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# MANAGEMENT PLAN GUIDELINES FOR SOUTH AUSTRALIAN CEMETERIES

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**2005**

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## 1.0 BACKGROUND

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There are over 700 recorded cemeteries in South Australia. Most cemeteries around the State, in both rural and urban areas are under the care and control of Local Government, churches or cemetery trusts. Cemeteries, as well as being places of historical and cultural significance, frequently also contain remnant native vegetation, much of which no longer exists in the surrounding area.

The objective of these guidelines is to ensure cemeteries are managed in a way which will preserve and enhance their cultural and natural heritage values while, where appropriate, allowing them to continue to function as operational burial places.

The guidelines have been prepared under the auspices of the SA Local Government Association in order to

- clearly identify all statutory requirements in the management of cemeteries and to achieve the provisions of all relevant codes of practice and standards.
- respond to increasing community pressure to actively participate in and support cultural and environmental heritage protection.
- better address the management of community assets.
- meet the requirements of the Local Government Act 1999 to adopt community land management plans for all community land. (These need to be in place by the end of 2004)
- promote cultural development for all South Australians through an awareness raising process.

A Management Plan overcomes the problem of changes in staff and loss of corporate memory. It formalises the approach to management of a cemetery and provides guidance for all of those who need to undertake any activities in the cemetery or close by. It provides consistency of information.

It is intended to promote the use of the Management Plan Guidelines in all Local Government Areas throughout the State. As part of this process, a Cemetery Management Workshop, based on the issues covered in the guidelines, was held in Adelaide on June 4, 2004. The workshop was located at St Saviours Anglican Church and its associated early but still operational cemetery in Glen Osmond.

The project was initially formulated because concerned persons and Councils realised that SA is gradually losing many culturally and naturally significant values that are connected with cemeteries. It was realised that this is occurring for a range of reasons, including:

- **Development:**  
Many cemeteries are constantly being developed, redeveloped or upgraded, which has meant that inadvertent loss of vegetation and heritage elements has occurred.
- **Neglect and disturbance:**  
A lack of maintenance in some instances can result in the deterioration of a range of heritage elements in a cemetery such as monuments, fencing, plaques, troughs etc, to a point where they have lost their structural integrity. Remnant vegetation also suffers as a result of weed intrusion and competition, encouraged by previous disturbance or partial clearance.
- **"Garden Escapees"**  
This is a term that refers to many ornamental plants introduced into areas for their visual amenity. These, if not properly managed can become invasive in adjacent native vegetation. Many of these have been recognised as "environmental weeds".

- **Pests**  
Unmanaged areas may be subject to considerable damage from introduced pest such as rabbits, who will decimate vegetation, and may cause damage to structural items because of their burrowing.
- **Maintenance**  
Sometimes interested groups or individuals may decide to 'improve' a cemetery, perhaps as a community project or to repair the grave of a long lost relative or notable identity. This can result in a clean up to remove what appears to be old, broken items, or scrappy, weedy plants. This may result in the removal of native vegetation and significant heritage elements, or replace broken structures such as fencing with modern materials not matching the original. Council maintenance programs can often be the cause of inadvertent damage also.
- **Vandalism**  
Old cemeteries have been subject to inappropriate use and the removal of significant objects or random acts of damage. A component of this project will involve awareness raising through the community and Local Government, in order to provide some security through community supervision of cemeteries.

A Steering Committee was formed to assist with the development of the Management Plan Guidelines and the members represented a range of stakeholder and interest groups and organisations.

These included representatives from:

- Local Government Association
- Local Government Authorities
- Heritage Branch DEH
- National Trust of SA
- Adelaide Cemetery Authority
- Australian War Graves Commission
- Trees for Life
- Native Vegetation Secretariat DEH
- SA Cemeteries Association

## 2.0 ISSUES IN CEMETERY MANAGEMENT

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The Steering Committee for the Cemetery Management Guidelines project determined that the following list covers the major issues relating to management of cemeteries

- **Development and maintenance of infrastructure**
  - Internal roads and paving surfaces
  - Signage
  - Water supply and Irrigation
  - Water conservation
  - Storm water drainage
  - Electrical supply and lighting
  - Gates and perimeter fencing, internal markers and fences
  - Lights, bins, seats
  - Rubbish collection and removal, location of stockpiles
- **Workers in the Cemetery**
  - Staff management, skills and training
  - Volunteer workers and work and training protocols
  - Guidelines and signage (protocols and safety)
  - Occupational Health and Safety policy and practice
  - Insurance and liability
- **Public facilities**
  - User access, vehicle access, parking, pedestrian access
  - Toilets, shelters and seats, information signs
  - Insurance and liability
- **Immediate Operational Issues**
  - General maintenance
  - Compliance with legislation and regulations, standards
  - Retention/removal of existing headstones
  - Reuse of burial sites - methods used - responsibility for headstone
  - New burial guidelines
  - Records management
  - Columbarium and mausoleum requirements
  - Elaboration of memorials, tributes
  - Security of site, fencing, graves and buildings
  - Animal pest control and fencing
- **Care of War Graves**
  - Definition and standards
  - Legislative requirements
  - Contacts and information

- **Heritage value and character**
  - Conservation of headstones (including cleaning)
  - Repair of damaged headstones
  - Scale and character of memorials and monuments in historic areas (desired future character)
  - New commemorative structures: stillborn areas, significant families, dates etc
  - Heritage interpretation
  - Application for funding
  - Awareness of Burra Charter principles
  
- **Management of vegetation in and around the cemetery**
  - Relevant legislation
  - Maintenance of current landscaping
  - Retention and management of historic cultural landscape features
  - Identification of significant vegetation in grave sites and areas
  - Management of significant or endangered indigenous or endemic vegetation
  - Timing of work schedules to allow for winter plant rescue
  - Management of unused areas
  - Invasive vegetation and weed and plant disease control
  - Bushfire safety controls, access and risk management
  - Awareness of Natural Heritage Charter principles
  
- **Funding and Scheduling of Works**
  - Costing of required works
  - Council budgeting processes and works schedules
  - Sources of funding for works and conservation (National Heritage Trust, Department of Veterans Affairs, SA Cemetery Fund)
  - Locating sponsorship for works
  - Levy on licences for conservation works
  
- **Consultation, communication and publicity**
  - Contacting leaseholders
  - Establishing and coordinating Friends groups
  - Creating participatory programs - "adopt-a-grave"
  - Design and production of logos, brochures, signs and other information
  - Conduct of meetings and preparation of press releases

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The *Adelaide Cemeteries Authority Act* requirements for plans of management includes the following sections

- Operations
- Income and expenditure
- Marketing and cultural development
- Long term development plan

## 3.0 MANAGEMENT PLAN SECTIONS

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There are various possible formats for writing Management Plans. This section contains explanation and information relating to the issues which should be considered and included where appropriate. A summary Checklist follows and can be downloaded separately to assist in covering all important issues.

A Management Plan for a cemetery can be written to incorporate all or some of the following sections.

### 3.1 Introduction to Management Plan

This section should cover the basic information relating to the cemetery. It should include:

#### 3.1.1 Location and Title details

(using standard Cemetery Record Sheet following)

The reference to the Certificate of Title and the exact location of the cemetery by address or Allotment and Section number within a Hundred is useful for site visit purposes and to clearly define the ownership of the cemetery site. *Source:* Lands Titles Office, Council Records, early Hundreds Maps or other cadastral sources.

#### 3.1.2 Functional Status

The status of the cemetery refers to its current functional status, whether it is historic, operative or closed, cleared.

#### 3.1.3 Current Heritage Listing

Many cemeteries are included on the State Heritage Register or in the Local Heritage Register of the Local Government Authority concerned. This can be determined by contacting the Heritage Branch of the Department for Environment and Heritage, or the Local Government Authority. If the cemetery is a Local Heritage Place it will be included in the Schedule of Local Heritage places in the Development Plan for the Local Government Authority.

The State Heritage Register can be viewed on-line at the Department for Environment and Heritage website. [www/environment.sa.gov.au/heritage](http://www.environment.sa.gov.au/heritage)

#### 3.1.4 Cemetery Management and Current Operating Policies

The organisation or body responsible for management of the cemetery should be noted in this section and any existing operating policies which have been formulated by the managing authority should be included here also or as an appendix to the management report.

#### 3.1.5 Legislative Requirements

Cemeteries are governed by a range of legislation including:

- The *Local Government Act, 1934* - Regulations No. 113 of 1995 covers provisions for cemetery management. This Act also allows for community land management plans to be developed which is an appropriate form of management for historic cemeteries.
- *Local Government Act 1999*: requires the preparation of Management Plans for all community lands.



**NAME OF COUNCIL**  
**CEMETERY RECORD**

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**LOCATION MAP**

(Download from Property Record System)

(Indicate scale)

<b>Name:</b>	
<b>Address:</b> <i>include Section &amp; C.T.</i>	
<b>Responsible Authority:</b> <i>Council, Trust, Church, Family</i>	
<b>Type of Cemetery</b> <i>brief description, current operations</i>	
<b>Size:</b> <i>include number of monuments, significant vegetation areas</i>	
<b>General Condition:</b>	
<b>Heritage Status:</b>	
<b>Volunteer Group Contacts:</b> <i>Cemetery &amp; Graves Native Vegetation</i>	
<b>Sources of Information:</b>	
<b>Date of record</b>	

- *National Parks and Wildlife Act, 1972* - contains schedules of threatened plant and animal species.
- *Native Vegetation Act, 1991* - covers the legislation with regard to clearance of native vegetation.
- *Animal and Plant Control Act, 1986* - sets out pest animals and vegetation, and establishes pest and plant boards
- *Development Act, 1993* - includes the criteria for the assessment of cemeteries as Local Heritage Places and requirements for development approval. Regulation 6a) Significant Trees of the Development Regulations 1993 covers the definition of significant trees within cemeteries.
- *Heritage Act, 1993* - sets the parameters for State Heritage Registered Cemeteries.
- *Natural Resources Management Act, 2004* - covers the management of the natural environment, particularly animal and plant control.
- *The Health Act* - covers health requirements for burials and cemeteries.

All of this legislation can be viewed and downloaded from the State Government website -

[www.parliament.sa.gov.au](http://www.parliament.sa.gov.au)

- *Environment Protection and Biodiversity Conservation Act* - this is the Commonwealth Act which aims to protect the environment and heritage, through ecologically sustainable development, conservation of bio-diversity and the conservation of built heritage.

Other legal controls include: Building Code of Australia for any structures on site

Local government planning controls

(Council staff should assist with identification of any other controls)

### 3.1.6 Relevant Australian Standards and Charters

There are a number of Australian Standards and Conservation Charters which apply to the management of cemeteries and Cemetery Managers are advised to be aware of these:

- *Burra Charter* - provides standards and processes relevant to the conservation of the cultural values of historic places.  
The Burra Charter is available from the Australia ICOMOS website - [www.icomos.org/australia/](http://www.icomos.org/australia/)
- *Natural Heritage Charter* - provides processes and standards for managing native vegetation and the natural environment. There is also a guideline document *Protecting Natural Heritage-Using The Natural Heritage Charter*  
The Natural Heritage Charter is available from the Australian Heritage Commission website [www.ahc.gov.au/publications/anhc](http://www.ahc.gov.au/publications/anhc) and /pnc
- *Australian Standard 4204-1994 Headstones and Cemetery Monuments*- sets out the requirements for new grave plots and monumentation.  
The standards document can be downloaded from [www/standards.org.au/](http://www/standards.org.au/)

## **3.2 Historical Summary of the Cemetery**

The *Conservation Guidelines for Historic South Australian Graves and Cemeteries* which can be viewed and downloaded from the Department for Environment and Heritage website provides advice on these sections

[www.environment.sa.gov.au/heritage/pub.html](http://www.environment.sa.gov.au/heritage/pub.html)

If the cemetery has historic graves or was established early in the settlement of South Australia it will have heritage value. This may be sufficient (particularly in the case of a cemetery which is included in a heritage list) to warrant the preparation of a specific Conservation Management Plan. If this is not the case, but there are historic elements in the cemetery the following guidelines apply.

A clear and concise history can be prepared for a cemetery if records exist and can be cross-checked with graves on site. It should be possible to document the development and periods of use of the cemetery.

### **3.2.1 Historical Development of the Cemetery**

This section should include any information which can be determined by research or early documents about the reasons for the establishment of the cemetery, who will be responsible for the initial management and how that responsibility changed over time. It could also include a summary of the ages of the graves and burial sites, and any information on significant burials or individuals who are interred in the cemetery.

### **3.2.2 Main or Notable Periods of Use**

This section on historical development of the cemetery might be as simple as a chronology which highlights the significant periods when the cemetery was used. This can often be determined from the changes in grave and headstone types across the cemetery.

### **3.2.3 Any Other Historical Information Relating to the Cemetery**

In this section, any sources which remain should be noted, including any early cemetery plans or cemetery burial records and where these can be referred to. Many Councils retain these types of records as the management and responsibility was handed to Council from the original trustees.

### **3.3 Survey of Condition and Elements of the Cemetery**

The *Conservation Guidelines for Historic South Australian Graves and Cemeteries* which can be viewed and downloaded from the Department for Environment and Heritage website provides advice on these sections

[www/environment.sa.gov.au/heritage/pub.html](http://www.environment.sa.gov.au/heritage/pub.html)

The current condition of the cemetery should be analysed to form the basis of the management approach. Cover the following issues:

#### **3.3.1 Current Description of the Cemetery and Its Plan**

A written description of the size and layout of the cemetery should be undertaken in this section and a plan referred to if this is possible. Many small cemeteries will be simple to describe as their use will be limited to a certain period. Larger cemeteries will require more careful delineation of sections in the description. In the description include any notable physical elements including layout, pathways, access-ways, and other structures on site including chapels, mortuaries or such.

#### **3.3.2 Grave Types and Condition**

A general description of the types of graves (usually related to their historical date) should be included and if there are any unstable or dangerous elements these should be highlighted.

#### **3.3.3 Alterations and Adaptations to the Cemetery**

Over time areas in many cemeteries have been cleared for reuse or purely as 'tidying up'. These should be carefully analysed and included in the description of the current condition of the cemetery. Many cemeteries were converted to Pioneer Parks in the 1960s and 70s with gravestones removed or set around the edges.

#### **3.3.4 Mapping**

Wherever possible and with reference to early plans where these are available, a plan of the cemetery should be drawn up which provides at least the grave plot/allotment plan and layout for the cemetery. This will serve as a basis for recoding various elements and can be used as a basis for proposed future works also.

If possible, a cemetery should be resurveyed and the survey compared with the original plan. This will establish the true edges of the cemetery reserve.

#### **3.3.5 Recording**

The existing grave sites and monumentation in a cemetery are required to be recorded, if the cemetery is currently operative this will be in place. However, historic cemeteries may require some form of grave record system to be established. There are many versions of grave site records and each management plan will need to develop an appropriate form of recording for the individual cemetery. Examples are given in the *Conservation Guidelines for Historic South Australian Graves and Cemeteries*.

### 3.4 Survey of Landscape and Vegetation in and around the Cemetery

The *Conservation Guidelines for Historic South Australian Graves and Cemeteries* which can be viewed and downloaded from the Department for Environment and Heritage website provides advice on these sections

[www.environment.sa.gov.au/heritage/pub.html](http://www.environment.sa.gov.au/heritage/pub.html)

Many cemeteries form important cultural landscapes or contain significant vegetation - indigenous or introduced. There are also likely to be issues with weeds or pests. The existing landscaping and vegetation in the cemetery and surrounding areas should be carefully analysed and recorded:

#### 3.4.1 Landscape Plan and Planting within the Cemetery

A landscape plan of the cemetery will assist in management by highlighting the significant elements including significant trees including early planting, shrub and tree patterns and other elements. These create a cultural landscape which should be managed appropriately and conserved if necessary. Any new landscaping which has inadvertently used potentially invasive species should be noted, and recommendations made for its removal.

#### 3.4.2 Context and Setting

The description of the cemetery should also include the context and setting for the landscape including location of paths, fences, gates and other structures, and any obvious specific landscape elements.

#### 3.4.3 Indigenous and Endemic Vegetation, Identification and Classification

Native vegetation is often found associated with cemeteries and makes a significant contribution to both the natural and cultural values of the place. Cemeteries may contain examples of original ecosystems including specimens of rare or threatened plants, and provide a habitat for native animal life. The document *Protecting Natural Heritage: using the Australian Natural Heritage Charter* provides guidelines and checklists for preparing and implementing conservation policies which will conserve important indigenous and endemic vegetation.

Identification and classification of such vegetation is the work of a specialist and a group such as Bush for Life, or Regional Conservation, Department for Environment and Heritage should be contacted for assistance in this area. It is possible that there are points of conflict between native vegetation and grave conservation, so it will be important to determine if the species damaging the grave is threatened or not. If there are substantial stands of remnant vegetation elsewhere in the cemetery, it may be possible to remove native vegetation from the graves, especially trees and shrubs whose roots may damage headstones.

#### 3.4.4 Invasive Vegetation and Animal Pests

Many invasive plant species such as kikuyu grass, bridal creeper, pines and other trees have been inadvertently planted in cemeteries. These can also spread to surrounding areas, both within and outside cemetery reserves. Careful control programs should be considered.

Weeds and other invasive vegetation must be carefully removed, preferably by hand, or using a selected low toxicity herbicide. Mechanical weed removal is often damaging to graves and surrounds. This form of careful removal is important for tree seedlings as these can be extremely damaging to grave structures as they grow.

Animal pests also cause severe damage to cemeteries through burrowing and destruction of vegetation. If this is unmanaged considerable degradation of the cemetery will result and its value reduced. Rabbits and pigeons have proven particularly destructive.

Any program of control should use minimum disturbance techniques to ensure that the least damage is done to important natural environments. The legislation requires workers to exercise caution at all times. Councils should contact the relevant Regional Animal and Plant Control Board for assistance in any pest control program. Some chemicals are on the controlled list and will require a license for use.

#### **3.4.5 Landscape and Vegetation Management Systems already in place and their effectiveness**

It is also useful to review the current management systems for landscape and vegetation which are in place and highlight any weaknesses or failures these systems have in terms of retaining the significance of the cemetery and the landscape values of the cemetery. Endorsement from the Natural Vegetation Board can be sought for this aspect of Cemetery Management Plans.

## LANDSCAPES - WHAT TO DO FIRST

### Basic maintenance and initial measures for cemeteries landscapes

**There are some things that can be done to protect the cemetery landscape before a Cemetery Management Plan is prepared. These tasks will ensure there is no loss of valuable vegetation or other landscape elements and allows time for careful assessment before more complicated works are undertaken, if required.**

***Wait, do nothing to the plants.*** If no records exist of existing or previous plants growing in the cemetery is best to wait for twelve months before doing any weeding, removal or remedial work on plantings. Weed control may destroy valuable bulbs, annuals, perennials or remnant indigenous vegetation.

***Prepare a plan.*** During this initial period, obtain or make a simple plan of the cemetery and record all the landscape elements.

***Trees.*** Record the species, location, trunk size and canopy size on the plan. Keep a record of trees. It is important to note the spread of the tree canopy as this will affect the type and condition of planting growing underneath it. Bulbs may reappear once woody weeds have been removed.

***Significant trees.*** If the trunk circumference measured at one metre above ground level is greater than two metres, within the Metropolitan area and some rural Councils, it may be a significant tree under the Development Act 1993, depending on the locality of the cemetery. Significant trees require Development Approval if they are to be removed.

***Observe and record plants growing in and around the cemetery.*** This can be a daunting task and may require the assistance of an experienced botanist or environmental consultant. Recording should take place at regular intervals throughout the year so that annuals and bulbs are recorded.

***Basic weeding:*** Once weeds and invasive vegetation has been positively identified and all existing vegetation recorded over a twelve month period:

***Grave sites:*** Carefully remove weeds preferably by hand, or poison with a glyphosate bioactive herbicide which does not damage stonework. Alternatively, carefully trim or mow or use a combination of these methods. Any specifically planted grave plants, such as bulbs or roses, should be carefully protected and retained.

***General landscape areas:*** including hedges, avenues of trees, ornamental garden beds, lawns etc. These areas may be less sensitive than areas in proximity to graves. However, once the planting has been recorded it should be assessed as to its cultural and historic appropriateness, water needs and ease of maintenance (e.g modern roses may be out of character). Remove weeds as for grave sites and prepare a plan to replace any inappropriate planting.

***Remnant native vegetation:*** Best bush management practices should be adopted. Refer to *Stop Bushland Weeds*, Meg Robertson, Nature Conservation Society SA, 1994.

***Watering:*** Watering in the vicinity of graves should be discouraged and be done only by hand. Plants in the vicinity of graves which are of significance should be protected but not encouraged or nurtured by watering and fertilisation.

*Extract from Historic South Australian Historic Graves and Cemeteries-Conservation Guidelines*

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**A Statement of Cultural Value could be written at this stage**

**A plan of the cemetery should be prepared combining the analysis in a graphic form**

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### **3.5 Conservation**

Management Plans for cemeteries which include historic areas or grave sites should include a conservation section. Policies and implementation recommendations for important historic elements of the cemetery will need to be prepared. Reference should be made to the document *Historic South Australian Graves and Cemeteries - Conservation Guidelines* which is available on the Department for Environment and Heritage website

[www/environment.sa.gov.au/heritage/pub.html](http://www.environment.sa.gov.au/heritage/pub.html)

The guidelines can be downloaded and provide a clear outline of the processes for analysing the cemetery elements, preparing policies and implementing conservation processes.

This section should include:

#### **3.5.1 Comprehensive Conservation Policies for the Cemetery as a Whole**

There are a range of areas which will require appropriate conservation policies in historic cemeteries. These are covered in the guidelines and include the following issues:

- Retention of the heritage values of the cemetery.
- Conservation of the cemetery's historic physical elements including all monuments, surrounds, grave furniture and landscape features.
- Policies for general maintenance and ongoing work.
- Appropriate policies for new works in historic areas.
- Interpretation and signage.
- Policies which will affect the ongoing responsibility and management of the cemetery.
- Policies on the appropriateness of the conversion of cemeteries or areas within historic cemeteries.

#### **3.5.2 Specific Policies for Special Areas**

Specific conservation policies and recommendations should be written for special areas within any cemetery. These could include entranceways, denominational areas, dedicated memorial sections, still-born babies sections, or any other important and unique areas within the cemetery.

#### **3.5.3 Policies for the Retention of the Original Plan or Layout of the Cemetery**

It may be necessary to determine policies which will encourage the retention of the original plan or layout of an historic cemetery or the early sections of any cemetery. This will ensure that policies which require the retention of early elements of cemetery planning will ensure that decisions made on reuse or clearance of any area will respect the original historic values of the plan.



### 3.5.4 Conservation Techniques for Historic Graves and Monuments

All parts of the grave site should be conserved and cared for including headstones, iron work, kerbing, grave tops and ledgers

There is a wealth of information and material available for guiding work on historic graves and monuments and much of this is included in the *Conservation Guidelines* from the Department for Environment and Heritage. It is important that the basic understanding of the need for care and following the appropriate techniques is communicated to any interested party who is intending to undertake any work in the cemetery. This is to circumvent well meaning but inappropriate actions in restoring or cleaning significant historic headstones or other elements within the cemetery. The *Conservation Guidelines* contain a simple set of instructions on **'What to do First'** and this is included here. More detailed guidelines are available in the *Conservation Guidelines* themselves.

### 3.5.5 New Monumentation/Memorialisation on Existing Graves and Within Historic Areas

Policies should also be prepared for the type of new monumentation which will be allowed within historic areas of any cemetery. Generally if the following principles are followed, any new graves in historic areas should not detract from the existing character:

- New headstones should reflect the existing character of the area in which they will be located.
- Generally, new headstones should be of similar form and dimensions to those adjacent or close by.
- New headstones should not be higher than the general height of the headstones in the immediate area.
- The colour of new headstones should not be darker than those adjacent.
- New grave plots can be marked by simple stone kerbing, low fencing, or have no surrounds.

Policies should be determined which will retain the historic character of any area.

New memorialisation of existing graves where additional family interments have occurred should be through carefully considered additional inscriptions on the existing monument, separate from and below the original, or on another face; or by the use of a separate new tablet at the base of the existing monument, or at the foot of the grave. New tablets should be complimentary in material to the existing headstone.

Further information on these approaches is available in the *Conservation Guidelines*.

## GRAVE SITES - WHAT TO DO FIRST

### Basic maintenance and initial conservation measures for grave sites

**There are some things that can be done before a Cemetery Conservation Management Plan is prepared. These basic tasks will ensure that no further deterioration occurs and will keep things in place until more complicated works can be arranged, if necessary.**

***Location and collection of fragments.*** Pieces of any damaged headstone or part of a monument such as lettering, tiles and other fragments should be collected together and kept temporarily at the relevant gravesite until appropriate repairs can be done. If there is any risk of further damage on site, the fragments should be securely stored, clearly labelled and their location identified, for later reinstatement.

***Temporary placement of broken monuments.*** Broken pieces of headstones should be collected and laid on the grave with the inscription upwards. These pieces should be set on a sloping bed of coarse aggregate to allow water run-off, and also allow the inscription to be read by visitors. More permanent conservation should be carried out as soon as possible.

***Basic weeding.*** Weeds and invasive vegetation should be removed carefully by hand, poisoned with a herbicide which does not damage stonework, carefully trimmed or mowed or a combination of these methods. Any specifically planted grave plants, such as bulbs or roses, should be carefully protected and retained.

***Chocking beneath unsupported plinths and kerbs.*** The gaps beneath unsupported masonry of headstones and grave surrounds should be chocked with coarse stone and gravel bound with a stiff mortar made from low alkali cement. This will provide some resistance to further erosion, until major conservation works can be done if necessary.

***Filling to counteract erosion.*** If erosion has occurred the ground surface should be built up with an outward sloping surface to direct water run-off away from the base of graves and prevent further erosion and undercutting.

*These notes are based on recommendations made by David Young, Heritage Consultant and Conservation Scientist, for conservation at West Terrace Cemetery in 1997*

### **3.6 Development of Infrastructure and Buildings**

Infrastructure and buildings within the cemetery and its immediate linkages with surrounding areas need to be considered. New structures should be carefully considered in any cemetery, historic or recent. The following issues should be resolved and clear policies and programs developed for their installation and/or appropriate maintenance.

Ensure that all decisions made for the development of infrastructure and buildings within the cemetery accord with the conservation policies which have been determined if the cemetery has historic value. The siting of new structures must also avoid damage to any remnant native vegetation. The rescue of plants which are likely to be damaged by the new works should occur, preferably in winter, prior to any works being undertaken. Contractors must be suitably briefed on this issue.

#### **3.6.1 Lighting and Electrical Supply**

Provision of electrical supply and lighting to a cemetery will probably be limited to the main entrance and major structures within the cemetery area. If the cemetery is located in an urban area and vandalism is an issue, extra lighting for security may be required. The installation of electrical poles and wires should be weighed up against the undergrounding of wires in terms of the aesthetic impact on the cemetery itself. Stobie poles may not be appropriate in historic cemetery areas.

#### **3.6.2 Water Supply and Use within the Cemetery Including Conservation and Irrigation**

In most cemeteries the supply and use of water is a significant issue and taps need to be provided at appropriate locations throughout the cemetery area. Irrigation of landscape elements should be carefully controlled and no spray irrigation should wash over grave headstones or monuments as this could cause serious damage. In dry areas the conservation of water is paramount and introduced landscaping should not require major irrigation.

As water supply and use is an important consideration, volunteer groups should be advised as to the most appropriate types of planting, and should avoid the use of plants which require heavy watering.

#### **3.6.3 Storm Water Control and Drainage of the Cemetery Site**

Flooding water from heavy rains or unmanaged run off can cause erosion and damage to grave sites, monuments and headstones and paths throughout cemeteries. Ponding of stormwater is unsightly and can also be damaging. Appropriate drainage facilities including sumps, swales and other drainage devices should be carefully designed to blend with the cemetery landscape and other significant elements, but be effective in removing surface water and provide effective drainage for the site.

Full consideration needs to be given to surrounding native vegetation if any exists. Run off favours weeds and may impact on dryland plants. Water borne plant diseases may also occur and should be monitored.

#### **3.6.4 Storage, Sheds and Rubbish Areas**

The provision of structures for storage of equipment, materials and rubbish need to be located in appropriate areas and not intrude on any early or significant cemetery planning. The materials and forms used for these structures should be appropriate to the design of the cemetery generally and reflect other elements in the cemetery. It is usually best to keep the structure simple and discretely sited. The collection of rubbish needs to be undertaken regularly to prevent unsightly build up.

### **3.6.5 User Facilities - Toilets, Shelters, Seats, Bins**

Toilets, shelters, seats and bins, and other street furniture required in a cemetery needs to continue an appropriate design theme and be carefully considered in terms of the overall appearance of the cemetery. These should be located in sensible, but discrete, situations. Toilets are best located closest to the entrance where appropriate. It may not be necessary to provide a full range of user facilities in small historic cemeteries.

### **3.6.6 Columbaria, Mausoleums and Commemorative Sites**

New structures within cemeteries for interments such as walls for cremated remains, mausoleum type graves and commemorative sites for specific burials such as stillborn babies and other notable groups, should be designed with the assistance of an architect or designer who is skilled in such sensitive issues. It is useful to obtain information from other cemetery managers as to the types of structures for memorials that have been installed in other cemeteries.

Any new site for structures should be located well away from areas set aside for environmental conservation. Any damage to endemic vegetation must be avoided. If the structure is to be located within a developed area it should be carefully sited, and no damage should occur to existing environmental and cultural values

### **3.6.7 Signs and Markers**

Signs should be designed and located to provide the information required by visitors. A plan of the cemetery is a useful aid if located at the entrance to the cemetery. It should assist in finding denominational areas and specific grave plots.

## **3.7 Traffic and Circulation**

The movement of users and staff through the cemetery is of considerable concern in terms of maintaining the integrity of an historic cemetery and the well managed appearance of a larger operational cemetery. The following issues should be considered.

### **3.7.1 Internal Roads and Paving - Surface and Maintenance**

The materials used for surfaces of internal roads and paths should be carefully considered and chosen according to the amount of use and the durability of the material. It is usually best to continue with the original or matching road and path materials in order to maintain the character of the cemetery. Retain any early edging or swale surfaces also.

Maintenance works should be programmed to maintain the road and path surfaces in good order. Avoid any build up of levels, particularly around early graves, and maintain clear drainage in all areas.

### **3.7.2 Access, Vehicle and Pedestrian Circulation and Parking for Visitors**

When preparing a management plan for a cemetery, information should be gathered on the types of vehicles which require access into the cemetery and the amount of parking required for visitors. This can be determined through a traffic study over a period of time and proper allowance made for the average vehicle use. When designing the access paths within the cemetery, care must be taken to allow safe access for pedestrians, separate from vehicle access wherever possible.

Any decisions regarding new pathways or roads must be taken only after the proposed site is inspected for any significant remnant native vegetation. The rescue of plants which are present should occur, preferably in winter, prior to any works being undertaken.

### **3.7.3 Size and Type of Vehicles, Including Excavators, Allowable on Various Surfaces and in Specific Areas**

A range of vehicles need access into the cemetery other than car access for visitors. Excavators and other maintenance vehicles must enter the cemetery at various times. Policies should be developed which provide advice on the allowable types and sizes of vehicles within the cemetery areas, and on the various paving and road surfaces. Information on areas where heavy vehicles should not be allowed must also be provided must also be provided within the management plan.

In order to prevent damage to fragile ecosystems, all vehicles should keep strictly to roadways already established. There should be no reversing or turning on natural ground.

## **3.8 Maintenance**

In order to assure the continuing viability and conservation of significant elements of a cemetery the ongoing maintenance needs must be accurately assessed, maintenance programs determined, and resources made available. There are a range of maintenance issues which must be included in any assessment of the management needs of a cemetery.

### **3.8.1 General Maintenance**

Specific staff and man hours must be programmed into any general maintenance schedule to ensure that the basic issues are covered.

### **3.8.2 Removal of Rubbish**

Regular removal of rubbish including dead flowers and other tributes should be programmed in order to maintain a well kept appearance of the cemetery. A dedicated and secure area for rubbish must be created. The rubbish must not be dumped in bushland near the cemetery but disposed of properly. This will avoid any pest plants spreading into nearby bushland.

In addition, soil excavated from graves needs to be stockpiled in a specific area within the cemetery reserve and reused later if required, not dumped in adjacent bushland.

### **3.8.3 Special Procedures for Particular Types of Grave Surrounds (Particularly Historic Graves)**

Maintenance of historic grave sites and surrounds including general weeding and reinstatement of dislocated elements should be set out in the maintenance section of the management policies.

### **3.8.4 Maintenance or Reinstatement of Original Ground Levels**

Maintaining or reinstating of original ground levels around early graves is an important part of the conservation process and could be scheduled into a maintenance program. Careful removal of built up soil around graves can prevent further deterioration. Recommendations for the methods to undertake this can be found in the *Conservation Guidelines*.

### **3.8.5 Landscape Maintenance and Mowing**

Landscape maintenance should be undertaken in a manner which will not damage any of the existing grave sites, monuments or significant landscape elements. Mowing using ride on mowers or motor mowers should be undertaken away from sensitive landscape areas of native vegetation or existing grave sites which could be damaged by such invasive maintenance measures. The *Conservation Guidelines* contain a single sheet headed 'Basic Maintenance and Initial Measures for Cemetery Landscapes', these should be incorporated into any landscape maintenance and mowing program.

### **3.8.6 Weed and Animal Pest Control**

Advice should be sought from Regional Animal and Plant Control Boards on the best methods to control invasive weeds and animal pests. Some plants which appear attractive could cause damage to the cemetery landscape or surrounding native vegetation if allowed to propagate or spread. Further advice can be sought from Bush for Life on ways to coordinate control programs with a minimum disturbance approach to the work.

It may be necessary to install rabbit proof fences some distance from the boundary of the cemetery if these animal pests are causing damage by undermining graves.

### **3.8.7 Fencing**

Cemeteries are required to be fenced under Regulation. Any historic fencing or walling should be maintained in a manner which continues its original form, structure and materials. New fencing which requires maintenance should be repaired appropriately without damage to early elements. New fencing should be designed to blend with existing boundary elements.

### **3.8.8 Control of Floral and Other Tributes on Graves**

The operational policies for the cemetery should set out appropriate types and locations for floral tributes. (Berri Barmera cemeteries operational policies have a simple list of do's and don'ts with regard to tributes and flowers). As part of maintenance, any damaged, deteriorated or dead tributes should be removed from graves after a reasonable period of time. The intention of cemetery management to do this should be set out on any cemetery notices at the entrance to the cemetery.

### **3.8.9 Care of War Graves, Responsibility and Contacts**

The Office of Australian War Graves in South Australia has a set of recommended methods for caring for such graves. It should be noted that the alteration of official monuments is not permitted without approval from the Office of Australian War Graves, South Australia. Official headstones and plaques are provided by the Office of Australian War Graves and remain their property. The following information has been provided by OAWG.

#### **OFFICE OF AUSTRALIAN WAR GRAVES SOUTH AUSTRALIA**

The Office of Australian War Graves, on behalf of the Australian Government, is responsible for the provision of memorials for eligible veterans and for the perpetual maintenance of those memorials. The South Australian OAWG maintains official commemorations in over 235 cemeteries throughout South Australia and parts of Western New South Wales and North Western Victoria.

The commemorations include over 22000 in monumental and lawn sections of civil cemeteries and those in crematoria, War Cemeteries, War Plots and the South Australian Garden of Remembrance (GRM).

The official commemoration of eligible veterans is based on equality and uniformity, to ensure that each veteran is commemorated in the same manner, whether that be a full grave monument or a lawn, niche or GRM plaque.

Criteria for eligibility for official commemoration includes, receipt of a TPI pension, ex-prisoner of war or if death is accepted as being due to war service. Further details can be obtained in the OAWG Information Brochure.

The South Australian Garden of Remembrance, our Office and depot are located in the Centennial Park Cemetery, Adelaide. Also within the Centennial Park is Centennial Park War Cemetery where the remains of 198 Second World War dead are interred.

Most of our monumental and lawn commemorations are easily identified by a standard bronze plaque, which usually has a service badge and a cross. Some, generally war period commemorations, have a marble headstone rather than a bronze plaque. Our standard grave cover is concrete kerb with a stone chip infill. Crematoria plaques also have a standard format and can now be found on walls or in

gardens. Typical examples of these official commemorations can be found in the OAWG Information Brochure.

In South Australia war cemeteries/plots are located in Adelaide, Barmera, Port Pirie, Mallala and Mount Gambier. However, most war graves are scattered throughout general cemeteries and are distinctive due to the use of white Ulam marble for the headstone.

### **ALTERATION OF OFFICIAL MONUMENTS**

Alteration of a monument is not permitted without OAWG approval. Common unauthorised alterations include placing a stone ledger over the standard grave cover, fixing photos and other objects to the bronze plaque and painting grave covers and headstones. If families propose to alter a monument it would be appreciated if cemetery management would advise the family of our policy and refer any queries to OAWG South Australia.

### **MONUMENTS BUILT TO SPECIFICATION**

Although we generally have long standing relationships with masons who build our monuments, assistance from cemeteries to ensure piers are constructed to specification and any cemetery requirements are met, is appreciated. A new specification for grave construction has recently been introduced which requires piers to 300mm below the level of the first interment, unless this is impossible, due to rock, for instance.

### **SECOND BURIAL**

Arrangements for, together with the cost of, a second burial in an official grave are not the responsibility of the Office of Australian War Graves.

After a second interment, the official plaque or stone must not be modified in any way and the grave must be restored as per the original specifications. The Office of Australian War Graves will restore the grave infill free of charge.

The cost of any extra, non-official plaque is the responsibility of the next of kin. Extra plaques are to be placed towards the foot of the grave in a horizontal or slightly angled manner, and must not detract from the official plaque or headstone.

Next of kin need to be aware that should the memorial be altered and the Office of Australian War Graves is not able to continue maintenance of the grave, the official plaque may be removed from the gravesite. The veteran will then be officially commemorated in a Garden of Remembrance.

All official plaques and headstones in all cemeteries remain the property of the Commonwealth of Australia and must be returned to the Office of Australian War Graves.

### **PRIVATE USE OF SERVICE BADGE**

If a veteran is not eligible for an official commemoration, the next of kin may apply on the appropriate form, obtained from our office, for permission to use the official Service badge. All costs are the responsibility of the next of kin.

To improve the service we provide to the veteran and general communities we would welcome your comments or queries to the State Manager, Keith Thorogood, on 08 8277 3993.

### **CONTACT DETAILS**

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## **3.9 General Management Issues**

Other management issues for operational cemeteries need policy decisions and available resources. Consideration should be given to developing management policies for the following issues:

### **3.9.1 New Graves in Historic Areas**

This is a sensitive issue and needs to be handled carefully. The historic qualities of early sections of cemeteries must not be compromised by allowing inappropriate styles of graves or headstones in such areas. The *Conservation Guidelines* provide an outline of appropriate approaches and policies need to be clearly set out in any regulations which are prepared for the cemetery.

### **3.9.2 Reuse of Areas and Grave Plots**

Cemetery management authorities must determine where and when areas which have already been used for interment are reused. This is a contentious issue and clear policies need to be developed. The length of licences and notification of expiry of licences needs clear delineation.

### **3.9.3 Opportunities for Expansion and Types of Burials to be Allowed**

Opening up new areas for interment outside of historic areas should be undertaken carefully and the original plan of the cemetery not compromised by such new areas. It is better if these areas are physically separated by unused or landscaped land. Management policies need to be determined for the types of burials to be approved. There is a move towards 'natural' burials, but these must meet burial regulations. Simply monumented or non-monumented grave sites could also be considered.

Native vegetation must not be compromised by any expansion of burial areas within the cemetery. It could be necessary to use separate cleared land for new graves to avoid potential conflict with the heritage values of old cemeteries.

### **3.9.4 Security**

Vandalism is a constant worry in cemeteries, and the tall monuments attract most damage. Generally, well lit cemeteries in urban areas will deter vandals, but in country areas, isolated cemeteries should not be brightly lit in order not to draw attention to their location.

### **3.9.5 Staff Training**

Cemetery management authorities should include staff training programs in their list of priorities in order to maintain the understanding and recognition of particular qualities of the cemetery which need to be retained. Training in conservation of physical elements and the natural environment, maintenance, volunteer management, recognition of risk and safety issues for both staff and public and other areas which require some background knowledge should be available for all staff who will be working in the cemetery.

### **3.9.6 Risk Assessment - in/of Various Areas - Safety, Fire, Volunteers and Others**

Cemetery management authorities should seek assistance in assessing any risks involved in cemeteries. This could be in the area of volunteer management and activities, generally physical safety, fire hazards, vegetation management risks and any other areas. The Local Government Association can provide assistance in undertaking risk management training programs. Contact Ms Carolyn Jachmann at the Local Government Association, for more



information on the LGA Mutual Liability Scheme, and appropriate risk Management procedures for cemeteries. A sample risk management policy is available through the LGA.

Various Councils and volunteer organisations have sensible volunteer management protocols in place. Volunteers need to be made aware of the need to consider personal safety when working in a cemetery, and will need to follow any risk minimisation policy which is in place. These policies should also cover the management and use of hazardous and dangerous substances, and suitable emergency procedures.

The conditions in a cemetery need to be monitored regularly to prevent any dangerous situations arising, and this should be included in any maintenance and works schedule.

### 3.9.7 Writing Operating Policy for the Cemetery

If the cemetery is operational, the managing authority should develop a written document which sets out the operational guidelines of the cemetery. The policies determined in the Management Plan should be converted to a set of policy statements which can be then be used to inform the public of the way in which the cemetery functions.

These should include general definitions (from the Regulations), opening hours, location of office, fees, controls on planting and floral tributes, traffic control, burial grants or lease conditions, removal of memorials, conditions for burial, monument design

A licence form for the interment will also need to be provided

The SA Cemeteries Association can provide assistance in these matters.

## PERSONAL SAFETY

There are a number of hazards to look out for when walking or doing work around cemeteries. As long as adequate precautions are taken accidents can generally be avoided.

***Do not walk on grave sites:*** Soil overlying graves may gradually subside over time or may collapse when walked on.

***Do not lean on headstones or monuments:*** As a result of soil collapse, monumentation may become unstable. If monuments collapse they may be irreparably damaged as well causing serious personal injury.

***Do not use whipper snippers:*** whipper snippers can accidentally come into contact with fragile stone, metal or other loose objects. As well as potentially damaging grave monumentation, they can cause serious personal injury.

***Snakes and other biting things:*** Snakes are a part of Australia's native fauna and may naturally belong in the areas of indigenous vegetation within the cemetery. Snakes are shy by nature and will only attack when threatened. Take care, however, especially in warm weather and where work is being undertaken in areas of dense, long grass that have been unattended for some time. Avoid killing snakes wherever possible. Also be aware of ants and other biting or stinging insects in grasses and on graves.

## **3.10 Financial Operations**

The management of any cemetery requires careful financial decision-making. The following matters should be considered in relation to the size of the cemetery and the money available for its management.

### **3.10.1 Income and Expenditure**

If the cemetery is operational a clear set of accounts which can be audited will need to be kept. Some cemeteries will pay their way, but others will require subsidisation from Council. Allowance should be made in Council or managing authorities budgets for the use and maintenance of the cemetery.

### **3.10.2 Budgets and Funding**

Sources of funding for works and conservation are available from a number of sources for various elements of the cemetery. Funding is available to prepare Management Plans. Applications for larger amounts of funding are more likely to succeed if a Management Plan is in place.

Possible sources include

- National Heritage Trust - supports projects which conserve and rehabilitate the natural environment
- Wildlife Conservation Fund -
- Department of Veterans Affairs - provides care for SA war graves through the Australian War Graves Commission
- SA Cemetery Fund [DEH] - provides small grants for conservation work in historic small cemeteries
- SA Heritage Fund [DEH] - provides funding for cemeteries which are included on the State Heritage Register.
- SA History Trust - provides funds for organisation and conservation of cemetery records

### **3.10.3 Financial Viability and Financial Management Strategies**

This section should include any processes that could be considered in order to increase a cemetery's financial viability, through the use of sponsorship, volunteers, subsidised employment schemes or any other strategies to assist in the financial health of the management process.

### **3.10.4 Insurance and Liability / Risk Management**

Assistance can be obtained from the Risk Management section of the Local Government Association (see above)

### **3.10.5 Continuing Use Policy**

Based on the historic value and the size of the cemetery reserve some cemeteries may not be able to remain operational. Others will have sufficient space within or adjacent to the existing area to continue to be used. In some cases, the reserve may be the only area possible for burials and reuse of plots may be a necessity. Careful consideration of all options and constraints must be made when a continuing use policy is formulated

### **3.10.6 Development Priorities and Staging**

Allowance needs to be made in Council planning for the needs of the cemeteries in their care and control. Schedule work at the most appropriate times for both maintenance and conservation of the historic elements and the natural environment.

### **3.10.7 Records Management Systems**

The Local Government Act requires the keeping of records for any cemetery, and the details are spelt out in the Regulations. This involves both a plan and register of interments.

[Refer to the website

[www.parliament.sa.gov.au/Catalog/legislation/Regulations/L/1995.113.htm](http://www.parliament.sa.gov.au/Catalog/legislation/Regulations/L/1995.113.htm) ]

Historic records should be cared for appropriately and if there is a heavy demand from researchers, consideration should be given to transferring the information into an electronic data base for simple access and for protection of the valuable archival material.

## **3.11 Interpretation and Community Involvement**

A cemetery is a community resource. Consideration of the following issues allows for the use of this resource in the most effective and interesting way.

### **3.11.1 Friends Groups/Volunteers - Management, Briefing and Supervision**

Any cemetery needs friends, and volunteers can provide a most welcome source of enthusiastic workers to maintain the cemetery and undertake basic conservation works. Volunteer groups require appropriate management, careful briefing and some degree of supervision. Advice in these areas can be obtained from Local Government Authorities which already have volunteers in place and volunteer organisations such as the National Trust.

Responsible authorities should be sure that appropriate insurance and induction and training are provided for all volunteer workers. Where possible, Council should keep a register of volunteers and exercise some degree of control over group activities. Council will also need to act as a coordinating body for groups with different and potentially conflicting interests.

Subsidised labour programs and volunteer work must meet quality standards set in the management plan. This will avoid poor work which could degrade conservation and environmental values.

### **3.11.2 Tourism Potential**

Cultural tourists have an interest in the historical development of an area and the cemetery can provide this information. Genealogical societies find cemeteries an amazing source of information for tracing the family trees of their members. All of these interest groups could be attracted to visit more widely in the district when they are visiting the cemetery. The interest the cemetery provides could be built in to any tourism program for the area.

### **3.11.3 Marketing and Cultural Development**

In order to tap into the cultural tourism market the cultural development office for any Local Government Authority managing the cemetery should be aware of the historic and social interest which cemeteries provide within the district.

#### **3.11.4 Methods of Interpretation**

Interpretation of any historic site is intended to make the history of that site more accessible to visitors. This can be done through means of signage, trails pamphlets, interactive audiovisual means and other approaches. Cemetery management authorities should investigate interpretation of other cemeteries, and when necessary, seek expert advice on the most appropriate forms of interpretation for the cemetery.

#### **3.11.5 Development of Educational Units for Use in Local Schools**

Cemeteries can serve as a source of projects for local schools. Friends groups can offer teachers suggestions for teaching units based on the cemetery using community history, infant mortality, local epidemics or catastrophic events, local flora and habitats, headstone design, etc.

#### **3.11.6 Consultation and Communication with All Stakeholders**

The cemetery management authority should be aware of all groups with an interest within the cemetery itself, or parts of it. A detailed contact list should be developed as part of the management plan, and regular communication with all stakeholders should be undertaken. This will ensure that no decisions made by the management authority will go against the interests and needs of the stakeholders.

### **3.12 Distribution and Review of Management Plan**

All stakeholders and interested groups and individuals should be encouraged to comment on the Management Plan for the cemetery.

The plan should be monitored and reviewed after 12 months in operation. Any revisions can be put in place at that stage. After that time 3-5 yearly reviews will probably be sufficient.

## 4.0 MANAGEMENT PLAN SECTIONS - CHECKLISTS

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### 4.1 Management Plan

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#### CEMETERY MANAGEMENT PLAN CHECKLIST

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##### INTRODUCTION

This section should cover the basic information relating to the cemetery. It should include

- ☐ Location and Title details (using standard Cemetery Record Sheet)
  - ☐ Status
  - ☐ Current Heritage Listing
  - ☐ Cemetery Management and Current Operating Policies
  - ☐ Legislative Requirements
  - ☐ Relevant Australian Standards
- 

##### HISTORICAL SUMMARY

It is important to document the development and periods of use of the cemetery. If the cemetery has historic graves or was established early in the settlement of South Australia a section should be included which sets out:

- ☐ Historical development of the cemetery - how it was established and managed
  - ☐ Ages of graves and burial sites
  - ☐ Significant burials and information on individuals interred if possible
  - ☐ Main or notable periods of use
  - ☐ Any other historical information relating to the cemetery
- 

##### SURVEY OF FABRIC

The current condition of the cemetery should be analysed to form the basis of the management approach. Cover the following issues:

- ☐ Current description of the cemetery and its plan
  - ☐ Grave types and condition (note any unstable and dangerous elements)
  - ☐ Alterations and adaptations to the cemetery
  - ☐ Mapping
  - ☐ Recording
- 

##### SURVEY OF LANDSCAPE AND VEGETATION

Many cemeteries form important cultural landscapes or contain significant vegetation -indigenous or introduced. There are also likely to be issues with weeds or pests. The existing landscaping and vegetation in the cemetery and surrounding areas should be carefully analysed and recorded:

- ☐ Landscape plan and planting within the cemetery
  - ☐ Context and setting, location of paths, fences, gates and other structures
  - ☐ Indigenous and endemic vegetation, identification and classification
  - ☐ Invasive vegetation and animal pests
  - ☐ Landscape and vegetation management systems already in place and their effectiveness
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**A Statement of Cultural Significance could be written at this stage**

**A plan of the cemetery should be prepared combining the analysis in a graphic form**

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## **CONSERVATION**

Management Plans for historic cemeteries should have a conservation section included which follows the recommendations of the Conservation Guidelines available from the Heritage Branch web site. Policies for important elements of the cemetery and implementation recommendations will need to be prepared. This section should include:

- ☐ Comprehensive conservation policies for the cemetery as a whole
  - ☐ Specific recommendations for special areas such as the entrance to the cemetery and any dedicated memorial sections
  - ☐ Recommendations on the retention of the original plan or layout of the cemetery
  - ☐ Conservation techniques for historic graves and monuments, including headstones, iron work, kerbing, grave tops and ledgers
  - ☐ Advice on methods for new monumentation/memorialisation on existing graves and within historic areas
- 

## **DEVELOPMENT OF INFRASTRUCTURE AND BUILDINGS**

Infrastructure and buildings within the cemetery and its immediate linkages with surrounding areas need to be considered. The following issues should be resolved and clear policies and programs developed for their installation and/or appropriate maintenance.

- ☐ Lighting and electrical supply
  - ☐ Water supply and use within the cemetery including conservation and irrigation
  - ☐ Storm water control and drainage of the cemetery site
  - ☐ Storage, sheds and rubbish areas
  - ☐ User facilities - Toilets, shelters, seats, bins
  - ☐ Columbaria, mausoleums and commemorative sites.
  - ☐ Signs and markers
- 

## **TRAFFIC AND CIRCULATION**

Movement of users and staff through the cemetery should be addressed.

- ☐ Internal roads and paving - surface and maintenance
- ☐ Access, vehicle and pedestrian circulation and parking for visitors
- ☐ Size and type of vehicles, including excavators, allowable on various surfaces and in specific areas

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## **MAINTENANCE**

The ongoing maintenance needs of the cemetery must be accurately assessed, systems determined and resources made available. Areas to consider include:

- ☐ General Maintenance
- ☐ Removal of rubbish
- ☐ Special procedures for particular types of grave surrounds (particularly historic graves)
- ☐ Maintenance or reinstatement of original ground levels
- ☐ Landscape maintenance and mowing
- ☐ Weed and animal pest control
- ☐ Fencing
- ☐ Control of floral and other tributes on graves
- ☐ Care of War Graves, responsibility and contacts

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## **GENERAL MANAGEMENT ISSUES**

As well as maintenance, in functioning cemeteries other management issues need policy decisions and resources

- ☐ New graves in historic areas
- ☐ Reuse of areas and grave plots
- ☐ Opportunities for expansion and types of burials to be allowed
- ☐ Security
- ☐ Staff training
- ☐ Risk assessment - in/of various areas - safety, fire, volunteers and others
- ☐ Operating Policy

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## **FINANCIAL OPERATIONS**

The management of any cemetery requires careful financial decision-making. The following matters should be considered in relation to the size of the cemetery and the money available for its management.

- ☐ Income and expenditure
- ☐ Budgets and funding
- ☐ Financial viability and financial management strategies
- ☐ Insurance and liability / risk management
- ☐ Continuing use policy
- ☐ Development priorities and staging
- ☐ Records management systems
- ☐ Available funding assistance

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## **INTERPRETATION AND COMMUNITY INVOLVEMENT**

A cemetery is a community resource. Consideration of the following issues allows for the use of this resource in the most effective and interesting way.

- ☐ Friends groups/volunteers - management, briefing and supervision
- ☐ Tourism potential
- ☐ Marketing and cultural development
- ☐ Methods of interpretation
- ☐ Development of educational units for use in local schools
- ☐ Consultation and communication with all stakeholders

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## OTHER USEFUL INFORMATION

- ☐ Any photographs of the cemetery, particularly early photographs
  - ☐ Early plans or documentation/records
  - ☐ Biographies of notable people/families buried in the cemetery
  - ☐ Local monumental masons - records or information
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## 4.2 Landscape & Vegetation Risk Management

### Cemetery landscapes - Risk management

**Wait, do nothing to the plants.** If no records exist of existing or previous plants growing in the cemetery is best to wait for twelve months before doing any weeding, removal or remedial work on plantings. Weed control may destroy valuable bulbs, annuals, perennials or remnant indigenous vegetation.

**Contact the local Council.** Make contact with your local Council and discuss what you are intending to do. They may be able to supply you with a plan of the cemetery, lists of local native plants and weeds, and location of underground pipes. It is also import to establish with Council whether there are any future works planned within or in the immediate vicinity of the cemetery. Council will also be able to provide contact details of local interest groups who may be able to assist you with additional resources.

**Underground services.** Obtain or make a plan of services, especially those that are underground (e.g. water supply, sewer pipes, drainage and irrigation lines, power supply) as these could be damaged when digging. If required, a comprehensive search for underground services can be obtained through companies such as 'Sure Search Locations'.

**Vegetation assessment.** Specialist knowledge is required to identify native plants, particularly sub-shrubs and grasses, which are a valuable asset and can often be confused with weeds. A number of organisations in your region may be able to assist with plant identification or provide the names of specialists in native vegetation who can advise you. Even if you have this knowledge within your group, they should be contacted as a useful resource as they may already be running programmes in the locality. Contacts include Greening Australia, Field Naturalists Society of SA and the Australian Government's Natural Resource Management and Natural Heritage Trust programmes. Details of local representatives can be found at:

[www.greeningaustralia.org.au](http://www.greeningaustralia.org.au) and [www.nrm.gov.au/contacts/facs/regional.html#sa](http://www.nrm.gov.au/contacts/facs/regional.html#sa)

**Prepare a plan.** During this initial twelve month period, obtain or make a simple plan of the cemetery and record all the landscape elements. Refer following 'Typical Landscape Plan'

**Vegetation Legislation.** The vegetation within your cemetery, including trees shrubs, groundcovers, and grasses may be covered by legislation which restricts clearance, felling or even pruning. Become familiar with relevant legislation before doing any work to ensure appropriate approvals are obtained.

The **Native Vegetation Act 1991** covers all native vegetation outside Metropolitan Adelaide and some areas within Metropolitan Adelaide and is designed to protect and manage native plants. Where applicable, permission for clearance must be obtained from the Native Vegetation Council and, while there are regulations specifying exemptions, unauthorised clearance may attract a hefty fine so check first with the NVC.

**Significant Urban Trees**, including natives and exotics, are protected in some areas under the **Development Act 1993** and **Regulations**. Currently the legislation only applies to Metropolitan Councils and the Adelaide Hills Council, however there is a possibility that it may be adopted in some country townships. Check with your local Council to confirm whether the legislation applies to trees within your cemetery and if so what approvals are required.



**Tree assessment and recording.** Record the species, location, trunk size and canopy size on the plan. Keep a record of trees. It is important to note the spread of the tree canopy as this will affect the type and condition of planting growing underneath it. Bulbs may reappear once woody weeds have been removed.

The record should include (if known) whether and when the tree was planted or whether it is self sown. This will be important in understanding and assessing the heritage significance of a single tree or group or avenue of trees.

Note the general appearance of the tree such as single or multi-trunked, healthy canopy, whether or not it is growing straight or leaning. Note dead limbs, damage to bark and roots. Note if there are borer holes, galls, mistletoe. It is important to be aware that hollows and dead limbs are important habitat for fauna and should not necessarily indicate that pruning or removal is required. If you are concerned that a tree may cause damage to people or property it is best to consult an arborist who will be able to advise on the more detailed health and condition and determine whether a tree can be retained or should be removed.

**Tree pruning and felling.** Tree pruning and felling should always be carried out by an experienced and qualified arborist who will be insured against damage to property (including overhead power lines), people and possibly to the tree itself. Removal of a individual trees within a formal group or avenue may affect the cultural heritage value of the cemetery.

**Selection of new trees.** Some tree species that have commonly been planted in cemeteries and may contribute to their heritage value are now known to be invasive or have the potential to cause damage to people or property. A different species may be required to replace trees that have to be removed. Appropriate new species should be sympathetic in character and contribute to the aesthetic and heritage values of the cemetery. Refer to Appendix for selection

**Observe and record plants growing in and around the cemetery.** This can be a daunting task and may require the assistance of an experienced botanist or environmental consultant. Recording should take place at regular intervals throughout the year so that annuals and bulbs are recorded.

**Basic weeding:** Once weeds and invasive vegetation has been positively identified and all existing vegetation recorded over a twelve month period:

**Grave sites:** Carefully remove weeds preferably by hand, or poison with a glyphosate bioactive herbicide which does not damage stonework. Alternatively, carefully trim or mow or use a combination of these methods. Any specifically planted grave plants, such as bulbs or roses, should be carefully protected and retained.

**General landscape areas:** including hedges, avenues of trees, ornamental garden beds, lawns etc. These areas may be less sensitive than areas in proximity to graves. However, once the planting has been recorded it should be assessed as to its cultural and historic appropriateness, water needs and ease of maintenance (e.g modern roses may be out of character). Remove weeds as for grave sites and prepare a plan to replace any inappropriate planting.

**Remnant native vegetation:** Best bush management practices should be adopted. Refer to *Stop Bushland Weeds*, Meg Robertson, Nature Conservation Society SA, 1994.

**Watering:** Watering in the vicinity of graves should be discouraged and be done only by hand as overwatering may cause slumping and collapse of graves. Plants in the vicinity of graves which are of significance should be protected but not encouraged or nurtured by watering and fertilisation.