was an emancipist who was appointed chief constable and an adviser to Macquarie. Macquarie erected a monument dedicated to Thompson in St Matthew's Cemetery.</li> <li>• The cemetery is located within the churchyard of St Matthew's Anglican Church. The church was designed by Francis Greenway and constructed between 1817–1820. The congregation is still active today.</li> <li>• This cemetery contains at least a dozen First Fleeters, both convict and free as well as their descendants, prominent local people and their families. Several Chinese migrants are buried here but only one burial marker has survived. Written in Chinese, Fong Tim Bow, a farmer from Pitt Town Bottoms, died in 1929.<sup>3</sup></li> </ul>
St Peter's Anglican Cemetery, Richmond (Hawkesbury LEP 2012 No. 1129)	1810–Present	<ul style="list-style-type: none"> <li>• This cemetery is listed as part of a group/complex—St Peter's Anglican Church Group, including a former school hall, rectory, coach house, and stables. This group has been assessed as having 'exceptional significance at state level'<sup>4</sup> and reflects Macquarie's original plan for the Richmond township. The cemetery is the second oldest burial ground in the Hawkesbury region (after St Matthew's Anglican Cemetery) and provides a record of people who settled in this area.</li> <li>• The St Peter's Anglican Church was built between 1836 and 1841. Dr Lisa Murray wrote that the 'central pathway of the cemetery is visually aligned with the church door'.<sup>5</sup></li> <li>• The cemetery was formally established and consecrated in 1810 but the first recorded burial dates to 1809 (George Rouse).</li> <li>• This cemetery contains the graves of many people associated with the First and Second Fleets.<sup>6</sup></li> </ul>

Name	Date of Use	Description
Ebenezer Uniting, Church Cemetery, Ebenezer (SHR Listing No. 00138)	1825–Present	<ul style="list-style-type: none"> <li>This cemetery is listed on the SHR as part of a complex/group—Ebenezer Church, Old School, Cemetery and Tree in recognition of the church as Australia's first non-conformist and then first Presbyterian Church, the oldest extant church in Australia, its continuing use by the Presbyterian community and the cemetery's association with 'some of the first free settlers in the colony'.<sup>7</sup></li> <li>Worship at this location began in c1803 and was led by James Mein. Families would meet under the tree that still stands adjacent to the church today.</li> <li>Owen Cavanaugh donated land for congregation. The church building, which doubled as a school, was built in 1809. A school headmaster's residence was built on the church grounds in 1812. The church was formally established as a Presbyterian church in 1824.</li> <li>The cemetery now surrounds the church building and school headmaster's residence. There has been an ongoing dispute regarding the date of the earliest burial, with some groups claiming it was in 1812.</li> <li>Up to six generations of descendants from Ebenezer's pioneering families can be found at this cemetery.<sup>8</sup></li> </ul>
St James Anglican Cemetery, Pitt Town (Hawkesbury LEP 2012 Listing No. I302)	c1828–Present	<ul style="list-style-type: none"> <li>This cemetery is significant for being the oldest surviving cemetery in Pitt Town and having several pioneering families and their descendants buried there.</li> <li>The cemetery planned by Macquarie in 1810 was abandoned when the first Pitt Town was moved to a higher location in 1815. Another cemetery was planned for the second Pitt Town although it is debated as to whether it was used. In 1828 Surveyor E Knapp planned this cemetery in its current location.</li> <li>Gravestone markers in the St James Anglican Cemetery date from the early 1820s. It is possible that this location was used as a cemetery prior to it being consecrated in 1833 or that the burials were transferred there.</li> <li>Early families that can be found buried include the Hobbs, Jurds and Stubbs.<sup>9</sup></li> </ul>
Our Lady of Loretto Roman Catholic Cemetery, St Albans (Hawkesbury LEP 2012 Listing No. I419)	1836–1903	<ul style="list-style-type: none"> <li>This cemetery is significant as a record of early settlers in the area as it predated the Civil Registration. It is a mostly intact cemetery with some unusual headstones.<sup>10</sup></li> <li>This cemetery is on land that was donated in 1839 by Roger Sheehan for the construction of a Roman Catholic chapel.</li> <li>Prior to this donation, there were already two memorials there—Thomas Bigger (died in 1830) and Eliza Bigger (died in 1836). Thomas Bigger was buried at High Macdonald but Eliza Bigger is believed to be buried in this cemetery.</li> <li>Our Lady of Loretto Chapel was constructed by the local Catholics in 1841 and 1842 using local resources. The chapel fell into disuse and then disrepair.</li> <li>The graves of local Catholic families are spread across the hillside. Roger Sheedy (probably a corruption of Sheehan) and other Sheedy family members are buried here. Other pioneering families include the Books, Jurds, Roses and Thompsons.<sup>11</sup></li> </ul>

## GML Heritage

Name	Date of Use	Description
St Joseph's Roman Catholic Cemetery, Lower MacDonald (Hawkesbury LEP 2012 Listing No. I428)	1840–?	<ul style="list-style-type: none"> <li>This cemetery is significant in context of other private and early burials in the region and is considered as evidence of an 'isolated and enclosed colonial community'.<sup>12</sup> The cemetery is also considered to be significant for its setting and range of burial markers and surrounds, specifically the wrought iron railings.<sup>13</sup></li> <li>This cemetery is in the grounds of the St Joseph Church, built between 1839 and 1842. The church was gutted by a fire in 1880 and fell into disrepair. It remained roofless until it was restored and opened as a guesthouse in 2014.</li> <li>This cemetery is the first consecrated Roman Catholic burial ground in MacDonald Valley, the church's foundation stone being blessed by Bishop Bede Polding in 1839.</li> <li>There are over 30 graves on site, the earliest dating from 1840. Well-known local families buried here include the Ambroses, Daniels, Whalans, Hearnies and Stewarts.<sup>14</sup></li> </ul>
St Phillip's Cemetery, North Richmond (Hawkesbury LEP 2012 Listing No. I408)	c1860s–c1970s	<ul style="list-style-type: none"> <li>No information on this cemetery's significance assessment or history has been found, including on the SHI.</li> <li>There are over 300 people registered as being buried in this cemetery. One of the earliest headstones dates to 1864 (Elizabeth Wisbey).</li> <li>This cemetery was associated with St Phillip's Anglican Church. The church has been converted into a private home and the cemetery is now maintained by St Stephen's Anglican Parish of Kurrajong.<sup>15</sup></li> </ul>
St Stephen's Cemetery, Kurrajong (Hawkesbury LEP 2012 Listing No. I353)	c1870s–c1970s	<ul style="list-style-type: none"> <li>No information on this cemetery's significance assessment or history has been found, including on the SHI.</li> <li>This cemetery is associated with St Stephen's Anglican Church.</li> <li>The first church minister, Reverend George Middleton and his two daughters, are buried here as are members of the Hawkins family.<sup>16</sup></li> </ul>
St Jude's Anglican Cemetery, Books Ferry, Central MacDonald (Hawkesbury LEP 2012 Listing No. I417)	1887–1904	<ul style="list-style-type: none"> <li>This cemetery is significant for containing the graves of descendants of pioneering families of MacDonald Valley. The cemetery should also be seen in the context of other private and early burials of the valley.</li> <li>This cemetery is in land sold to St Jude's Anglican Church in 1869. The extant building was built in 1918, reusing some of the stone from the original building.</li> <li>The cemetery contains four graves but seven names have been recorded as buried at this location including four Jurd family members, two Flemings and Joseph A. Boake, a church minister.</li> <li>Each surviving grave is enclosed with an iron fence, characteristics of many graves in the Hawkesbury region.<sup>17</sup></li> </ul>

Name	Date of Use	Description
Fernance Property Graves, St Albans (Hawkesbury LEP 2012 Listing No. I420)	1894	<ul style="list-style-type: none"> <li>This cemetery is significant in the context of other private and early burials in the region and is considered as evidence of an 'isolated and enclosed colonial community'.<sup>18</sup> It is the grave site of one and possibly another three members of the Fernance family, a pioneering family of MacDonald Valley.</li> <li>The known grave at this location is in bushland on a rocky spur overlooking MacDonald River. The grave stone is dedicated to John Anthony Fernance Junior who died in 1894.</li> <li>In the 1960s and 1970s, two unmarked graves were found at this location. They were believed to contain the remains of John Anthony Fernance Junior's wife, Elizabeth Prosser, and their son, Joseph. Another source claimed that John Anthony Fernance Senior was also buried at this location.</li> <li>Other members of the Fernance Family have been buried in the St Albans Old and New General cemeteries, pre and post this burial.<sup>19</sup></li> </ul>

### 4.3.2 Comparative Analysis Discussion

Looking at the 13 cemeteries under review here within the context of the more comprehensive collection of listed Hawkesbury cemeteries detailed in Table 4.1 shows us that as a sample they reflect broader patterns and trends in burial practices across the region. As a group they highlight key changes in the Hawkesbury community and its burial practices over time. These patterns relate to regionally specific issues, but also to broader changes taking place within the colony of NSW.

There are multiple ways in which we can break down and define the cemeteries according to different criteria, such as age, location and denomination among other factors. We can also classify them in two broad categories:

- official burial grounds that were established by the government or a religious organisation; and
- private burial grounds that may contain only a few graves or just an individual.

These two categories of burial ground demonstrate important phases in the history of burial in both the Hawkesbury and NSW more broadly. Through the private burial grounds, we can understand the challenges of death and burial on an expanding frontier and in isolated communities. The cemetery at Half Moon Farm in Lower Portland, for example—one of the 13 under review—appears to have started as a lone grave. As discussed in Section 2, the Half Moon Farm was owned by the Pendergast Family when James and Sophia Pendergast buried their five-week-old infant at this location in 1830. Other listed cemeteries in the Hawkesbury demonstrate this important phase of early private burial in the region. St Joseph's Roman Catholic Cemetery, Lower MacDonald Cemetery (Hawkesbury LEP 2012 Listing No. I428) and Fernance Property Graves, St Albans (Hawkesbury LEP 2012 Listing No. I420), are significant for having a number of private and early burials.

The official burial grounds help us to understand the increasing regulation of burial in NSW. In the context of the Macquarie towns this is particularly relevant, as development in this region is characterised by increasing attempts by the state to exert control through the development of organised, planned settlements. As discussed in Section 2, Macquarie instructed Chief Surveyor James Meehan to set aside two acres for a burial ground in each of the Hawkesbury–Nepean towns. Once the main cemeteries were laid out and consecrated, Macquarie released a Government and General Order in May 1811,

commanding settlers to cease burying their dead privately on farms, and instead use the designated burial grounds. Most cemeteries reviewed here postdate this change and are part of this movement towards organisation and centralisation.

The 13 cemeteries examined for this project, and those included in Table 4.1, were established in different periods of the Hawkesbury region's development. Through cemeteries, the profile of a community across time is preserved, so they are places that can tell us a great deal about social, cultural and demographic change. Two broad patterns are particularly relevant in the cemeteries, which evidence the changing profile of the Hawkesbury community: First Fleet and pioneer communities, and denominational and ethnic diversity.

As a significant area in the early colonial period and on the expanding frontier, the Hawkesbury region was home to a number of important pioneering communities and families. Multiple cemeteries from the Hawkesbury region contain the burials of early pioneers, some of whom arrived in NSW as part of the First Fleet. Of the 13 HCC cemeteries under review, Wilberforce is most notable for its burials of emancipists from the First, Second and Third Fleets, but many contain graves of early pioneers. Table 4.1 indicates that other cemeteries in the Hawkesbury have similarly significant graves. St Matthew's Anglican Cemetery, Windsor (SHR Listing No. 00015), and St Peter's Anglican Cemetery, Richmond (Hawkesbury LEP 2012 No. I129), both have graves of members of the First Fleet, while Ebenezer Uniting Church Cemetery (SHR Listing No. 00138) and St James Anglican Cemetery, Pitt Town (Hawkesbury LEP 2012 Listing No. I302), are strongly associated with notable communities of early pioneers. This shows us that some of the 13 HCC cemeteries are part of a collection of cemeteries in the Hawkesbury that relate to a particularly important phase in NSW's history. The burials of First Fleet and pioneering families help to tell the story of the expanding frontier, and provide a tangible connection to the individuals, families and communities who were a part of this formative phase of the region's past.

The collection of cemeteries also demonstrates the changing profile of the Hawkesbury community over time and differences between the history and demographic composition of towns and locales. It is easy for contemporary communities to forget how significant denominational differences were in the past. Religion was inextricable from ethnic, national, regional and political identity. It shaped the rhythms of daily life and was the bedrock of communities. The cemeteries of the Hawkesbury area show the ethnoreligious make-up of the region throughout the nineteenth century, including Anglicans, Roman Catholics and a range of Protestant denominations. As Table 4.1 indicates, the wider collection of listed cemeteries in the Hawkesbury includes examples that highlight the presence of particular communities in different locations. For example, the Ebenezer Uniting Church Cemetery (SHR Listing No. 00138) is significant as Australia's first non-Anglican Christian cemetery. The Ebenezer Church began as a non-conformist church (ie composed of different denominations including Methodist, Baptist and Congregational) and was then later established as a Presbyterian church in 1824.<sup>20</sup> Among the 13 HCC cemeteries the Presbyterian community is represented by Windsor Presbyterian burial ground, established in c1838, and the South Windsor Presbyterian (1830s) and Richmond Presbyterian (1860s) cemeteries. McGraths Hill Cemetery (c1839) was an important Methodist burial ground.

A number of important Catholic burial grounds are also represented across the Hawkesbury and in the 13 HCC cemeteries. In Windsor, one of the earliest Roman Catholic cemeteries in the colony was established after 1825. The first Catholic cemetery in NSW was St Patrick's Roman Catholic Cemetery, established in Parramatta (1825). These two cemeteries reflected changes in the government's approach towards the Catholic population in the colony, most of whom were Irish convicts. The Irish Catholic population had been oppressed for centuries by British rule in Ireland, where the Penal Laws prevented them practising their religion, voting, owning land and holding public office amongst other

measures. From an early date, the same tensions and discrimination characterised the treatment of Irish Catholics here, where they were seen as seditious. St Patrick's Cemetery at North Parramatta (SHR #01880) and Windsor Catholic Cemetery were established following public campaigning for separate Catholic burial grounds in the 1820s. These cemeteries mark a critical moment in the treatment of Catholics in the colony and progress towards greater religious freedoms. As Table 4.1 shows, St Joseph's Roman Catholic Cemetery, Lower MacDonald (Hawkesbury LEP 2012 Listing No. 1428), was also the first consecrated Roman Catholic burial ground in MacDonald Valley.

The Hawkesbury cemeteries also tell the story of state-led efforts at integration and centralisation, as general cemeteries became the norm over the course of the nineteenth century. While the *General Cemetery Act 1847* was primarily concerned with the creation of a new burial ground in Sydney, its impact was felt immediately in more rural areas. In 1848, the Surveyor General's Office provided instructions for cemeteries to be laid out with sections proportional to religious representation of the area with additional land for future expansion.<sup>21</sup> By the 1850s, most new cemeteries were established as general cemeteries. The 13 cemeteries include seven cemeteries classed for general use. The 1826 St Albans Cemetery (now known as the St Albans Old General Cemetery) is an example of a single denominational cemetery being converted into a general cemetery in the late 1860s. Other general cemeteries include Wilberforce Cemetery, Richmond Lawn Cemetery, Pitt Town General Cemetery, Lower Portland Cemetery and St Albans New General Cemetery. The General Cemetery on the MacDonald River was technically open to all denominations, but only includes Church of England burials.

Certain cemeteries also highlight the diversity of the Hawkesbury community over time. Sackville Reach Cemetery contains the graves of Aboriginal people, some of whom were associated with the nearby Sackville Reach Aboriginal Mission Station. It is unique and highly significant in comparison to all other cemeteries analysed here in this respect. St Matthew's Anglican Cemetery in Windsor (SHR Listing No. 00015) is also notable for having the burials of several Chinese migrants, including Tim Bow, a farmer from Pitt Town Bottoms who died 1929.<sup>22</sup> This is not one of the 13 HCC cemeteries, but highlights the increasing diversity of the Hawkesbury River community in the twentieth century.

#### 4.4 Endnotes

- 1 NSW Heritage Office 2001, 'Assessing Heritage Significance', a NSW Heritage Manual Update, Sydney.
- 2 Office of Environment and Heritage, 'St. Matthew's Anglican Church, Rectory, Stables & Cemetery', State Heritage Register, Listing No. 00015, viewed 19 June 2019 <<https://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5045677>>.
- 3 Murray, L 2016, *Sydney Cemeteries: A Field Guide*, New South, Sydney, pp 294–297; Nichols, M, Hawkesbury Cemeteries, prepared for Hawkesbury City Council, February, 2010; Office of Environment and Heritage, 'St. Matthew's Anglican Church, Rectory, Stables & Cemetery', State Heritage Register, Listing No. 00015, viewed 19 June 2019 <<https://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5045677>>.
- 4 Office of Environment and Heritage, 'St Peter's Anglican Church Hall and Cemetery', State Heritage Inventory, viewed 25 June 2019 <<https://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=1741506>>.
- 5 Murray, L 2016, *Sydney Cemeteries: A Field Guide*, New South, Sydney, p 304.
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- 7 Office of Environment and Heritage, 'Ebenezer Church (Uniting), Old School, Cemetery and Tree', State Heritage Register, Listing No. 00138, viewed 19 June 2019 <<https://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5045171>>.
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- <sup>9</sup> Murray, L 2016, *Sydney Cemeteries: A Field Guide*, New South, Sydney, pp 316–318; Office of Environment and Heritage, 'St James Anglican Cemetery', State Heritage Inventory, viewed 19 June 2019 <<https://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?id=1740024>>.
- <sup>10</sup> Office of Environment and Heritage, 'Ruins of Our Lady of Loretto Chapel and Cemetery', State Heritage Inventory, viewed 19 June 2019 <<https://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=1741221>>.
- <sup>11</sup> Godden Mackay, MacDonal River Valley, Colo River Valley: Cemeteries Study. Final Report, report prepared for Hawkesbury City Council, 1991, p 18; Office of Environment and Heritage, 'Ruins of Our Lady of Loretto Chapel and Cemetery', State Heritage Inventory, viewed 19 June 2019 <<https://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=1741221>>.
- <sup>12</sup> Office of Environment and Heritage, 'St Joseph's Cemetery', State Heritage Inventory, viewed 19 June 2019 <<https://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=1741220>>.
- <sup>13</sup> Office of Environment and Heritage, 'St Joseph's Cemetery', State Heritage Inventory, viewed 19 June 2019 <<https://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=1741220>>.
- <sup>14</sup> Godden Mackay, MacDonal River Valley, Colo River Valley: Cemeteries Study. Final Report, report prepared for Hawkesbury City Council, 1991, p 18; Office of Environment and Heritage, St Joseph's Cemetery, State Heritage Inventory, viewed 19 June 2019 <<https://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=1741220>>; Fitzsimons, D 2014, 'Discover a Hidden Gem at St Albans in the MacDonal Valley on Sydney's Doorstep', *Escape*, viewed 19 June 2019 <<https://www.escape.com.au/destinations/australia/nsw-act/discover-a-hidden-gem-at-st-albans-in-the-macdonald-valley-on-sydneys-doorstep/news-story/22bc882e69316c058473703a83464b21>>.
- <sup>15</sup> Auld, J and Nichols, M, St Phillip's Cemetery—North Richmond, Hawkesbury on the Net: Cemetery Register, January 2005, viewed 25 June 2019 <[http://www.hawkesbury.net.au/cemetery/st\\_phillips/index.html](http://www.hawkesbury.net.au/cemetery/st_phillips/index.html)>; Kurrajong & North Richmond Anglican Church, 'Our History', 2017, viewed 25 June 2019 <<https://knac.org.au/our-history/>>; Office of Environment and Heritage, 'St Phillip's Anglican Church and Cemetery', State Heritage Inventory, viewed 25 June 2019 <<https://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=1743163>>.
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- <sup>17</sup> Auld, J and Nichols, M, St Jude's Cemetery—Central MacDonal, Hawkesbury on the Net: Cemetery Register, August 2005, viewed 25 June 2019 <[http://www.hawkesbury.net.au/cemetery/st\\_judes/index.html](http://www.hawkesbury.net.au/cemetery/st_judes/index.html)>; Godden Mackay, MacDonal River Valley, Colo River Valley: Cemeteries Study. Final Report, report prepared for Hawkesbury City Council, 1991, p 16; Office of Environment and Heritage, 'St Jude's Cemetery', State Heritage Inventory, viewed 25 June 2019 <<https://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=1741820>>.
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- <sup>19</sup> Godden Mackay, MacDonal River Valley, Colo River Valley: Cemeteries Study. Final Report, report prepared for Hawkesbury City Council, 1991, p 13; Office of Environment and Heritage, Fernance Property Graves, State Heritage Inventory, viewed 19 June 2019 <<https://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=1741227>>.
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- <sup>21</sup> Murray, L 2001, *Cemeteries in the Nineteenth-Century New South Wales: Landscapes of Memory and Identity*, Doctorate of Philosophy Thesis, University of Sydney, NSW, pp 78–81.
- <sup>22</sup> Murray, L 2016, *Sydney Cemeteries: A Field Guide*, New South, Sydney, pp 294–297; Nichols, M, Hawkesbury Cemeteries, prepared for Hawkesbury City Council, February, 2010; Office of Environment and Heritage, 'St. Matthew's Anglican Church, Rectory, Stables & Cemetery', State Heritage Register, Listing No. 00015, viewed 19 June 2019 <<https://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5045677>>.



## 5.0 Opportunities and Constraints

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### 5.1 Introduction

Conservation policies for the HCC cemeteries and recommendations for their implementation are developed from an understanding of:

- the heritage significance of the places and the contribution that their key components make to that significance;
- the physical condition and integrity of each cemetery and its elements;
- HCC's requirements;
- statutory obligations and non-statutory considerations; and
- ongoing uses that are compatible with and will preserve and enhance the heritage values of the places.

The opportunities and constraints associated with the above considerations are discussed in the following sections.

Statutory authorities recognise that certain activities are necessary for the ongoing maintenance, use and viability of cemeteries. Exemptions exist to allow for necessary activities and works that do not adversely impact on a cemetery's cultural heritage values. Works that do not require a permit (but may require approved exemption) can include:

- continued practice of interments and monument placement;
- professional tree and garden maintenance;
- introduction of seating where shallow footings are required; and
- maintenance of existing roads and pedestrian paths.

Where a cemetery is listed in an LEP, the SHI or SHR that listing also includes what is below the cemetery ground, including burials, gravesites and evidence of anything that may have been on the site before its use as a cemetery. Because excavation may impact on the significance of place, Heritage Council approval can be required to ensure that conservation of the historic cultural heritage is preserved where necessary. The relevant heritage requirements are discussed in Section 5.4 below.

### 5.2 Constraints and Opportunities Arising from Significance

For cemeteries within the study area that are heritage listed at a state or local level, there is an obligation on current and future owners and managers to conserve their significance for the benefit of the people of the Hawkesbury LGA and NSW. As part of this SCMP, each of the cemeteries has been reassessed to determine the currency of its existing heritage listing and significance.

The assessment of each cemetery (or re-assessment for those previously listed) has resulted in recommendation for State or local LEP listing consideration or revision of most existing LEP listings. Table 5.1 below identifies all existing heritage listings and provides updated listing considerations for

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each. Of the 13 cemeteries in the study area, Richmond Lawn Cemetery is the only one that is not considered to meet the threshold for local significance.

Table 5.1 also identifies cemeteries that may be added to the Hawkesbury Cemetery Register, available at Hawkesbury of the Net (HOTN) <<http://www.hawkesbury.net.au/cemetery/index.html>>. HOTN is a valuable online directory of information for the Hawkesbury region voluntarily created and maintained by Johnathan Auld and Michelle Nichols. It provides a significant repository of transcribed information and associated resources for local cemeteries, church registers, war memorials and monuments as well as lists relating to the Hawkesbury. Additional data resulting from this SCMP is now available to update some of the existing HOTN Cemetery Register listings.

The significance assessment in this SCMP emphasises the importance of planning for each cemetery's conservation, interpretation and management. This significance also presents opportunities for recognition, interpretation and education. Consequently, each cemetery's ongoing management requires:

- respect for its historical associations and aesthetic values;
- maintenance of the key historic characteristics of the cemetery;
- respect for the cemetery as a part of the significant cultural landscape of the Hawkesbury LGA;
- conservation (including maintenance) and management of all physical evidence of significance;
- conservation and enhancement of the character of the cemetery's setting;
- physical protection of significant historical archaeological relics;
- interpretation which enhances visitor understanding and appreciation of the cemetery's history, fabric and setting; and
- consideration of the significance of the cemetery in the context of the region and NSW.

**Table 5.1** Active and Recommended Cemetery Heritage Listing Revisions.

Cemetery Name	Heritage Listing(s)	Future Listing	Dates of Use
Richmond Presbyterian Cemetery	Hawkesbury LEP 2012, Item I22	Add to LEP	1860s to present
Richmond Lawn Cemetery	Not currently listed	Does not meet local threshold Add to HOTN <sup>1</sup>	1893 to present
South Windsor Presbyterian Cemetery	Hawkesbury LEP 2012, I155	Expand LEP listing to include all of cemetery	1830s to present
Windsor Catholic Cemetery	Hawkesbury LEP 2012, I259	Revise LEP listing	1825–1970
McGraths Hill Methodist Cemetery	Hawkesbury LEP 2012, Item I312	Revise LEP listing	c1839–present
Wilberforce Cemetery	SHR No. 01837 Hawkesbury LEP 2012, I01837	Revise LEP and SHR listings	1811–1986 (some new interments allowed)
Pitt Town General Cemetery	Hawkesbury LEP 2012, Item I301	Revise LEP listing	1895 to present

Cemetery Name	Heritage Listing(s)	Future Listing	Dates of Use
Sackville Reach Cemetery (St Thomas Anglican)	Hawkesbury LEP 2012, Item I376 RNE, Place ID 3220	Consider SHR nomination Revise LEP listing	1827–1987
Lower Portland Cemetery	Not currently listed	Add to LEP	1899 to present
Half Moon Farm Cemetery	Not currently listed	Add to LEP	1830–2000
General Cemetery on the MacDonald River	Hawkesbury LEP 2012, I430	Revise LEP listing	1866–1922
St Albans Old General Cemetery, Settlers Cemetery	Hawkesbury LEP 2012, I439 RNE, Place ID 3218	Revise LEP listing Consider SHR Nomination Add to HOTN	1826–1924
St Albans New General Cemetery	Hawkesbury LEP 2012, Item 434	Revise LEP listing Add to HOTN	1869 to present

### 5.2.1 Guiding Principles

In Australia, the adopted best practice standard for the conservation of significant places is the Burra Charter, which promotes the application of internationally accepted standards for conservation, adapted to suit the Australian cultural environment. This SCMP has been prepared in accordance with these principles. Articles of the Burra Charter relevant to significant cemeteries are outlined below.

#### Article 2—Conservation and Management

- *The aim of conservation is to retain the cultural significance of a place (Article 2.2).*
- *Places of cultural significance should be safeguarded and not put at risk or left in a vulnerable state (Article 2.4).*

This means that the history and cultural significance of a cemetery needs to be fully understood before any conservation works take place. As the responsible authority for this cemetery group, HCC should ensure that adequate conservation and maintenance is provided, particularly where a cemetery is ‘in a vulnerable state’ due to overuse, erosion or neglect.

#### Article 3—Cautious Approach

- *Conservation is based on respect for the existing fabric, form, use, associations and meanings. It requires a cautious approach of changing as much as necessary and as little as possible (Article 3.1).*

Care should be taken when undertaking conservation works in each cemetery. As a general rule, a ‘light touch’ is required to ensure that significant fabric is appropriately maintained, repaired and conserved.

Remnants of alterations and earlier treatments are evidence of a cemetery’s history that may also be part of its significance. Conservation works should assist in the interpretation of this history.

#### 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 (Article 4.1).*
- *Traditional techniques and materials are preferred for the conservation of significant fabric. In some circumstances modern techniques and materials which offer substantial conservation benefits may be appropriate (Article 4.2).*

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Typical skills and disciplines that may be required to manage and conserve a cemetery of local or state significance will include heritage advice, monumental masonry, stone masonry, landscaping, metal fabrication, carpentry, surveying, structural engineering, arborists, landscape specialists, building and project management. Specialist conservators may be required to treat materials of special significance. In addition, local community members and relatives of the interred will often have important historical information and knowledge that is valuable in the management of local cemeteries.

There are many important cyclical maintenance activities that can be undertaken by unskilled labour including by volunteers. These include rubbish collection and some horticultural activities (eg weeding, lawn maintenance when headstones are protected, some fence repairs etc).

### 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 (Article 5.1).*
- *Relative degrees of cultural significance may lead to different conservation actions at a place (Article 5.2).*

In general, the higher the significance of a place, a landscape or an individual grave, the higher the level of conservation required. However, it must be noted that the values placed on particular components may change with time and a cautious approach is needed. It is necessary for Council to understand the requirements of various site components to assist in the setting of priorities for maintenance and restoration works.

### 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 (Article 6.1).*

This SCMP has been prepared in accordance with the above principle. The NSW Heritage System has also adopted this process for conservation of significant places.

### Article 7—Use

- *Where the use of a place is of cultural significance it should be retained (Article 7.1).*

Whether a cemetery is still operational or closed to burials, its use as a place of remembrance and memorialisation of the dead should be retained wherever possible. In the past, the conversion of many cemeteries to 'pioneer parks' and 'rest parks' has resulted in major loss of significance through destruction of fabric, alteration of character and loss of setting and context. All the cemeteries within the assemblage should be retained as cemeteries. While public access to all of the cemeteries should be maintained, none should be converted to more active recreational use.

### Article 8—Setting

- *Conservation requires the retention of an appropriate visual setting and other relationships that contribute to the cultural significance of the place. New construction, demolition, intrusions, or other changes that would adversely affect the setting or relationship are not appropriate (Article 8).*

This means that care must be taken in the development and management of the surroundings of the cemetery. For instance, a cemetery is a sacred place for quiet contemplation and remembrance. It would be inappropriate to have unsympathetic adjoining development, or to incorporate unsympathetic uses onto the site that detract from any heritage values or the existing cemetery context and visual setting.

### Article 9—Location

- *The physical location of a place is part of its cultural significance. A building, work or other element of a place should remain in its historical location. Relocation is generally unacceptable unless this is the sole practical means of ensuring its survival (Article 9.1).*
- *Some buildings, works or other elements of places were designed to be readily removable or already have a history of relocation. Provided such buildings, works or other elements do not have significant links with their present location, removal may be appropriate (Article 9.2).*
- *If any building, work or other element is moved, it should be moved to an appropriate location and given an appropriate use. Such action should not be to the detriment of any place of cultural significance (Article 9.31).*

All fabric within the cemeteries should be retained in situ, unless identified as intrusive, of little significance or if moving it is the sole means of ensuring its survival.

### Article 16—Maintenance

- *Maintenance is fundamental to conservation. Maintenance should be undertaken where fabric is of cultural significance and its maintenance is necessary to retain that cultural significance (Article 16).*

All features of the cemeteries should be considered. Fabric from all periods should be recognised as contributing to the significance of each cemetery.

### Article 22—New Work

- *New work such as additions to the place may be acceptable where it does not distort or obscure the cultural significance of the place, or detract from its interpretation and appreciation (Article 22.1).*
- *New work should be readily identifiable as such (Article 22.2).*

This means that new development, such as a new fence, columbarium or other necessary element if permissible under the SCMP or site-specific CMP and other controls, should be sympathetic to the character of the cemetery. Ongoing use of cemeteries for burials and internments is also acceptable providing this continuity of use is sensitive to the cultural values of the place.

Identification of new work may be obvious by virtue of its architectural design or discreetly marked in some way—for example, a date marked unobtrusively on new fabric or repair work.

### Article 24—Retaining Associations and Meanings

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

Cemeteries are places of burial and memorialisation of the dead. Their management should respect the views of descendants of those buried and seek to include them in decision making about management and interpretation. This can be facilitated by establishment of an Advisory Management Committee under the *Local Government Act*, a ‘friends’ group and consultation with relevant community organisations such as churches, historical societies and genealogical groups.

### Article 27—Managing Change

- *The impact of proposed changes on the cultural significance of a place should be analysed with reference to the statement of significance and the CMP policies for managing the place (Article 27.1).*

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- *Existing fabric, use, associations and meanings should be adequately recorded before any changes are made to the place (Article 27.2).*

This means that development proposals need to be informed by the statement of significance and any relevant conservation policies arising from it so that significance is retained. If necessary, proposals should be modified to sustain heritage values. Where work is proposed, such as the design of a new fence, set of gates or a memorial pavilion, it would need to be sympathetic to the heritage values of the cemetery.

In the past, much valuable evidence has been destroyed in cemeteries because changes have not been recorded sufficiently. In future changes should be carefully considered and recorded.

### Article 32—Records

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

For burials prior to the civil registration of births, deaths and marriages in 1856, the information on a headstone may be the only surviving record of an individual. Consequently, it is essential that transcribed information should be accurate and should be kept in a secure place. Original documents such as burial records are irreplaceable and should also be kept in a secure place, with copies held at another site and available for research (subject to privacy requirements). Copies of original records relating to all HCC cemeteries should be held by the HCC Local Studies Collection at minimum, and if possible by the Hawkesbury Family History Group, the Hawkesbury Historical Society, the Dharug and Lower Hawkesbury Historical Society, the Mitchell Library and the Society of Australian Genealogists.

## 5.3 Constraints and Opportunities Arising from Condition and Integrity

Guidance regarding some of the following sections can also found in Appendix E: the National Trust Guidelines for Cemetery Conservation which can also be viewed and downloaded on the National Trust (NSW) website:

<[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)>.

### 5.3.1 General

The built and landscape fabric of some of the HCC cemeteries are in poor condition as a result of a range of factors including natural weathering processes, vandalism, past neglect, grazing and/or wild animal activity and deferred maintenance. The cost of repairing damage needs to be fully factored into ongoing management. The conservation and interpretation of the cemeteries will require the assessment of priorities for works based on significance, public safety, interpretive potential, and the availability of funding.

The individual Cemetery Handbooks in Volume 2 of this SCMP identify management recommendations, opportunities and initiatives for the 13 HCC cemeteries in this study, having consideration for the present condition of each. The top priority actions are identified in the priority action plan in Section 7 of this volume.

### Potential Unmarked Burials

Ground-penetrating radar (GPR) is a non-destructive technology commonly used to detect unmarked graves and other buried remains to enable more accurate mapping and cemetery layouts. The GPR machine can detect objects and soil disturbances such as excavation for a burial up to three metres

below ground. These types of studies have some success in identifying various features associated with burials including:

- coffins, caskets (wood, metal, lead lined) and underground vaults;
- disturbed or excavated subsurface treatment; and
- movements and/or voids caused by ground movement or coffin collapse.

These types of ground surveys have varying results. Older burials (greater than 50 years) produce less distinct anomalies as the remains break down and so detection can be more difficult. The matrix of the area also affects the accuracy of results with burials in sandy soils being easier to locate than those in clays and iron rich deposits.

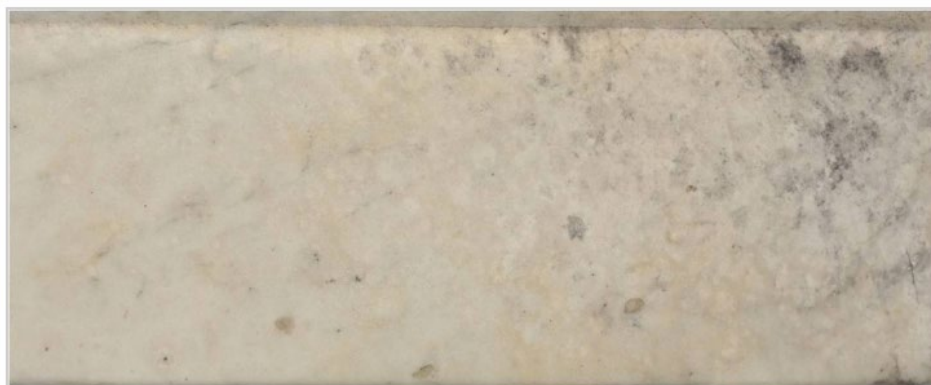
Two GPR studies were undertaken as part of a roadworks development project on the boundaries of the Windsor Catholic Cemetery by AHMS in 2006. The studies identified a number of anomalies that were interpreted as possible unmarked graves. These irregularities were subsequently investigated during the archaeological testing program. Although the survey was able to accurately indicate the original landscape surface below fill in one area, a significant degree of variation was found between the two types of testing in relation to the precise location of graves.<sup>2</sup> The accuracy rate for the survey results was between 64% and 76%. The report indicated the potential issues in relying on GPR results, though it also noted the shortcoming of the study as an accurate test for GPR accuracy due to use of the interpreted rather than raw GPR data. Other studies in other cemeteries have produced varying results when using GPR.<sup>3</sup> In short, the technique is one means of predictive analysis for the location of unmarked graves and associated elements.

### **Recording Damaged or Worn Inscriptions Data**

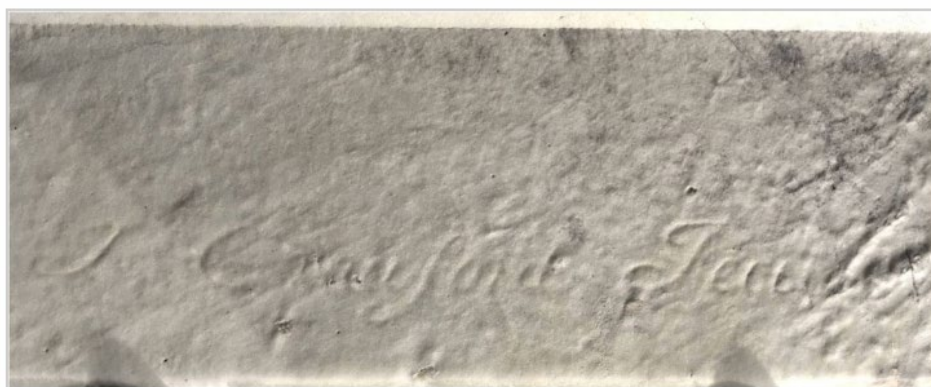
Polynomial texture mapping (PTM), also known as reflectance transformation imaging (RTI), and photogrammetry are some of the current methods used to record timeworn engravings on stonework including historic headstone inscriptions. PTM/RTI is increasingly used in forensic science to image footprints, tyre marks and indented writing. These are relatively affordable, non-invasive ways to record engravings that have already significantly deteriorated. These techniques do not necessarily involve specialist equipment and operators, though the methodologies need some technical ability. PTM has been used with success to record fading inscriptions and engravings at Sydney's North Head Quarantine Station.<sup>4</sup>

RTI is a computational photographic method that captures a subject's surface shape and colour and enables the interactive re-lighting of the subject from any direction. This technique can reveal surface information that is unavailable to the naked eye (Figure 5.1). RTI involves a two-step process, first taking multiple digital images of an object from a fixed location using a camera flash set at different angles, and then processing those images through RTI software, most of which is open source and freely available. The software measures the light reflecting off the surface of the stone to 'map' in detail the irregularities in the surface. Various studies suggest that this is a relatively low-cost recording method requiring portable, accessible equipment such as SLR/digital cameras that do not require specialist experience.<sup>5</sup>

HCC could consider the application of these types of techniques to record some of the more significant worn headstones and engravings within its cemeteries. Consideration might be given to source funding for training workshops run by specialists for volunteers and interested Council staff and/or cemetery support group members to learn these techniques and enable recording within HCC cemeteries on an ongoing basis.



Binney Monument artist's signature with light source straight on



RTI image: Binney Monument with raking light showing Thomas Crawford's signature

**Figure 5.1** Images showing the variance between a raw camera image and an RTI enhanced image of a cemetery monument signature in Massachusetts, USA. (Source: <<https://mountauburn.org/reflectance-transformation-imaging-rti-and-photogrammetry-at-mount-auburn/>>)

### 5.3.2 Access

Regular open days, tours and working bees can assist in generating interest in cemeteries and may also result in establishment of interest groups, sign-up of volunteers and new information being provided by descendants and associated families. Open access to all the cemeteries should be maintained.

### 5.3.3 Security and Waste

Security lighting and fencing are usually only required at the entrance and around significant elements or problem areas in a cemetery. Where cemeteries are located in areas where vandalism is an issue, whether in an urban, semi-urban or isolated location, gates that lock after dark and sensor security lighting may assist. If required, the installation of these services needs consideration to ensure that they do not impact on existing heritage elements, views or potential archaeological resources. Spot inspections by HCC staff and local police can also be effective vandalism deterrents.

Illegal dumping can also be an issue, particularly in semi-rural cemeteries or those closely surrounded by housing such as Pitt Town General Cemetery. Removal of burial waste material such as that accumulated at the McGraths Hill Methodist and Lower Portland Cemeteries should also be undertaken regularly to ensure visitor safety and to discourage illegal dumping.

### 5.3.4 Vegetation and Animal Management

Many cemeteries form important cultural landscapes or contain significant vegetation, whether indigenous or introduced. Some early cemeteries can also contain plant varieties that do not exist



elsewhere. As a result, cemeteries can be a valuable resource as a botanical collection or source of rare native or introduced plant specimens.

The identification and classification of relevant vegetation requires specialist horticultural input and may also benefit from the advice of landscape experts within the NSW Office of Environment & Heritage.

In some cemeteries, the conservation of native grasses has protected monuments and has served to discourage inappropriate behaviours, eg at St Stephens Cemetery, Camperdown, and Mays Hill Cemetery, Parramatta. In these cemeteries, native grasses have provided a protective cover for gravestones and associated elements. Significant graves have been kept clear of grass and selective mowing has assisted in maintenance.

Weeds and pests are also likely to be issues within the cemeteries. Control programs for invasive plants and grasses require careful consideration to ensure that invasive species do not spread to surrounding areas. The careful removal of weeds and pests, whether by hand or low-toxic herbicides, is preferable to ensure that cemetery structural elements are not damaged by their growth or removal.

Animal pests and grazing animals can also cause serious damage in cemeteries through burrowing, nesting, rubbing up against headstones and vegetation destruction. The value of a cemetery can be significantly affected by unmanaged animal activity. HCC may need to contact relevant animal control agencies such as NSW National Parks and Wildlife Services to assist with these issues where they are affecting the cemetery environment and require legislated animal control programs.

### **5.3.5 Visitor Amenities, Signage and Interpretation**

In general, there is no need to introduce comprehensive visitor facilities at the HCC cemeteries. However, all cemeteries could benefit from the introduction of carefully located bench seating to enhance passive visitation.

HCC might consider designing and positioning upgraded cemetery signage that provides information for visitors. Signage identifying the cemeteries might be made more consistent across the group. In some of the cemeteries, including the General Cemetery on the MacDonal River, signage requires repair; in others it is absent altogether, as at Richmond Presbyterian Cemetery. Visitors to Wilberforce, South Windsor Presbyterian and Richmond Lawn Cemeteries may benefit from an internal map to assist in the identification of burials and row numbers as these are unclear in some areas of each of these places.

In addition, information about the cemeteries should be available on the HCC website. Wilberforce Cemetery, Sackville Reach and St Albans Old General Cemetery warrant the installation of interpretive signage outlining the history and importance of these sites. Others, including South Windsor Presbyterian and Windsor Catholic Cemeteries, would also benefit from interpretive signage to encourage sympathetic visitation.

### **5.3.6 Archaeology**

#### **Constraints**

Generally, the condition of archaeological relics cannot be assessed in detail until their exposure or investigation. The nature of cemeteries as heritage items is that they include a collection of related elements, the majority of which should not be subject to unnecessary disturbance. This particularly refers to the disturbance of skeletal remains. Existing burials should remain in situ, and excavation for new burials should be planned in areas that have no previously recorded burials and cease if evidence of grave furniture or cuts are encountered.

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Any major ground disturbance within the perimeter of each cemetery and its curtilage should be preceded by archaeological investigations that would be undertaken under the provisions of the Heritage Act and archaeological best practice.

In situations where archaeological investigations result in the discovery of artefacts or other significant relics, clearly defined plans and policies are required to guide the future conservation and management of any relics, especially where this may involve open display.

The potential archaeological resource at each cemetery also provides opportunities for interpretation and has the ability to tell related stories to the local community and general public. The results of any investigations have the potential to yield tangible evidence that may provide additional information about the history of the cemetery and people that are associated with it.

## 5.4 Statutory Requirements

### 5.4.1 Heritage Act 1977 (NSW)

Heritage items and places such as cemeteries that are of particular importance to the people of New South Wales are listed on the NSW State Heritage Register (SHR), which was created in April 1999 by amendments to the Heritage Act, 1977.

Wilberforce Cemetery is listed on the SHR (No. 01837) and is subject to the following statutory protection which will apply when making changes at the site. This SCMP has also found that Sackville Reach Cemetery and St Albans Old General Cemetery have significance at state level and therefore it is recommended that these be nominated. If listed on the SHR, the following statutory protections will apply when making changes at these cemeteries:

- Under Section 57(1) of the Heritage Act, the approval of the Heritage Council of NSW is required for any proposed development within sites listed on the SHR, including subdivision, works to the grounds or structures or disturbance of archaeological 'relics'. Unless an item constitutes a danger to its occupants or the public, demolition of a listed item is prohibited.
- To gain approval for works to alter, damage, demolish, move or carry out development on land on which a listed cemetery is located, an application must be made to the Heritage Council (Section 60 application). Section 60 application forms are available online from the Heritage Division of the New South Wales Office of Environment and Heritage. These generally need to be accompanied by a Conservation Management Plan (CMP), particularly for large and/or complex sites and/or where significant new works are proposed. A CMP has already been prepared for the Wilberforce Cemetery.<sup>6</sup> A Heritage Impact Statement (HIS) is also usually required, setting out the impacts of the proposed development on the significance of the place and consistency of the proposal with the CMP or other relevant documents.

#### *Exemptions*

Section 57(2) of the Heritage Act provides for a number of exemptions to Section 57(1) approval requirements. Exempt development does not require prior Heritage Council approval. There are two types of exemptions: standard and site specific.

Standard exemptions apply to all items on the SHR and generally include minor and non-intrusive works but are in some instances subject to qualifications. An exemption may be appropriate where it can be demonstrated that the ground disturbance will have only a minor impact on archaeological relics. Typical exempted works include maintenance (to buildings and gardens), minor repairs and repainting using

approved colours. The standard exemptions for works requiring Heritage Council approval are attached at Appendix D.

Site specific exemptions apply only to items on the SHR and are gazetted and included on the SHR listing, or identified in a CMP for the item endorsed by the Heritage Council. Exemptions do not apply to the disturbance, destruction, removal or exposure of archaeological 'relics'. Site specific exemptions have been granted for Wilberforce Cemetery and are included in the heritage listing in Appendix A and the Wilberforce Cemetery Handbook in Volume 2.

#### *Minimum Standards of Maintenance and Repair*

Section 118 of the Heritage Act provides for the regulation of minimum standards for the maintenance and repair of items on the SHR such as Wilberforce Cemetery. These standards were regulated in 1999 and apply to all SHR items.

In accordance with the above, an inspection to ensure SHR listed sites are being managed in accordance with the minimum standards must be conducted at least once every year by HCC (or at least once every three years for essential maintenance and repair standards). Failure to meet the minimum standards may result in an order from the Heritage Council to do or refrain from doing any works necessary to ensure the standards are met. Failure to comply with an order can result in the resumption of land, a prohibition on development, or fines and imprisonment.

#### *Heritage Act—Archaeological Provisions*

The Heritage Act also contains provisions for archaeological relics, Interim Heritage Orders, Orders to Stop Work, and State Agency Section 170 Heritage and Conservation Registers that may apply to the cemeteries whether or not they are on the SHR.

An archaeological relic is defined under the Heritage Act as 'any deposit, object or material evidence which relates to the settlement of the area that comprises New South Wales, not being Aboriginal settlement, and is of State or local heritage significance'. Under Section 139 a person must not disturb or excavate any land knowing or having reasonable cause to suspect that the disturbance or excavation will or is likely to result in a relic being discovered, exposed, moved, damaged or destroyed unless carried out in accordance with an excavation permit. Should a relic be discovered or located, regardless of whether an excavation permit has been issued, the Heritage Council must be informed.

#### *Exceptions*

Under Section 139 (4) the Heritage Council may permit an exception to the requirement of an excavation permit, subject to conditions.

#### *Skeletal Remains: Guidelines for the Management of Human Skeletal Remains, 1988*

In NSW, the Heritage Act and the Guidelines for the Management of Human Skeletal Remains Under the Heritage Act 1977 apply to historic burials. Although the Guidelines do not reflect current statutory legislation, they continue to provide valuable advice and appropriate procedures and requirements to manage the disturbance of human remains and burial sites.

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

All Aboriginal objects and places receive statutory protection under the *National Parks and Wildlife Act 1974* (NSW) (NPW Act), including burials and human remains. Aboriginal objects are defined as:

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*... physical evidence of the use of an area by Aboriginal people. They can also be referred to as 'Aboriginal sites', 'relics' or 'cultural material'.<sup>7</sup>*

If Aboriginal objects are found within any of the cemeteries, the OEH must be informed in line with the requirements of Section 89(A) of the NPW Act. HCC must seek approval prior to the disturbance of sites with the potential to contain Aboriginal objects and cultural material. Offences relating to the harm to, or desecration of, an Aboriginal object or declared Aboriginal place were introduced with the NPW Amendment (Aboriginal Objects and Places) Regulation 2010 on 1 October 2010. The definition of 'harm' includes destroying, defacing, damaging or moving an Aboriginal object or declared Aboriginal Place.

### 5.4.3 Environmental Planning and Assessment Act 1979

#### Hawkesbury Local Environmental Plan 2012

As identified in Section 1.2 of this report, the Hawkesbury LEP 2012 lists nine of the 13 cemeteries in this study as items of local heritage significance (Wilberforce Cemetery is an item of state heritage significance). Although the provisions of the LEP are primarily geared towards built heritage items, it also includes the following requirements which are relevant to archaeological heritage.

#### *Heritage Conservation*

##### **(1) Objectives**

*The objectives of this clause are as follows:*

...

- b) *to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,*
- c) *to conserve archaeological sites...*

##### **(2) Requirement for consent**

*Development consent is required for any of the following:*

- a) *demolishing or moving any of the following or altering the exterior of any of the following (including, in the case of a building, making changes to its detail, fabric, finish or appearance):*
  - i. *a heritage item,*
  - ii. *an Aboriginal object,*
  - iii. *a building, work, relic or tree within a heritage conservation area*
- b) *altering a heritage item that is a building by making structural changes to its interior or by making changes to anything inside the item that is specified in Schedule 5 in relation to the item,*
- c) *disturbing or excavating an archaeological site while knowing, or having reasonable cause to suspect, that the disturbance or excavation will or is likely to result in a relic being discovered, exposed, moved, damaged or destroyed,*
- d) *disturbing or excavating an Aboriginal place of heritage significance.*

...

##### **(6) Heritage conservation management plans**

The consent authority may require, after considering the heritage significance of a heritage item and the extent of change proposed to it, the submission of a heritage conservation management plan before granting consent under this clause.

**(7) Archaeological sites**

The consent authority must, before granting consent under this clause to the carrying out of development on an archaeological site (other than land listed on the State Heritage Register or to which an interim heritage order under the Heritage Act 1977 applies):

- a) notify the Heritage Council on its intention to grant consent, and
- b) take into consideration any response received from the Heritage Council within 28 days after the notice is sent.

**(8) Aboriginal places of heritage significance**

The consent authority must, before granting consent under this clause to the carrying out of development in an Aboriginal place of heritage significance:

- a) consider the effect of the proposed development on the heritage significance of the place and any Aboriginal object known or reasonably likely to be located at the place by means of an adequate investigation and assessment (which may involve consideration of a heritage impact statement), and
- b) notify the local Aboriginal communities, in writing or in such other manner as may be appropriate, about the application and take into consideration any response received within 28 days after the notice is sent.

#### **5.4.4 Coroners Act 2009**

Chapter 9 of the *Coroners Act 2009* (NSW) provides for the disposal of human remains but applies only to deaths that have occurred in the last 100 years. Any future burials within HCC cemeteries would come under the regulations in this Act.

#### **5.4.5 Public Health Act 2010 and Public Health Regulation 2012**

Relating to protection of Public Health interests, this regulation established under Section 134 of the *Public Health Act 2010* (NSW) applies to the proper disposal of dead bodies and the management of cemeteries. Provisions under this Act relating to the establishment and maintenance of a burials register and inspections of any part of a cemetery by an environmental health officer apply to each of the cemeteries in HCC care. Under this Act bodies are not to be exhumed from graves unless under the direct order of a coroner of following approval from the Director-General.

Part 8 Disposal of Bodies in the *Public Health Regulation 2012* includes Division 4 Clauses 69 to 72 specific provisions and approvals concerning exhumation processes that apply where exhumation may be required within HCC cemeteries.

#### **5.4.6 Work Health and Safety Act 2011**

Provisions in this Act enable WorkCover NSW to enforce safe and healthy work practices to protect personnel involved the exhumation procedure. As long as general health and safety precautions are being practised, any necessary human remains exhumation may proceed. Information regarding safe work practices is available via SafeWork NSW at <https://www.safework.nsw.gov.au/>.

## 5.5 Compatible Uses

The preferred use of the places that have remaining space is as a cemetery, to be respected and retained as an item of environmental heritage. Any future planning within and in the vicinity of each cemetery requires careful consideration in relation to their setting, conservation and management requirements.

## 5.6 Endnotes

- <sup>1</sup> Hawkesbury on the Net <<http://www.hawkesbury.net.au/cemetery/index.html>>.
- <sup>2</sup> AHMS, *Windsor Roman Catholic Cemetery: Historical Archaeological Test Excavation Report*, for NSW Roads & Traffic Authority, June 2006, p 72.
- <sup>3</sup> Similar testing was undertaken at St Patrick's Cemetery, Parramatta, in 1996 where results were reasonable. Additional examples of geophysical survey results in detecting unmarked graves in Australia can be viewed at: <<https://www.environment.nsw.gov.au/-/media/OEH/Corporate-Site/Documents/Aboriginal-cultural-heritage/lost-but-not-forgotten.pdf>>.
- <sup>4</sup> Pers comm, Greg Jackson, Archaeologist, responsible for producing PTM of rock inscriptions for Sydney University; also see Jackson G, and Forbes, P, nd., *Practical aspects of using Polynomial Textural Mapping for the study of Archaeological Artefacts: Part 1*, <[https://www.academia.edu/6076524/Using\\_PTM\\_to\\_Study\\_Artefacts\\_Part\\_1](https://www.academia.edu/6076524/Using_PTM_to_Study_Artefacts_Part_1)>.
- <sup>5</sup> Examples of other companies and studies that have successfully applied RTI and photogrammetry include <<https://mountauburn.org/reflectance-transformation-imaging-rti-and-photogrammetry-at-mount-auburn/>>; <[http://culturalheritageimaging.org/What\\_We\\_Do/Projects/](http://culturalheritageimaging.org/What_We_Do/Projects/)>.
- <sup>6</sup> Hubert Architects & Ian Jack Heritage Consulting Pty Ltd 2008, *Wilberforce Cemetery Conservation Management Plan, Final Report*.
- <sup>7</sup> Office of Environment and Heritage 2012, *Regulation of Aboriginal Cultural Heritage*, viewed 20 September 2012 <[environment.nsw.gov.au/licences/achregulation.htm](http://environment.nsw.gov.au/licences/achregulation.htm)>.



## 6.0 Conservation Policies and Management

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### 6.1 Introduction

Conservation policies for HCC's cemeteries should be consistent with the principles and guidelines in the Burra Charter, statutory requirements under the NSW Heritage Act and any other relevant planning controls. The environmental context and setting of each of the 13 cemeteries varies considerably, with some located in isolated areas surrounded by farm and/or bushland and others located within growing towns now surrounded by urban development. Most are vulnerable to vandalism and require management clarity. Consequently, the following conservation policies aim to retain and enhance heritage values and provide an approach to future cemetery management and guidance for those undertaking activities in and around each of the cemeteries.

The policies set out in the following section are based on analysis of the constraints and opportunities discussed in Section 5.0 of this SCMP. Their development includes review and extension of policies within existing relevant CMPs including Wilberforce Cemetery (prepared 2008) and the HCC cemeteries included in the Godden Mackay 1991 MacDonal River Valley Colo River Valley Cemeteries Study (St Albans New General Cemetery, St Albans Old General Cemetery and the General Cemetery of the MacDonal River). The policies have been adapted as necessary to take into account changes since then and the management context that lies ahead for each of the cemeteries, one which is of state heritage significance (Wilberforce Cemetery) and at least two others that are considered to be so (Sackville Reach and St Albans Old General Cemetery). The policies also reflect the findings provided in each of the Cemetery Handbooks located in Volume 2 of this report.

Guidance regarding many of the following policies and management options can also be found in the National Trust Guidelines for Cemetery Conservation in Appendix E, which can also be viewed and downloaded on the National Trust (NSW) website:

<[https://www.nationaltrust.org.au/wpcontent/uploads/2015/09/cemetery\\_conservation\\_guide.pdf](https://www.nationaltrust.org.au/wpcontent/uploads/2015/09/cemetery_conservation_guide.pdf)>.

### 6.2 Conservation Policy

#### Policy Objective 1—General Policies

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**Policy 1.1—Manage in accordance with the CMP/Handbook:** Assess all development applications and proposed maintenance work against the policies contained in the CMP and Cemetery Handbooks. Those elements of the place identified as being of high significance should be retained and managed in ways that conserve their heritage significance.

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**Policy 1.2—Minimise adverse impacts caused by change:** The Burra Charter maxim 'Do as much as is necessary, but as little as possible' should be applied to significant built and landscape features and fabric.

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**Policy 1.3—Minimise, monitor and mitigate adverse impacts of change:** Physical intervention to significant features and fabric should be avoided. Where unavoidable, it should take place in areas of lowest significance, be designed to be as reversible as possible and the subject of heritage advice and standard heritage impact assessment processes.

---

**Policy 1.4—Respect differing phases and layers of development:** The cumulative significance of all phases of the place's history should be respected and conserved in accordance with each phase's relative significance level.

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**Policy 1.5—Use these policies as a basis for management:** Should other historic cemeteries be acquired by HCC, these policies should be applied. A cemetery specific handbook should be developed within 12 months of the acquisition of any new cemetery sites.

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## Policy Objective 2—Conservation Principles

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**Policy 2.1—Manage in accordance with state and local heritage standards and guidelines:** The future conservation and development of the cemeteries should be carried out in accordance with the relevant CMP/Cemetery Handbook, any site specific conservation management plans, and the principles of the Australia ICOMOS Burra Charter 2013 and *Guidelines for Cemetery Conservation* (National Trust of Australia [NSW], second edition, 2009).

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**Policy 2.2—Reference the statements of significance in decision-making:** The statement of heritage significance set out in Section 3 and the individual statements of significance for each cemetery should be accepted as the major basis for future planning and works.

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**Policy 2.3—Use specialist heritage expertise as needed:** Where the heritage significance of specific features and fabric proposed for change is not clearly determined in the appropriate CMP or Cemetery Handbook, the assessment and guidance for appropriate action should be sought from a recognised heritage specialist. Where proposed work would generally be undertaken by specialists (eg stonemasons, conservators, arborists), or requires specific expertise, an appropriate specialist should be engaged to do this work.

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**Policy 2.4—Engage stakeholders in CMP/Cemetery Handbook implementation:** The policies in this document should be endorsed by all parties with responsibility for the management of the place, as a guide to future planning and work.

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**Policy 2.5—Maintain and conserve:** As the Management Authority responsible for the cemeteries, HCC should continue to ensure that adequate conservation management and maintenance are provided, particularly for any cemeteries in a vulnerable state due to past neglect, deferred maintenance or vandalism.

---

**Policy 2.6—Assess heritage impact of development in the vicinity:** New development proposals that impact on the setting or significant features and fabric of the place should be subject to heritage impact assessment by a heritage specialist in accordance with the guidelines published by the Heritage Council of NSW, with the intent of ensuring conformity with the policies of the appropriate CMP or Cemetery Handbooks.

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**Policy 2.7—Maintain relationships between elements:** Existing fabric, cemetery layout, monument placements, boundary fencing, significant plantings, setting and visual links and the relationships between these elements should be retained and conserved.

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**Policy 2.8—Supervise conservation works:** All works to site elements assessed as being of exceptional, high and moderate significance should only be carried out by, or under the supervision of, appropriately experienced heritage conservation specialists using approved specifications and/or methodologies.

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**Policy 2.9—Intrusive elements can be removed:** Features and fabric assessed as intrusive or as having little or no significance may be removed or modified where this has been recommended.

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**Policy 2.10—Analysis precedes works:** All conservation works should be preceded by thorough analysis of the cause(s) of any deterioration of the element to be conserved, and the preparation of appropriate specifications for the conservation works, and all conservation works undertaken should be monitored for their efficacy.

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**Policy 2.11—Preservation and restoration are the preferred conservation processes** to be used for fabric of exceptional and high significance. Worn or damaged significant fabric, unless demonstrably dangerous, should be allowed to remain, and any associated risk reduced by other compatible means. Any new elements introduced to the cemetery should respect the aesthetic and other significance of the place, its features and fabric. Retention and care of significant fabric must be guided by current best practice in materials conservation, using methods appropriate to the particular type of fabric and traditional methods of construction and repair.

---

**Policy 2.12—Recover lost components wherever possible:** Attempts should be made by HCC to recover from the site or elsewhere any significant materials or elements known to have been removed previously, and those elements should be reused in the conservation and/or interpretation of the place. This might include elements such as boundary fences, planting schemes and cemetery layouts where the details of these elements are known.

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**Policy 2.13—Use traditional repair techniques:** Where previous repairs are causing the original materials to deteriorate, they should be replaced using the original material or traditional repair techniques. Consolidants or sealants should not be used on original fabric unless recommended by a specialist and proven to have no negative impact on the original fabric and to be of enduring benefit to it.

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**Policy 2.14—Retain original fabric:** Original pointing and mortar material and its finish detailing should be retained wherever possible. Repairs should be carried out in accordance with the following principles:

- Where masonry repair or replacement work is to be undertaken, mortar trials should be carried out to find the mix that is the closest match in colour, texture, strength and ingredients to those originally used on monuments, to enable their replication.
  - Identify the style in which the pointing was originally finished and replicate this in any future repairs. Be aware that there may be a number of different mortar mixes and pointing styles present throughout the cemeteries which relate to particular phases of the site's development. Care should be taken to accurately replicate these.
  - Repointing, if required, should be carried out to match existing work without widening of existing masonry joints, in a mortar of similar appearance and strength to the original.
  - Areas of previous pointing using inappropriate materials or methods should be removed and reconstructed under specialist supervision where recommended.
- 

## Policy Objective 3—Archaeological Resource

### Rationale

General policies for the appropriate management of historical archaeological values within the HCC cemeteries are provided here. Site specific policies for actions relevant to each cemetery site are provided in the individual handbook prepared for each cemetery and provided in Volume 2 of this report.

The following policies are relevant for management of the historical archaeological resource at the site.

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**Policy 3.1—Minimise impacts on archaeology resources:** Where change may impact adversely on the archaeological resource, all alternative courses of action will be considered, and the course of action with the lowest potential for adverse impacts will be preferred, and subject to relevant statutory consents.

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- Be aware of the potential for unmarked graves to exist within the HCC cemeteries. No new burials or excavation for new memorials should occur before studies have been undertaken by a qualified specialist to locate unmarked graves. Consider the use of GPR study where potential or physical evidence for unmarked graves exists prior to ground disturbance, including general cemetery maintenance or other works.
  - Understand the potential historical archaeological of the cemetery prior to undertaking any maintenance that requires ground disturbance. A Historical Archaeological Assessment report should be undertaken by a qualified archaeologist to determine the likelihood of intact unmarked burials and/or survival of potential historical remains where these have been identified in a cemetery's handbook.
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**Policy 3.2—Assess archaeological impacts:** for all proposed actions, apply the principles and policies contained in the AMP and this report:

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- Ensure that all proposed actions are assessed against the policies and recommendations of the AMP and this CMP.
  - Actions that may result in significant impacts on the archaeological resource must be identified and clearly expressed and relevant approvals sought.
  - Provide adequate mitigation measures for assessed impacts.
- 

**Policy 3.3—Prioritise conservation of site archaeology:** The management of the historical (non-Aboriginal) archaeological relics at the site (known and potential) is a high priority in the management of heritage values. In situ retention of significant relics is the preferred method of management.

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- Ground disturbance should be minimised or avoided in areas of archaeological potential, where possible. If this is unavoidable, ensure that all ground disturbances with the potential to impact on the site's archaeological resource is preceded by an archaeological impact assessment and relevant approvals sought.
  - Locate new development or usage of the site (ie landscaping, new burials, visitor facilities, service trenches and interpretation elements) in areas where there is low potential to impact archaeological relics.
  - Archaeological remains of state significance should be retained in situ, where possible.
  - Ensure that all ground disturbance works within the cemeteries and their immediate surrounds are preceded by an archaeological investigation.
  - Any archaeological investigation or recording should be undertaken by suitably qualified personnel.
  - Include suitable clauses in all contractor and subcontractor contracts to ensure that project personnel are aware of their obligation with respect to potential archaeology, in particular unmarked graves.
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**Policy 3.4—Minor ground disturbance** may be carried out without the need for consultation with an archaeologist.

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- Ensure appropriately qualified people make the determination as to whether the proposed works constitute 'minor works' (for example weeding, etc).
  - If unexpected archaeological relics are exposed during 'minor works', observe the policy below and the recommendations in the relevant Cemetery Handbook in Volume 2 of this report.
- 

**Policy 3.5—Manage any unexpected historical (non-Aboriginal) relics exposed** by balancing the heritage values of the archaeology, the timing imperatives of the project, and the financial costs of delay.

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- If unexpected or unrecorded relics are encountered during site works, cease works in the affected area/s immediately and notify Heritage NSW in accordance with Section 146 of the Heritage Act.
  - Consult with a qualified archaeologist to determine the heritage significance of any exposed relics and the need for an approval prior to recommencing works.
  - Consider alternative locations for the works.
- 

**Policy 3.6—Retain relics in situ:** Significant relics and burials should be retained in situ and not excavated or disturbed unless disturbance or removal of relics is unavoidable, or there would be research benefits not otherwise obtainable. Any removal must be done in accordance with relevant approvals.

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**Policy 3.7—Minimise vehicular activity within cemetery grounds:**

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- Restrict vehicular movement within cemetery grounds to a minimum.
  - Only authorised vehicles should be permitted to drive within cemetery boundaries.
  - Where vehicle access is required, the route to be followed should be clearly marked.
- 

**Policy 3.8—Coordinate any remediation requirements with archaeology conservation:** Should ground remediation be required in archaeologically sensitive parts of a cemetery, the remediation will be coordinated with the identification and investigation of the archaeological resource.

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- Where ground disturbance for remediation would be in areas of high archaeological potential, observe the recommendations in the Archaeology Handbook and the general policies above. If the site can be made safe without disturbing the archaeological resource, this would be the preferred approach.
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**Policy 3.9—Actively conserve relics:** All significant archaeological relics, monuments and grave furniture including items of moveable heritage need to be appropriately conserved, whether they are retained in situ or removed for storage and/or display.

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- Arrange for recording of weathered and damaged monument inscriptions where possible. This can be done with specialist guidance and by interested volunteer community groups and individuals with some training. Recording methods may include photography, written records, photogrammetry and Polynomial Texture Mapping (PTM)/Reflectance Transformation Imaging (RTI).
  - Make arrangements for appropriate storage facilities when needed. Any items to be put in storage should be clearly labelled, recorded on a centralised database (including the name of cemetery and original location, description of item and reason for removal, and photographs sufficient to be able to identify the item and understand its condition at the time of its removal from its original position).
  - Consult with a physical conservation specialist to ensure the long-term conservation needs of all relics are met.
  - Integrate conservation and interpretation requirements.
- 

**Policy 3.10—Manage any Aboriginal archaeological objects exposed** in accordance with relevant legislation, Aboriginal Cultural Heritage Management Plans and Department of Planning, Industry & Environment (DPIE) guidelines.

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- Should any Aboriginal sites or objects be identified during future site works, all activities should cease in the affected area/s, and the advice of a qualified archaeologist and DPIE (formerly OEH) be sought.
  - Consultation with the local Aboriginal community would be required.
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## Policy Objective 4—Landscape

### Rationale

The 13 HCC cemeteries included in this SCMP form a significant historic cultural landscape, demonstrating the traditions of European burial practices translated to an early rural NSW colonial settler setting and containing a range of monument styles and materials.

Conservation of such significant heritage places, particularly cultural landscapes, inevitably involves change as plants go through their life cycle. Although cultural plantings and natural heritage elements were not part of the project scope for this SCMP and are therefore not specifically identified in this report, it is important to acknowledge that these landscape elements be managed according to their levels of significance and in accordance with best practice in arboriculture and horticulture. Care of trees in historic landscapes requires an understanding of heritage landscapes and experience in sensitive arboricultural management to retain historical and aesthetic values while protecting the built fabric of the place.

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**Policy 4.1—Undertake specialist assessment of landscape elements within each cemetery** to determine their significance individually and as part of a cemetery group.

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**Policy 4.2—Implement best practice landscape management standards:** Landscape management should conform to relevant Australian standards (eg AS 4373 Formative Pruning) and current best practice in arboriculture and horticulture, as recommended by relevant industry representative groups.

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**Policy 4.3—Significance guides decisions:** Make decisions regarding the retention and removal of particular trees based on their relative significance, safety, amenity value and contribution to the landscape as a whole.

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- Develop a succession planting plan for the staged replacement of significant plantings, based on analysis of historical evidence and careful consideration of arboricultural issues, to ensure the conservation of the landscape character and heritage values of the cultural landscape of the cemetery.
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**Policy 4.4—Follow arboricultural advice:** Future development affecting significant trees should be subject to arboricultural impact assessments prepared in accordance with current best practice and any HCC requirements.

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**Policy 4.5—Protect significant trees** in accordance with Australian Standard AS 2970 Protection of Trees on Development Sites during any site works such as fence replacement or monument conservation.

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- Identify tree protection zones around all significant trees on each site.
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**Policy 4.6—Undertake regular horticultural maintenance** of the cemetery, particularly grass mowing and weed control. Horticultural maintenance should be in accordance with current best practice, avoiding any physical damage to monuments, kerbs and grave enclosures.

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**Policy 4.7—Control and/or remove weeds** and problem species including self-sown species.

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- Implement an ongoing maintenance program in collaboration with adjoining landholders.
  - Noxious weeds must be controlled in accordance with any relevant Council declarations. For current declarations see: <<http://www.dpi.nsw.gov.au/agriculture/pests-weeds/weeds/noxweed/noxious>>.
- 

**Policy 4.8—Control feral animals** using methods approved by HCC and other responsible authorities.

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- Monitor the presence of any feral animals such as rabbits, feral cats, feral dogs, foxes and non-native rodents.
  - Record any adverse impacts on significant items and areas, vegetation and wildlife.
- 

## Policy Objective 5—Views

### Rationale

Some of the HCC cemeteries are located in settings with views across to the Blue Mountains or sweeping views of pastoral land and the Hawkesbury River or other local landscapes and vistas. McGraths Hill Methodist Cemetery once had sweeping views of the Hawkesbury Valley, currently obscured by vegetation overgrowth. Similarly so for both St Albans Old General Cemetery and Half

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Moon Farm Cemetery which would have had picturesque views of the Hawkesbury River, both now blocked by dense brush and regrowth trees.

Pastoral views from Richmond Presbyterian Cemetery across to the Blue Mountains are important aspects of its heritage significance and greatly enhance the appreciation and understanding by the public of its setting and history, as are the sweeping views of pastoral land and the Hawkesbury River in the distance at St Albans New General Cemetery.

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**Policy 5.1—Interpret, conserve and enhance** significant historical views to, from and within the cemetery as follows:

- significant views towards the Blue Mountains, Hawkesbury River and Valley; and
- significant views along the rows of graves.

As the Richmond Presbyterian Cemetery and St Albans New General Cemetery both remain in use, any new development within and around these sites should be designed in such a way that it allows enhanced views into and out of the cemetery and facilitates opportunities to interpret historical linkages.

Consider thinning vegetation overgrowth that obscures historical views around and from the cemetery.

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**Policy 5.2—Manage new development and plantings** to respect the importance of the views to, from and within the cemeteries, and in the vicinity so that they enhance significant views, not block or detract from them.

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## Policy Objective 6—Risk Management, Public Access and Safety

### Rationale

There are certain statutory obligations regarding the safety of those working in or visiting a cemetery. However, historic cultural landscapes may, by their very nature, contain hazards or pose risks which may be brought to visitors' attention, but which may not be removed without unacceptable impacts on heritage significance. Examples include dangerous monuments, uneven surfaces, tree roots, slippery surfaces, falling branches and snakes. Adequate levels of insurance should be maintained to cover public liability by the management authority. A protocol for dealing with complaints, claims and incidents should be established in consultation with the Cemetery Advisory Committee recommended in Policy 14.2 and reviewed on a regular basis.

Public access to significant places and the safety of occupants and visitors must comply with current statutory requirements and should be aimed at achieving universal access as far as possible within the constraints of heritage conservation.

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**Policy 6.1—Prepare an access plan** that is informed by relevant statutory and non-statutory requirements. This should be devised by the HCC for each cemetery.

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**Policy 6.2—Provide equitable access** to cemeteries only where it can be accomplished without adverse impact on the significance of the place and its elements. Alternative forms of access and interpretation may be developed.

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**Policy 6.3—Maintain public safety:** HCC should be committed to a policy of maximising public safety, managing risk and minimising public liability within the constraints imposed by conservation of heritage significance.

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- Conduct regular inspections and monitoring to identify potential and future risks and hazards.
  - Make reports of hazards and incidents and keep logbooks of remediation.
  - Where relevant, identify public safety hazards with appropriate warning signs and erect barricades as soon as possible.
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## Policy Objective 7—Security

### Rationale

To reduce the risk of vandal damage within affected cemeteries.

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**Policy 7.1—Maintain security surveillance:** Regular and/or spot check patrols should be incorporated into the management of affected cemeteries by Council park rangers and local police where necessary to maintain security and deter vandals.

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**Policy 7.2—Actively interpret the heritage values of the cemetery for incoming residents:** Management should work with the local residential community to make residents aware of the heritage values of the cemetery and to encourage residents to undertake surveillance of the place and report any suspicious activities.

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**Policy 7.3—Implement education programs for local schools visiting the cemeteries:** Educate local school children about cemeteries in their area and their heritage values, and the need for these places to be respected and conserved.

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**Policy 7.4—24-hour security:** Some of the Cemetery Handbooks have identified that consideration should be given to the installation of sensor-based security systems similar to that installed by the former Holroyd Council at Mays Hill Cemetery, Great Western Highway, Parramatta.

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## Policy Objective 8—Wildlife Conservation

Cemeteries can become important habitat for native animals. Tree hollows can become nesting places for birds or arboreal mammals. Shrubberies can provide suitable habitat for small birds and cover for reptiles such as skinks.

Indigenous fauna such as possums, lizards, amphibians, insects and birds may frequent the cemeteries from time to time. While possums and some native birds can become a problem in certain circumstances (eg possums feeding on significant plants, cockatoos damaging trees), indigenous fauna should be generally encouraged for the ecological services they provide. For instance, native birds and microbats may be useful in controlling insect pests.

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**Policy 8.1—Conserve indigenous wildlife** by retention of suitable habitat and avoidance of the use of harmful pesticides and herbicides.

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- Seek advice on this aspect of site management from National Parks & Wildlife Service.
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## Policy Objective 9—Interpretation Policies

### Rationale

Interpretation is an integral part of the conservation process—it encourages engagement with local history, invites people to understand and value heritage places and promotes local engagement in telling the stories of local places such as cemeteries.

Community awareness and understanding of the significance of the place could be enhanced through the preparation of an Interpretation Plan which communicates the heritage significance of the place and its setting, in the context of the cultural landscape history of the Hawkesbury LGA and NSW generally.

Revealing previously hidden elements and fabric and defining new elements and fabric as part of maintenance and adaptation (as recommended in the Burra Charter and general policies section of this report) are associated methods of interpretation. Relocated fabric can demonstrate significant events (such as floods) and changes of practice over time. Interpretation on site can also assist in the understanding of the original and any subsequent uses of the place.

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Interpretation measures may include physical site elements (such as cemetery signage, fences, gates, paths, denominational separations, plantings and other landscape features) which interpret past and existing features as well as more formal means such as historic photographs and brief historical accounts. In the case of the HCC managed cemeteries, online resources are also a useful interpretive and informative tool.

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**Policy 9.1—Ensure interpretation is an integrated element of surrounding development processes:** Develop measures to interpret major aspects of the significance of HCC cemeteries appropriately and incorporate them into any conservation and development proposals for the places themselves and adjoining lands.

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**Policy 9.2—Employ culturally appropriate media** to communicate the significance of the cemetery and its setting to local residents, visitors and other identified audiences and the wider community that do not detract from the heritage values of the place or offend cultural sensitivities. These may include but are not limited to:

- printed and web-based publications;
  - interpretive signage;
  - inclusion on guided or self-guided walking tours as part of the existing and future Hawkesbury area heritage trail;
  - public art; and
  - incorporation of cemeteries in local studies, stories, news and histories.
- 

**Policy 9.3—Design wayfinding, informational, interpretive and safety signage** in accordance with a signage guide that indicates appropriate types of signage for the cemetery group and their setting, including sympathetic locations and fixing methods that result in minimal intervention in or impact on heritage values, including significant views.

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**Policy 9.4—Preservation, restoration and reconstruction of key significant elements, areas and fabric are the preferred** methods of meaningfully interpreting important attributes and associations of the place. Where adaptation is part of the conservation work, measures should be incorporated to show the location, character and/or role of removed or altered elements where appropriate so that all phases of the place's history can be readily understood.

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**Policy 9.5—The original and subsequent configurations of the place, where known, should be interpreted.** Any future alterations and additions should be designed and constructed in a way that preserves and preferably enhances the interpretation of the place. Deliberate differences in design and finish within the place that reflect developments and changing uses and tastes over time should be interpreted.

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**Policy 9.6—Promote conservation programs** to inform the local community about conservation and other works being undertaken at each cemetery. This could be undertaken through HCC's website, newsletters, press releases and other suitable media.

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**Policy 9.7—Information** about the cemeteries, including existing and future CMPs, the Cemetery Handbooks and the progressive records of information derived from each cemetery should be deposited in a public archive where it can be accessed by the community.

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## Policy Objective 10—Good Housekeeping, Maintenance and Repair

### Rationale

'Good housekeeping' is an important part of the management of any heritage place, including careful control of waste storage and disposal and best practice in keeping the place tidy and in good condition during any works. Poorly located rubbish bins and untidy compost heaps or burial debris can have a negative visual impact on a significant landscape.

Timely maintenance and repair based on regular inspection and technically sound and appropriate methods are fundamental to any conservation program.

Deferring maintenance activities can lead to problems such as natural deterioration of fabric, fungal decay, termite attack, weed growth, invasion by feral animals and vandalism which would otherwise need to be addressed through an urgent works program.

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**Policy 10.1—Actively manage the appearance of the cemeteries:** Care should be taken to ensure that the HCC cemetery group is maintained in a reasonably tidy condition.

**Policy 10.2—Implement a cyclical maintenance program:** The HCC cemetery group should be cared for by a proactive program of cyclical planned maintenance and repairs based on a comprehensive knowledge of the places and their material and construction technologies, followed up with regular inspection and prompt preventative maintenance and repair. Records should be kept for all major repairs and maintenance to landscape, monuments and built elements.

**Policy 10.3—Use experienced tradespeople:** Maintenance and any new construction or landscape works should be undertaken by tradespeople with relevant qualifications, skills and experience in the specific type of work to be undertaken. All repair and maintenance work to be fully specified and supervised by a suitably qualified and experienced cemetery conservator, skilled in the range of works to be undertaken. Tradespersons engaged in works are to be conversant with and committed to execution of their works in accordance with the principles and practices of the Burra Charter, relevant statutory requirements and industry best practice.

**Policy 10.4—Initiate regular pest inspections:** Regular inspections should be made of any elements subject to rot, insect attack, damp and/or corrosion to ensure prompt preventative maintenance and repair.

**Policy 10.5—Stabilise or replace inappropriate repair methods:** Previous maintenance or repair works using inappropriate materials or methods should be replaced, when practicable or necessary, using materials and methods which replicate the original or otherwise retain the significance of the fabric.

**Policy 10.6—Prioritise conservation works according to significance:** Priority for conservation should be assessed primarily according to the relative significance of the feature or fabric requiring conservation, and the degree of threat to, or erosion of, significance in the advent of delay in conservation being undertaken.

**Policy 10.7—Undertake heritage induction and training programs** for all persons carrying out works in the cemeteries, informing them of the significance of heritage items, landscape and plantings, and the potential impact that their works may have on heritage fabric, and subsurface archaeological remains.

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## Policy Objective 11—Review of Existing Heritage Listings

### Rationale

Wilberforce Cemetery is of state heritage value and is listed on the SHR. This SCMP has also identified Sackville Reach Cemetery and St Albans Old General Cemetery as being of potential state heritage significance and their listing nomination to the SHR is recommended. Several other cemeteries are identified as having local significance and their listing on the Hawkesbury LEP is recommended. The various recommendations are included in Table 5.1 in Volume 1 of this SCMP.

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**Policy 11.1—Update LEP heritage schedule to include Richmond Presbyterian Cemetery, Lower Portland Cemetery and Half Moon Farm Cemetery. Update South Windsor Presbyterian Cemetery listing to include entirety of cemetery area within the listing boundary.** Using the information available in this SCMP and relevant Cemetery Handbooks, include these cemeteries in the heritage schedule as locally significant items.

**Policy 11.2—Update existing LEP cemetery listings with additional information and recommendations derived from this SCMP.** The information gathered during preparation of this SCMP should be used to amend the listing information about each relevant cemetery and its significant elements on the LEP heritage schedule.

**Policy 11.3—Nominate Sackville Reach Cemetery and St Albans Old General Cemetery for inclusion on the State Heritage Register:** Commission a suitably qualified heritage practitioner to prepare SHR nominations for these cemeteries.

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## Policy Objective 12—Dissemination of SCMP and Provision for Review

### Rationale

This SCMP contains information that adds to our knowledge and understanding of this significant cemetery group in the care of HCC. Wider dissemination of this material can increase community understanding and appreciation of such places. The SCMP will be the preliminary document in the

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management of the cultural heritage values of the cemeteries. The addition of any future cemeteries that come under the care and responsibility of HCC should be considered for their contribution to this existing group.

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**Policy 12.1—Distribute this SCMP to relevant stakeholders:** Lodge copies of this SCMP with the HCC Library Local Studies collection, the National Trust of Australia (NSW) and Heritage NSW.

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**Policy 12.2—Regularly update the SCMP:** This SCMP should be reviewed within five years or in response to implementation and changes to local development plans, policies, natural disasters or changes in the statutory or financial environment that would affect the cemeteries.

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**Policy 12.3—Future HCC cemetery acquisitions:** For consistency of care, any future cemeteries that become the responsibility of HCC should be considered for inclusion to this significant cemetery group.

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**Policy 12.4—Consider publishing this SCMP or parts of it online,** in particular the history, comparative analysis and the overall and individual statements of heritage significance.

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## Policy Objective 13—Development Adjoining the Cemetery

### Rationale

Development within the cemeteries and in their immediate surroundings should consider the impacts of nearby urban development and the importance of interpreting the broader setting of the cemetery, which includes the wider landscape and views to and from each site. Conserving these values will require specific planning controls applying to development in the vicinity, beyond those used to protect the cemetery curtilage—for example through building setbacks, careful location and design of new built forms, height and recessive exterior finishes.

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**Policy 13.1—Plan for development in the vicinity:** HCC should work with key stakeholders to develop appropriate planning controls to conserve the significance and setting of each cemetery.

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**Policy 13.2—Assess heritage impacts:** Where development is proposed in the vicinity of a cemetery or the development proposal involves physical change at the site, specialist heritage advice should be obtained to minimise and mitigate impacts. A Heritage Impact Statement (HIS) may be required. This HIS should be carried out by a qualified heritage practitioner in accordance with the Heritage NSW guidelines, to ensure that the proposed development is sympathetic to the conservation of any identified heritage values and is designed to minimise adverse impacts on the cemetery and its significance.

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**Policy 13.3—Carefully plan and locate auxiliary service structures:** Ancillary services such as maintenance facilities, fencing, drainage works, road and other works around a cemetery should be designed to minimise any adverse impacts on the site.

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## Policy Objective 14—Ownership and Future Management

### Rationale

Community consultation is a critical part of understanding the significance and value of the HCC cemetery group. The establishment of a community management structure to assist HCC in the ongoing care and maintenance of the cemeteries should be considered. An Advisory Management Committee for individual cemeteries or groups of cemeteries has an essential role to play.

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**Policy 14.1—Undertake community consultation** in order to fully understand the heritage significance of the HCC cemeteries and to investigate future management options for each cemetery.

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**Policy 14.2—Define and delegate responsibilities for implementing relevant components of the SCMP/Cemetery Handbooks.** HCC should implement the Wilberforce Cemetery CMP and recommended actions within each Cemetery Handbook.

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**Policy 14.3—Prepare a Community Plan of Management for the Cemeteries:** A succinct Plan of Management should be prepared for each cemetery in accordance with the *Local Government Act 1999* or the *Cemeteries and Crematoria Act 2013* (as applicable) to inform HCC about their responsibilities for care, control and management, including the provision of community access, facilities, future burials, and upkeep of the grounds for each cemetery. This SCMP should form the basis of the Community Plan of Management.

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**Policy 14.4—Consider establishing a Cemeteries Community Advisory Committee:** An advisory committee to assist in ongoing care and maintenance of the cemeteries. Existing organisations with members that may be interested in joining the committee include:

- Hawkesbury City Council;
  - Presbyterian Historical Society;
  - Australian Catholic Historical Society;
  - Australasian Methodist Historical Society;
  - Owen Cavanough Family Historical Society;
  - Deerubbin and Darug Aboriginal communities;
  - Hawkesbury Historical Society;
  - Friends of Wilberforce Cemetery;
  - War Graves Commission;
  - Hawkesbury Cemeteries Register Group;
  - Hawkesbury Family History Group;
  - relatives and descendants;
  - local historical societies, genealogical or other interest groups, and
  - the National Trust of Australia (NSW).
- 

## Policy Objective 15—Funding

### Rationale

HCC's responsibilities for funding ongoing and future maintenance and conservation work need to be understood fully. This SCMP identifies the policy approaches and planning processes needed for good management of the 13 cemeteries to maintain and value these local and state significant places. The cost for implementing such works needs to be assessed by Council, working closely with relevant heritage specialists. A fund to meet ongoing conservation requirements and maintenance is recommended.

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**Policy 15.1—Basic maintenance and repair works should primarily be funded by HCC.**

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**Policy 15.2—HCC may also continue to seek funding from other sources such as Commonwealth grants, the NSW Government Heritage Assistance Program, HCC community grants, sponsorship and/or fundraising from appropriate sources.**

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**Policy 15.3—The conservation management of the cemetery group should include a regular annual budgetary allocation for built and landscape maintenance and conservation works, in addition to any recurrent budget for routine maintenance. This could be set up by the future Management Authority, based on the Priority Action recommendations identified in this SCMP and the Cemetery Handbooks.**

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**Policy 15.4—It is recommended that funds be allocated for future management and operational plans to allow for implementation of management recommendations in this SCMP (for example, conservation of monuments, installation of interpretive signage, possible landscape improvements) in each cemetery.**

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**Policy 15.5—Provision should be made for the funding of long-term management and maintenance of the HCC cemetery group. For this purpose, establishment of a heritage assistance fund should be considered. This fund should be initiated by HCC.**

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## Policy Objective 16—Future Uses

### Rationale

The future urban context issues for some of the more centralised HCC cemeteries are likely to bring development pressures as public access and functional demands change. Whilst use as a cemetery is maintained, future function as passive open space for those in growing residential neighbourhoods can bring pressure for additional structures and access, from maintenance sheds to improved access pathways.

**Policy 16.1—Manage for long-term conservation outcomes:** Future use of the cemeteries should be long term and appropriate to each site. It should be sympathetic to or compatible with the former use and heritage character of the place and with the conservation of its significant fabric, layout and setting.

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**Policy 16.2—Limit new uses to those which actively support conservation:** Permitted or compatible uses of the cemeteries should be limited to those which allow conservation of the significance of the place in accordance with the policies of this SCMP and future site specific CMPs for relevant cemeteries.

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**Policy 16.3—Limit new development:** No additions should be introduced which will compromise, damage or obscure the significance of a cemetery or its immediate setting.

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**Policy 16.4—Locate new development sensitively:** Any new developments should be appropriate in terms of sighting and setbacks, including the retention of appropriate visual and spatial relationships. They should also be compatible with the scale, form and character of existing landscape elements and harmonise with existing materials (refer to Policy 5.1).

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**Policy 16.5—Conserve and interpret historic views:** Significant viewlines should be identified, enhanced and retained.

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**Policy 16.6—Manage and interpret the cemetery curtilage:** The extent of physical separation between any new development and the cemetery site should be sufficient to mark a clear demarcation between the new development and the site, allowing the cemetery to be 'read' in the landscape as a rural burial ground.

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## 6.3 Maintenance Guidelines

The following discussion identifies only some of the many maintenance issues that can affect the integrity of a cemetery and its monuments. Many improvements can be made in cemeteries that enhance the nature and experience of the site without being costly to execute. The NSW National Trust Cemeteries Committee is available to provide expert advice and guidance regarding any proposed works, potential costs and the skill level required to undertake maintenance and improvements. Appropriate planning and recording of all works in a professional manner is an important step in avoiding costly repairs and further damage in cemeteries.

### 6.3.1 The Cemetery Landscape Generally

Some of the HCC cemeteries in this group have suffered from vandalism and/or natural deterioration. The cemetery group is diverse in setting, with some located within central townships and others in rural and semi-rural settings. The HCC cemeteries are important local focal points of historic interest within the surrounding landscape. The historic boundary plantings in each will continue to mark these sites and give the cemeteries a sense of enclosure, enhancing landscape character and value as places for remembrance and quiet contemplation.

### 6.3.2 Graves with Intact Slabs and Uniform Cover of Gravel, Scoria, Marble or Quartz Chips or Intact Tiled Tops Generally

Control weeds by careful herbicide application (retention of plant growth on these graves is likely to cause deterioration of historic fabric). In some cases, control may require use of wands or painting with herbicide rather than use of sprays.



Dense herbaceous growth within a grave plot obscures the memorial and may eventually cause damage to the kerbs. Careful application of herbicide can control this growth, but extreme care should be taken to ensure that poison spray does not drift into heritage plantings or grassy areas. If any original memorial plantings remain within the grave, weed control may involve careful hand weeding. Spraying herbicide should be done in accordance with the manufacturer's instructions and vegetable dyes used, rather than synthetic dyes. Planting should not be retained or encouraged in graves which have concrete slabs or tiled tops.

### **6.3.3 Graves with Woody or Herbaceous Vegetation**

Where the grave has a monument, woody plants are to be removed and vegetation on the grave trimmed sufficiently so that the inscription can be read. This normally means vegetation will be maintained at the level of the surrounding kerb or below it, except for periods when growth of suitable plants such as traditional flowering bulbs or native herbaceous species is to be encouraged. The timing and frequency of trimming will need to be adjusted so the flowering and seeding times of various desirable plants can be accommodated.

Woody species within grave plots, whether purposely planted or self-sown, are likely to cause damage to kerbs and headstones and should generally be removed by cutting them down to stump level using hand tools (avoiding physical damage to monuments) and poisoning the stump with an appropriate herbicide.

Some historically significant cemetery species are now classed as weed species and require classification to determine their invasive potential rating and a suitable management plan and/or removal, such as pruned to shape to prevent spreading by runners and seeding, eg blue periwinkle (*Vinca major*).

### **6.3.4 Graves without Monuments**

Where a grave does not have a monument, the vegetation on the grave is to be treated similarly as for a grave with a monument; however, appropriate plants may be retained to provide diversity and colour and suitable species may even be planted where appropriate.

### **6.3.5 Metal Grave Surrounds**

Some graves in the HCC cemetery group have cast iron or wrought iron surrounds supported on sandstone dwarf walls/footings. Over time these metal surrounds have corroded with exposure to the atmosphere. In some cases, there is physical damage of fence elements due to breakage or displacement. Further corrosion can be retarded by careful removal of loose rust with a wire brush followed by application of fish oil to the metal. Longer-term conservation can be achieved by careful cleaning of loose corrosion with a wire brush, followed by treatment with a rust converter such as a phosphoric acid-based preparation. If there is evidence that the metal surround was previously painted, it can be repainted in the original colour, often black or deep Brunswick green.

Broken pieces of surrounds should ideally be kept with the grave and may be fastened on to the remaining fence with stiff galvanised steel wire.

### **6.3.6 Damaged Monuments**

Damaged monuments should be repaired where feasible according to a priority list based on significance and cost-effectiveness/ease of repair. Recording of these monuments can be undertaken using several

different techniques including those identified in Policy 3.9 above and discussed in more detail in Section 5.3 of this SCMP.

### **Fallen Stelae**

A common type of monument damage found in historic cemeteries is the fallen stele. A stele is an upright slab of stone usually fixed to a base of similar material with a mortise and tenon joint. Stelae can topple through soil movements, earthquakes or tremors or, in unfenced rural graveyards, through cattle rubbing against them. Many stelae also fall victim to vandalism.

If the stele and the base stone are intact, the headstone can be re-erected but this will require input from a monumental mason skilled in such work. If the stele is largely intact but cannot be re-erected, it should be well supported on a wooden cradle at a slope which allows water to drain off the inscribed face. Broken stelae can be supported on a sloping base of concrete the same size as the stele, with an inert layer between the concrete and the stele.

### **Broken Pieces**

When monuments topple, they often break into multiple pieces—some of which may be displaced from the original grave. In such cases, all pieces which can be located should be photographed and tagged to identify the grave from which they have come. They should then be stored in situ if this is considered safe, or off-site, if this is considered safer. A decision on restoration can then be made if and when funds are available. Repairs of this kind require expert input by a monumental mason or conservator with experience using appropriate fixing techniques, adhesives and mortars.

### **Subsided or Broken Slabs**

The 'desk-and-slab' type monuments that became fashionable in the early twentieth century usually comprise a sandstone or concrete kerb, a 'desk' memorial with a marble or polished granite tablet bearing the inscription and a concrete slab covering the top of the grave. Failure of the reinforcing material in these slabs—often combined with decay of the coffin and human remains, as well as subsidence of the soil above—can result in subsidence and/or cracking of the slab. Repair of such damage can be expensive and, provided no public safety risk is apparent, may not be justified.

Where slabs with concrete and/or tiled tops have broken and tilted—probably due to failure of the reinforcing mesh in the slab, subsidence of the soil under the slab and the weight of the grave furniture on the slab—repairs would reduce visual impact but may not be economically viable.

### **Missing Tiles**

A number of desk-and-slab memorials within the HCC cemetery group may have ceramic tile-clad slabs, now obscured by plant growth. Where tiles have become lost, a non-invasive ground search should be made in the vicinity of the memorial. Found tiles should be refixed with appropriate ceramic tile adhesive.

### **6.3.7 Grave Furniture**

A number of graves in the cemeteries, particularly the desk-and-slab types, may have had grave furniture in the form of vases and/or ceramic flower 'immortelles'. Grave furniture may be removed during 'clean-ups' or stolen. Any surviving grave furniture should be retained in its original location and refixed if necessary.

### 6.3.8 Pathways

Where rows between graves are grassed, these can be mowed to allow safe access to plots and to reduce fire and snake hazards, if necessary. However, some of the older cemeteries in the HCC group have plant spreads and native grasses that add to the visual quality and cultural significance of the area and do not damage monuments. Some may have heritage significance. Excessive mowing, pruning and poisoning is unnecessary and potentially destructive in such circumstances.

Mechanical devices such as mowers and edge-trimmers/‘whipper snippers’ should not be used directly against kerbs because they cause damage to the stone fabric. Plant growth around kerbs can be cut by hand, or a narrow strip can be kept grass and weed-free by careful application of herbicide. Use of Quat 50 quaternary ammonium spray may be more effective than Glyphosate, subject to checking workplace safety and health requirements. Care should be taken to avoid soil erosion.

Intervals between mowing of the cemetery and the surrounding area should be based on climatic conditions and respective growth rates. Mowing height can vary for season, with mowing high raised for autumn and lowered for spring and summer.

### 6.3.9 Perimeter Fence and Gates

Where they exist, the fences and gates in most cemeteries are reconstructions and some are on different alignments to original perimeter fences. Despite this, these can give the cemeteries a sense of enclosure and provide limited security. Ideally, the fences should reflect a style sympathetic to that of the cemetery, being replaced with hardwood timber that has been treated against termite attack where relevant.

### 6.3.10 New Monuments

Any new monuments erected to mark previously unmarked graves, to replace damaged monuments or to mark new burials, should be in keeping with surrounding monuments in both style and materials. They should also comply with relevant Australian standards for grave construction. Where descendants wish to mark graves where monuments have gone or have illegible inscriptions, new memorial plaques may be installed on low sandstone or concrete ‘slopers’ within grave plots.

## 6.4 Interpretation Including Signage

For most of the cemeteries it is appropriate to include a sympathetically designed and sited sign at the entrance which provides information identifying the place and its significance and providing contact details where visitors may obtain further information or notify authorities of any threats to the cemetery. Signage should be maintained in good order and replaced as required.

## 6.5 Burial Records

Copies of records of those buried in the cemeteries and any records discovered subsequently should be kept in the local studies section of Hawkesbury City Council Library, with the Hawkesbury Family History Group, the Hawkesbury Cemeteries Register Group and the Hawkesbury District Historical Society.

### 6.5.1 Record Keeping

Archival recording should be carried out prior to any landscape maintenance works, and after works are completed. These records should be lodged with the local studies section of Hawkesbury City Council Library.

## 7.0 Actions and Recommendations

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This section contains the tables of priorities for the 13 HCC cemeteries included in this SCMP. These tables are intended to provide assistance in preparing regular work plans for, and allocating resources to, the cemeteries in HCC's care.

Table 7.1 identifies the management priorities that are common across all 13 cemeteries. These should continue to be an ongoing priority for Council and any relevant stakeholders. Table 7.2 provides a list of all the HCC cemeteries, the order reflecting prioritised actions and recommendations based on the significance and condition that has been identified for each cemetery.

The priority column references the priorities for a particular cemetery, ie a low priority action for Wilberforce is still a higher priority than a high priority action for Richmond Lawn Cemetery. Across the 13 locations, actions should be considered in the order that they appear in this table and resources should be allocated accordingly. Priority should be given to the actions at the top of the table as those actions relate to items that have a higher significance. Cemeteries at the bottom of the table have a lower level of significance and actions identified as 'high priority' for these lower cemeteries should be seen as 'high priority' only in the context of that cemetery, and not compared to other HCC cemeteries of higher significance.

Table 7.2 is a compilation of the actions for all cemeteries taken from the workbooks in Volume 2 of this SCMP. The cemeteries are ordered in the table by significance with the SHR listed Wilberforce General Cemetery first and the least significant Richmond Lawn Cemetery last. In general, heritage works should be prioritised according to the significance of the individual cemeteries, noting that safety issues should always be addressed as a priority regardless of heritage significance. Wilberforce General Cemetery, Sackville Reach Cemetery and St Albans Old General Cemetery should be treated as the top three priorities for conservation work, maintenance and research activities.

### **SHR Listed:**

1. Wilberforce General Cemetery.

### **Potential SHR Listing:**

2. Sackville Reach Cemetery.
3. St Albans Old General Cemetery.

### **Current LEP Listing:**

4. General Cemetery on the Macdonald River.
5. Pitt Town General Cemetery.
6. McGraths Hill Methodist Cemetery.
7. Windsor Catholic Cemetery.
8. Richmond Presbyterian Cemetery.
9. South Windsor Presbyterian Cemetery (expand existing listing to include all of cemetery).
10. St Albans New General Cemetery.

**Potential LEP Listing:**

11. Lower Portland Cemetery.

12. Half Moon Farm Cemetery.

**No Listing:**

13. Richmond Lawn Cemetery.

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Ongoing priorities that are common across all 13 cemeteries are listed in the table below. These should continue to be an ongoing priority for HCC and relevant stakeholders.

**Table 7.1** Ongoing Priorities.

Cemetery	Action	Priority	Responsibility
All Cemeteries	Conduct regular drive-by and physical inspections of all cemeteries to monitor vandalism or other issues affecting safety and significance.	High and Ongoing	HCC
All Cemeteries	Use this action plan to develop a work plan for each cemetery.	High and Ongoing	HCC in conjunction with volunteer and community groups
All Cemeteries	Local cemetery community groups should be encouraged and supported to undertake training in the recording, maintenance and conservation of historic cemeteries. Training could be provided by stonemasons, cemetery workers, or any other profession that works with cemeteries on a regular basis.	High and Ongoing	Volunteer/community groups with HCC
All Cemeteries	Workers and volunteers should be encouraged to be familiar with working on heritage sites and should be provided with copies of documents such as the <i>Guidelines for Cemetery Conservation</i> available at: < <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> >.	High and Ongoing	Anyone undertaking work
All Cemeteries	Ensure that safety issues are addressed as they arise and that specialist assistance is sought when repairing fallen or dangerous monuments or trees.	High and Ongoing	HCC
All Cemeteries	Design wayfinding, informational, interpretive and safety signage in accordance with a signage guide that indicates appropriate types of signage for the cemetery group and their setting, including sympathetic locations and fixing methods that result in minimal intervention in or impact on heritage values, including significant views.	High and Ongoing	HCC
All Cemeteries	Use the actions in this SCMP to guide applications for funding for conservation and maintenance work.	Ongoing	HCC
All Cemeteries	Maintain security elements.	Ongoing	HCC
All Cemeteries	Continue to identify, acknowledge and work with interested community groups and individuals including, where relevant: <ul style="list-style-type: none"> <li>• Presbyterian Historical Society;</li> <li>• Australian Catholic Historical Society;</li> <li>• Australasian Methodist Historical Society;</li> <li>• Owen Cavanough Family Historical Society;</li> </ul>	Ongoing	HCC to work with interested community groups

Cemetery	Action	Priority	Responsibility
	<ul style="list-style-type: none"> <li>Deerubbin, Metropolitan and Darug Aboriginal communities;</li> <li>Hawkesbury Historical Society;</li> <li>Friends of Wilberforce Cemetery;</li> <li>War Graves Commission;</li> <li>Hawkesbury Cemeteries Register Group;</li> <li>Commonwealth War Graves Commission;</li> <li>Hawkesbury on the Net;</li> <li>Hawkesbury Family History Group; and</li> <li>relatives and descendants.</li> </ul>		
<b>All Cemeteries</b>	Liaise with authors of Hawkesbury on the Net Cemetery Register and provide access to this SCMP to enable update of data for already registered cemeteries and to add new and future cemeteries to the Cemetery Register.	Ongoing	HCC to work with HOTN
<b>All Cemeteries</b>	Work with living relatives/families or interested local community support groups to source funding/grants to assist in the conservation of significant monuments and items.	Ongoing	HCC to work with relatives/families
<b>All Cemeteries</b>	Work with living relatives/families and/or interested local community support groups to source funding/grants to assist in the conservation of identified items and to undertake ongoing research into the history of the cemetery and families in the area that are buried there.	Ongoing	HCC to work with relatives/families
<b>All Relevant Cemeteries</b>	Ensure availability of sufficient space for additional memorialisation of deceased in columbaria, lawn and monument sections within active cemetery areas. Identify areas for future expansion as space for these types of interment decreases.	Ongoing	HCC



## GML Heritage

**Table 7.2** Cemeteries of State Significance or Potential State Significance.

Cemetery	Action	Priority	Responsibility
Wilberforce Cemetery	Undertake light weeding and regular maintenance of the existing landscape with community volunteer assistance. Consider installation of seating where appropriate.	High	Volunteer/community groups with HCC
Wilberforce Cemetery	Ensure that all work being undertaken in the SHR curtilage has proper approvals from the relevant authorities. Refer to the 2008 Wilberforce Cemetery CMP recommendations prior to undertaking works at the site.	High	All involved in any works
Wilberforce Cemetery	No new burials or excavation for new memorials should occur before unmarked graves, known to exist in the cemetery, have been properly located. As per CMP policies 6–8, consider a Ground Penetrating Radar (GPR) study prior to any subsurface disturbance associated with general cemetery maintenance or other works to identify and formally record the likely location of unmarked graves and associated grave goods.	High	HCC to work with qualified professionals
Wilberforce Cemetery	Consider low-key interpretation/signage to encourage visitation and connection with the site including a map to assist identification of burials/row numbers and online information on Council's website if this is appropriate for consistency of the HCC cemeteries as a group.	Medium	HCC
Wilberforce Cemetery	Maintain existing lighting and closure of gates between sunset and sunrise. Consider sensor lighting in areas where vandalism is common.	Medium	HCC
Wilberforce Cemetery	Source funding to engage specialists to restore significant monuments, headstones and grave furniture.	Medium	HCC/volunteers as directed by a qualified professional
Wilberforce Cemetery	Work with living relatives/families to identify and prepare grant applications.	Medium	Relatives/families with HCC
Wilberforce Cemetery	Explore opportunities to research the history of the cemetery and the early settlers buried there. Investigate opportunities to update, republish and circulate N & C McHardy's <i>Sacred to the Memory: A Study of Wilberforce Cemetery</i> .	Medium	HCC
Wilberforce Cemetery	Erect cemetery signage at Old Sackville Road entrance.	Medium	HCC
Wilberforce Cemetery	Treat cemetery ironwork against rust.	Medium	Volunteer/Community groups with HCC as directed by a qualified professional
Wilberforce Cemetery	CMP policies 26 and 27 identify the need to provide new row markers at the end of each burial row and a cemetery entry map to assist with row number interpretation.	Medium	
Sackville Reach Cemetery	Consider applying to have Sackville Reach Cemetery listed on the SHR.	High	HCC

Cemetery	Action	Priority	Responsibility
Sackville Reach Cemetery	Remove aggressive and invasive vegetation obscuring and potentially impacting on graves at the northwest corner of the site.	High	Volunteer/Community groups with HCC supervision
Sackville Reach Cemetery	Cut back overgrown vegetation on the eastern half of the site (where the remains of St Thomas' Anglican Church are thought to exist), to make this area more accessible.	High	Volunteer/community groups with HCC supervision
Sackville Reach Cemetery	Two original decayed (termite damaged) gateposts on the Tizzana Road frontage require professional assessment to determine whether to retain and restore or replace.	High	HCC as directed by heritage carpenter
Sackville Reach Cemetery	Consider installation of site appropriate security fencing to help protect and delineate the site.	High	HCC
Sackville Reach Cemetery	Delineate parking areas to prevent visitors parking on the lawn in proximity to marked (and possibly unmarked) graves.	High	HCC
Sackville Reach Cemetery	Consider undertaking GPR investigations where there is potential for physical evidence for unmarked graves.	Medium/High	HCC as directed by a qualified professional
Sackville Reach Cemetery	A Historical Archaeological Assessment report should be undertaken by a qualified archaeologist to determine the likelihood of intact unmarked burials and/or survival of potential historical church remains affected by earlier flooding at the site.	Medium	HCC to engage a qualified archaeologist
Sackville Reach Cemetery	Treat cemetery ironwork against rust.	Medium	Volunteer/community groups with HCC as directed by a qualified professional
Sackville Reach Cemetery	Consider low-key interpretation/signage to encourage visitation and connection with the site including online information on Council's website if this is appropriate for consistency of the HCC cemeteries as a group.	Medium	HCC
Sackville Reach Cemetery	Consider installation of seating where appropriate.	Low	HCC
Sackville Reach Cemetery	Source funding to restore significant monuments, headstones and grave furniture.	Ongoing	HCC
Sackville Reach Cemetery	Fallen stelae and monuments should be re-erected as funding allows.	Ongoing	HCC to work with qualified professionals
St Albans Old General Cemetery	Consider applying to have St Albans Old General Cemetery listed on the SHR.	High	HCC
St Albans Old General Cemetery	Remove piles of vegetation from recent maintenance activity as these are a trip hazard for visitors.	High	HCC

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Cemetery	Action	Priority	Responsibility
St Albans Old General Cemetery	Undertake light weeding and regular maintenance of the existing landscape with community volunteer assistance.	Medium	Volunteer/community groups with HCC
St Albans Old General Cemetery	Remove vegetation creep on the northern and eastern boundaries.	Medium	Volunteer/community groups with HCC
St Albans Old General Cemetery	Remove woody weeds and weed sources in proximity of headstones.	Medium	Volunteer/community groups with HCC
St Albans Old General Cemetery	Consider a GPR study prior to any subsurface disturbance associated with general cemetery maintenance or other works to identify and formally record the likely location of unmarked graves and associated grave goods.	Medium	HCC as directed by a qualified professional
St Albans Old General Cemetery	Treat cemetery ironwork against rust.	Low	Volunteer/community groups with HCC as directed by a qualified professional
St Albans Old General Cemetery	Consider low-key interpretation and updating of existing signage at cemetery entrance to encourage visitation and connection with the site including online information on Council's website if this is appropriate for consistency of the HCC cemeteries as a group.	Low	HCC
St Albans Old General Cemetery	Work with living relatives/families to source funding/grants to assist in the conservation of significant items.	Low	Relatives/families with HCC
St Albans Old General Cemetery	Source funding to engage specialists to establish correct position of moved stones and restore significant monuments, headstones and grave furniture.	Ongoing	HCC
St Albans Old General Cemetery	Maintain existing enclosure and any security elements. Consider sensor lighting in areas where vandalism is common, if needed.	Ongoing	HCC

**Table 7.3** Cemeteries of Local Significance.

Cemetery	Action	Priority	Responsibility
General Cemetery on the MacDonald River	Undertake light weeding and regular maintenance of the existing landscape with community volunteer assistance. Monitor growth of mature trees to determine whether these require removal if threatening to disrupt monuments. Remove woody weeds and weed sources.	High	Volunteer/community groups with HCC
General Cemetery on the MacDonald River	Existing timber picket fencing needs work to repair damage; fencing is not stylistically contemporary with the graveyard but with repairs is adequate to protect the site from livestock damage.	High	HCC

Cemetery	Action	Priority	Responsibility
General Cemetery on the MacDonald River	Work with living relatives/families to source funding/grants to assist in the conservation of significant graves.	Medium	Relatives/families with HCC
General Cemetery on the MacDonald River	A Historical Archaeological Assessment should be prepared for the site by a qualified archaeologist to determine the likelihood of intact unmarked burials. Consider GPR investigations where there is potential or physical evidence for unmarked graves.	Low/Medium	HCC as directed by a qualified professional
General Cemetery on the MacDonald River	The existing sign needs repairing, reinstating or replacing. Consider low-key interpretation/signage to encourage visitation and connection with the site including online information on Council's website if this is appropriate for consistency of HCC cemeteries as a group.	Low/Medium	HCC
General Cemetery on the MacDonald River	Treat cemetery ironwork against rust. Restore/reinstate broken headstones.	Low	Volunteer/community groups with HCC as directed by a qualified professional
General Cemetery on the MacDonald River	Source funding to restore significant monuments, headstones and grave furniture—some fallen, broken headstones and overgrown burials.	Ongoing	HCC
Pitt Town General Cemetery	Remove rubbish pile near cemetery to discourage future dumping in the area.	High	Volunteer/community groups with HCC
Pitt Town General Cemetery	Consider extending cemetery boundary fencing to include Row 1 burials which are currently outside the main burial area, within surrounding bushland.	Medium	HCC
Pitt Town General Cemetery	Undertake regular maintenance of cleared areas to ensure bush and vegetation does not encroach.	Medium	Volunteer/community groups with HCC
Pitt Town General Cemetery	A Historical Archaeological Assessment report should be undertaken by a qualified archaeologist to determine the likelihood of intact unmarked burials at the site.	Low/Medium	HCC to engage a qualified archaeologist
Pitt Town General Cemetery	Erect signage at the cemetery entrance.	Low/Medium	HCC
Pitt Town General Cemetery	Improve grassed and sandy areas with maintenance and reseeding.	Low	Volunteer/community groups with HCC
Pitt Town General Cemetery	Consider undertaking GPR investigations where there is potential or physical evidence for unmarked graves.	Low	HCC as directed by a qualified professional

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<b>Cemetery</b>	<b>Action</b>	<b>Priority</b>	<b>Responsibility</b>
<b>Pitt Town General Cemetery</b>	Consider low-key interpretation/signage to encourage visitation and connection with the site including online information on Council’s website if this is appropriate for consistency of the HCC cemeteries as a group.	Low	HCC
<b>Pitt Town General Cemetery</b>	Maintain regular inspections of the cemetery to identify if dumping and vandalism are ongoing concerns. If so, consider random night patrols undertaken by council staff or police as a deterrent. Install sensor lighting in areas where vandalism is common.	Ongoing	HCC/possibly police
<b>Pitt Town General Cemetery</b>	Source funding to restore weathered and fallen burial markers.	Ongoing	HCC
<b>McGraths Hill Methodist Cemetery</b>	Remove invasive vegetation to protect cemetery graves below from further damage and reveal monuments and obscured views of the Hawkesbury River.	High	Volunteer/community groups with HCC
<b>McGraths Hill Methodist Cemetery</b>	Remove building materials dumped in the southeast portion of the cemetery.	High	Volunteer/community groups with HCC
<b>McGraths Hill Methodist Cemetery</b>	Undertake weeding and regular maintenance of the existing landscape with community volunteer assistance.	High	Volunteer/community groups with HCC
<b>McGraths Hill Methodist Cemetery</b>	Install security fencing around the cemetery boundary that is in keeping with its visual qualities.	High	HCC
<b>McGraths Hill Methodist Cemetery</b>	Install gates that lock after dark and sensor lighting in areas where vandalism is common.	High	HCC
<b>McGraths Hill Methodist Cemetery</b>	Erect site appropriate security fencing, lighting and gates.	High	HCC
<b>McGraths Hill Methodist Cemetery</b>	Source funding to restore significant monuments, headstones and grave furniture. Treat cemetery ironwork against rust.	Medium	Volunteer/community groups with HCC as directed by a qualified professional
<b>McGraths Hill Methodist Cemetery</b>	Work with living relatives/families to source funding/grants to assist in the conservation of these items (significant items).	Medium	Relatives/families with HCC
<b>McGraths Hill Methodist Cemetery</b>	Erect cemetery signage at the Charles Street entrance and consider low-key interpretation/signage to encourage visitation and connection with the site including online information on Council’s website if this is appropriate for consistency of the HCC cemeteries as a group.	Low	HCC
<b>Windsor Catholic Cemetery</b>	Prune/maintain plantings on south and north boundaries to protect burials from further root/vegetation damage.	High	Volunteer/community groups with HCC

Cemetery	Action	Priority	Responsibility
Windsor Catholic Cemetery	Undertake light weeding and regular maintenance of the existing landscape with community volunteer assistance.	High	Volunteer/community groups with HCC
Windsor Catholic Cemetery	Install security fencing around the cemetery boundary that is in keeping with its visual qualities.	High	HCC
Windsor Catholic Cemetery	Install gates that lock after dark and sensor lighting in areas where vandalism is common such as the southwestern area and south corner.	Medium	HCC
Windsor Catholic Cemetery	Source funding to restore significant monuments, headstones and grave furniture. Treat cemetery ironwork against rust.	Medium	Volunteer/community groups with HCC as directed by a qualified professional
Windsor Catholic Cemetery	Consider low-key interpretation/signage to encourage visitation and connection with the site including online information on Council's website if this is appropriate for consistency of the HCC cemeteries as a group.	Medium	HCC
Windsor Catholic Cemetery	Erect cemetery signage at an appropriate entrance.	Low	HCC
Windsor Catholic Cemetery	Consider installation of seating where appropriate.	Low	HCC
Windsor Catholic Cemetery	A Historical Archaeological Assessment report exists for the site (Casey & Lowe 2005) and should be referred to prior to undertaking any maintenance that requires ground disturbance.	Ongoing	Anyone undertaking work to refer to report
Richmond Presbyterian Cemetery	Undertake light weeding and regular maintenance of the existing landscape with community volunteer assistance.	High	Volunteer/community groups with HCC
Richmond Presbyterian Cemetery	Obtain specialist advice and, if recommended, undertake removal and replacement planting.	High	HCC as directed by a qualified professional
Richmond Presbyterian Cemetery	Install gates that lock after dark and non-intrusive sensor lighting in areas where vandalism is common.	High	HCC
Richmond Presbyterian Cemetery	Erect a gate in sympathetic fabric with the cemetery style or removable bollards to discourage vehicle access to the cemetery.	High	HCC
Richmond Presbyterian Cemetery	Treat cemetery ironwork against rust.	Medium	Volunteer/community groups with HCC as directed by a qualified professional
Richmond Presbyterian Cemetery	Update the boundary fence fabric to be in keeping with the semi-rural visual qualities and heritage value of the cemetery.	Medium	HCC

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<b>Cemetery</b>	<b>Action</b>	<b>Priority</b>	<b>Responsibility</b>
<b>Richmond Presbyterian Cemetery</b>	Work with living relatives/families to source funding/grants to assist in the conservation of significant items.	Medium	Relatives/families with HCC
<b>Richmond Presbyterian Cemetery</b>	Consider a GPR study prior to any subsurface disturbance associated with general cemetery maintenance or other works to identify and formally record the likely location of unmarked graves and associated grave goods.	Medium	HCC as directed by a qualified professional
<b>Richmond Presbyterian Cemetery</b>	Source funding to restore significant monuments, headstones and grave furniture.	Medium	HCC
<b>Richmond Presbyterian Cemetery</b>	Erect cemetery signage at the Jersey Street entrance.	Low/Medium	HCC
<b>Richmond Presbyterian Cemetery</b>	Consider low-key interpretation/signage to encourage visitation and connection with the site including online information on Council’s website if this is appropriate for consistency of the HCC cemeteries as a group.	Low/Medium	HCC
<b>Richmond Presbyterian Cemetery</b>	Consider installation of seating where appropriate.	Low	HCC
<b>South Windsor Presbyterian Cemetery</b>	Update LEP listing to include the entirety of the cemetery area within the listing boundary.	High	HCC
<b>South Windsor Presbyterian Cemetery</b>	Undertake light weeding and regular maintenance of the existing landscape with community volunteer assistance.	High	Volunteer/community groups with HCC
<b>South Windsor Presbyterian Cemetery</b>	A Historical Archaeological Assessment report should be prepared by a qualified archaeologist prior to undertaking any maintenance that requires ground disturbance. The assessment should determine the likelihood of intact unmarked burials and survival of potential pre-cemetery brickmaking activity at the site.	High	HCC to engage a qualified archaeologist
<b>South Windsor Presbyterian Cemetery</b>	Install security fencing around the boundary that is in keeping with the visual qualities and heritage value of the cemetery. Consider reinstating a fence designed to be sympathetic with the original boundary fence (now lost).	High	HCC
<b>South Windsor Presbyterian Cemetery</b>	Install gates that lock after dark. Install sensor lighting in areas where vandalism is common.	High	HCC
<b>South Windsor Presbyterian Cemetery</b>	Erect gate or removable bollards to discourage vehicle access to the cemetery.	High	HCC
<b>South Windsor Presbyterian Cemetery</b>	Source funding to engage specialists to restore significant monuments, headstones and grave furniture.	Medium	HCC



Cemetery	Action	Priority	Responsibility
South Windsor Presbyterian Cemetery	Treat cemetery ironwork against rust.	Medium	Volunteer/community groups with HCC as directed by a qualified professional
South Windsor Presbyterian Cemetery	Work with living relatives/families to source funding/grants to assist in the conservation of these items (significant items).	Medium	Relatives/families with HCC
South Windsor Presbyterian Cemetery	Erect cemetery signage at the Church Street entrance.	Low	HCC
South Windsor Presbyterian Cemetery	Consider installation of seating where appropriate.	Low	HCC
South Windsor Presbyterian Cemetery	Consider a GPR study prior to any subsurface disturbance associated with general cemetery maintenance or other works to identify and formally record the likely location of unmarked graves and associated grave goods.	Low	HCC as directed by a qualified professional
South Windsor Presbyterian Cemetery	Consider low-key interpretation/signage to encourage visitation and connection with the site including online information on Council's website if this is appropriate for consistency of the HCC cemeteries as a group.	Low	HCC
St Albans New General Cemetery	Treat cemetery ironwork against rust and repair subsidence and cracked structures where possible.	Low	Volunteer/community groups with HCC as directed by a qualified professional
St Albans New General Cemetery	Work with living relatives/families or interested local community support groups to source funding/grants to assist in restoring significant headstones.	Low	
St Albans New General Cemetery	Stabilise areas of subsidence where possible and undertake light weeding and regular maintenance of the existing landscape with community volunteer assistance.	Ongoing	HCC
St Albans New General Cemetery	Consider low-key interpretation/signage to encourage visitation and connection with the site including online information on Council's website if this is appropriate for consistency of the HCC cemeteries as a group.	Ongoing	HCC
St Albans New General Cemetery	Source funding to restore significant monuments, headstones and grave furniture.	Ongoing	HCC
St Albans New General Cemetery	Ensure availability of sufficient space for additional memorialisation of deceased in columbaria, lawn and monument sections within active cemetery areas if necessary.	Ongoing	HCC
Lower Portland Cemetery	Consider adding Lower Portland Cemetery to Schedule 5 of the Hawkesbury LEP.	High	HCC

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<b>Cemetery</b>	<b>Action</b>	<b>Priority</b>	<b>Responsibility</b>
Lower Portland Cemetery	Address the dumping of existing debris that is a trip hazard. If this is material resulting from burials, arrange for removal or dispersal after each event as an ongoing priority.	High	Volunteer/community groups with HCC
Lower Portland Cemetery	Remove bull ant nests. Remove weeds overgrown on grave plots.	High	Volunteer/community groups with HCC/qualified professional
Lower Portland Cemetery	Consider low maintenance landscaping of degraded paths, lawn areas with shrubbery/vegetation.	Medium	HCC
Lower Portland Cemetery	Maintain security elements and burial activity debris removal/dispersal.	Medium	Volunteer/community groups with HCC
Lower Portland Cemetery	Work with living relatives/families or interested local community support groups to source funding/grants to assist in restoring significant headstones.	Medium	Relatives/families with HCC
Lower Portland Cemetery	Undertake restoration of 'desk-and-slab' style monuments that have fallen into disrepair.	Medium	HCC as directed by a qualified professional
Lower Portland Cemetery	Consider clearer cemetery signage at the West Portland Road entrance.	Low	HCC
Lower Portland Cemetery	Undertake restoration and ongoing maintenance of the two brick columbaria.	Ongoing	HCC
Half Moon Farm Cemetery	Consider adding Half Moon Farm Cemetery to Schedule 5 of the Hawkesbury LEP.	High	HCC
Half Moon Farm Cemetery	Consider GPR investigations where there is potential or physical evidence for unmarked graves.	Medium	HCC as directed by a qualified professional
Half Moon Farm Cemetery	A Historical Archaeological Assessment should be prepared for the site by a qualified archaeologist to determine the likelihood of intact unmarked burials and survival of remains associated with earlier church potentially located in the area.	Medium	HCC to engage a qualified archaeologist
Half Moon Farm Cemetery	The existing timber picket fencing appears secure, though damaged in places and not stylistically contemporary with the graveyard. Repairs should be made to protect the cemetery from animals and other encroachments.	Medium	HCC
Half Moon Farm Cemetery	Work with living relatives/families to source funding/grants to assist in the conservation of significant graves.	Medium	Relatives/families with HCC
Half Moon Farm Cemetery	Remove woody weeds and weed sources in proximity. Undertake weeding and regular maintenance of the existing landscape.	Low	Volunteer/community groups with HCC
Half Moon Farm Cemetery	Source funding to restore broken headstones, establish correct positioning of moved stones and restore headstone and footstone locations.	Low	HCC

Cemetery	Action	Priority	Responsibility
Half Moon Farm Cemetery	Consider low-key interpretation/signage to encourage visitation and connection with the site including online information on Council's website if this is appropriate for consistency of the HCC cemeteries as a group.	Low	HCC
Richmond Lawn Cemetery	Undertake light weeding, removal of dead vegetation, mowing and regular maintenance of the existing landscape with community volunteer assistance.	High	Volunteer/community groups with HCC
Richmond Lawn Cemetery	Investigate the possibility of providing a small section of designated parking on site in order to safeguard burials and monuments from vehicular collision.	Medium	HCC
Richmond Lawn Cemetery	Investigate whether a permeable landscape edge along Clarendon and Dight Streets may be more appropriate.	Medium	Volunteer/community groups with HCC
Richmond Lawn Cemetery	No new burials or excavation for new memorial areas should occur before unmarked graves, known to exist in the cemetery, have been properly located. Consider GPR to undertake this investigation.	Medium	HCC as directed by a qualified professional
Richmond Lawn Cemetery	Source funding to restore significant monuments, headstones and grave furniture.	Medium	HCC and community groups
Richmond Lawn Cemetery	Ensure availability of sufficient space for additional memorialisation of deceased in columbaria, lawn and monument sections within active cemetery areas if necessary.	Medium	HCC
Richmond Lawn Cemetery	Undertake routine maintenance of existing signs as appropriate.	Low	Volunteer/community groups with HCC
Richmond Lawn Cemetery	Consider some internal signage and a map to assist identification of burials/row numbers.	Low	HCC
Richmond Lawn Cemetery	Treat cemetery ironwork against rust.	Low	Volunteer/community groups with HCC as directed by a qualified professional
Richmond Lawn Cemetery	Work with living relatives/families and/or interested local community support groups to source funding/grants to assist in the conservation of identified items.  Investigate further opportunities available to research the history of the cemetery and the early settlers buried there.	Low	Relatives/families with HCC