GML
HERITAGE

ROOKWOOD

Conservation Management Plan

Report prepared for Rookwood Necropolis Trust

May 2016

Report Register

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

Job No.	Issue No.	Notes/Description	Issue Date
15-0409	1	Draft Report	18 March 2016
15-0409	2	Final Report	18 May 2016

Quality Assurance

GML Heritage Pty Ltd operates under a quality management system which has been certified as complying with the Australian/New Zealand Standard for quality management systems AS/NZS ISO 9001:2008.

The report has been reviewed and approved for issue in accordance with the GML quality assurance policy and procedures.

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Issue No.	2	Issue No.	2
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Position:	Senior Consultant	Position:	Associate
Date:	18 May 2016	Date:	18 May 2016

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Executive Summary

Executive Summary

This Conservation Management Plan (CMP) has been prepared to provide a framework for the future care and management of Rookwood. It centres on providing practical advice for all those who care for and make decisions that affect Rookwood and treats it as a unified place, containing a diverse and layered set of heritage values. It establishes the heritage significance of Rookwood, based on historical and documentary evidence and an analysis of its physical attributes. This significance forms the common ground upon which to promote a shared understanding of the values of Rookwood, which transcend management boundary lines. For this reason, the site is referred to throughout the report as simply 'Rookwood'.

This CMP forms a reference point for future works and development applications at Rookwood in the context of its ongoing use as an operational cemetery and a leading centre for mortuary services for the people of NSW. It is intended to be a useable document, valuable to the wide range of individuals and groups who work at the site every day. It outlines the roles, responsibilities and actions required to facilitate the conservation of Rookwood as both a functioning public asset and valuable cultural landscape.

This report has been prepared having regard to the methodology outlined in the *NSW Heritage Manual* guidelines for the preparation of Conservation Management Plans (NSW Department of Urban Affairs and Planning and the Heritage Council of NSW, as updated July 2002).[1] It also follows the approach set out in *The Conservation Plan* by James Semple Kerr (National Trust of Australia (NSW) 5th Edition, 2000)[2] and the guidelines of *Australia ICOMOS Charter for Places of Cultural Significance 2013*.[3] The terminology used in this report is consistent with that used in the Burra Charter and a brief glossary is provided at page 7 of this document.

Door to the Frazer Mausoleum, inscribed with the family initials (All photos by GML Heritage, October 2015 unless otherwise noted).

Early cast iron marker in the Old Presbyterian section (Unit 8).
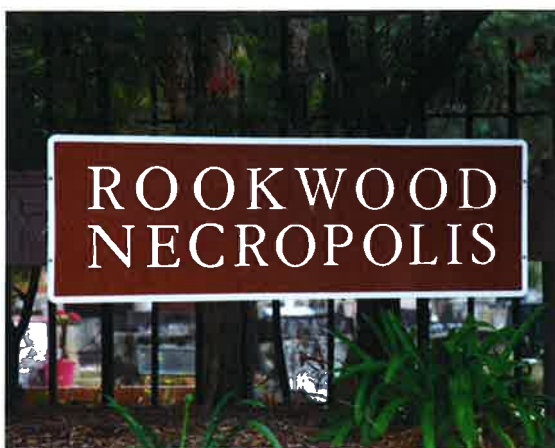
Cemetery signage adjacent to the Strathfield Gates at the eastern boundary of the site.

The Quong Sin Tong Monument in the Old General section (Unit 8A), an item of exceptional significance to the Chinese Community.

How to Use this Document

This report follows the standard guidelines for CMPs and is divided into sections. Each section is distinguished by an individualised title page. The Heritage Asset Management Sheets (HAMS) included at Appendix A provide further details on Rookwood's significant heritage assets and are to be used as 'lift outs' to be understood in conjunction with the conservation policies found in Section 6.0. The 'dos and don'ts' included in the HAMS summarise the tailored management required for each of these assets.

Section 2.0 Historical Outline provides a summary of the history of Rookwood, including the key periods, noteworthy people and important events associated with its phases of development.

Section 3.0 Physical Analysis is divided according to the major components identified by the project team during site investigations. It provides summary accounts of the location, layout, key elements and physical attributes/fabric of these components. Section 3.0 also describes and analyses the nature and origin of different components as well as major characteristics.

Section 4.0 Assessment of Significance assesses the significant values of the place in accordance with the NSW Heritage Office guidelines. The significance of components is assessed and graded in accordance with required standards, having regard to both the size and complexity of the site. The heritage significance of Rookwood is summarised in the Statement of Significance found in Section 4.0, page 17.

Section 5.0 Legislative Context gives an overview of the legal context for Rookwood, including the statutory and non-statutory listings that apply to the site, and the current management structures and arrangements identified in the in the 2014 Plan of Management.

Section 6.0 Conservation Policies sets out conservation policies, which guide the care and development of Rookwood so as to retain cultural significance and to provide for its ongoing operation as a viable working cemetery. The policies fall under 12 overarching conservation principles, which guide the management, development and conservation of Rookwood (See Figure 1).

Section 7.0 Conservation Management Actions forms the implementation strategy for this CMP. It identifies the roles and responsibilities for conservation actions to be undertaken at Rookwood as well as prioritising those actions and allocating them indicative timeframes.

Section 8.0 Interpretation Strategy outlines an overarching vision and key directions recommended for implementing interpretive initiatives at Rookwood. The interpretation strategy lays out the groundwork for the relevant management bodies to engage in discussion and proceed to the next stages of interpretation planning.

Appendix A comprises 31 Heritage Asset Management Sheets (HAMS) that have been prepared for the items and precincts which require detailed and specific management guidelines.

Appendix B comprises an Archaeological Assessment for the site.

Appendix C comprises a copy of the SHR listing for Rookwood.

Appendix D comprises a copy of the standard exemptions for works to the SHR listed area of Rookwood (revised ed 2009).

Appendix E comprises a copy of the site specific approvals for works to the SHR listed area of Rookwood under Section 57 (2) of the NSW Heritage Act.

Appendix F comprises a copy of the approvals flowchart, also found in Section 7.0 of the CMP, for ease of reference.

Principles
– guide the creation of the policies
– guide decisions in situations outside the scope of policies

General policies
– apply to all trusts and decision-makers
– outline best practice management approach to conservation

Specific Policies
– apply to specific activities precincts, landscapes, elements
– specialised and practicable advice 'on the ground'
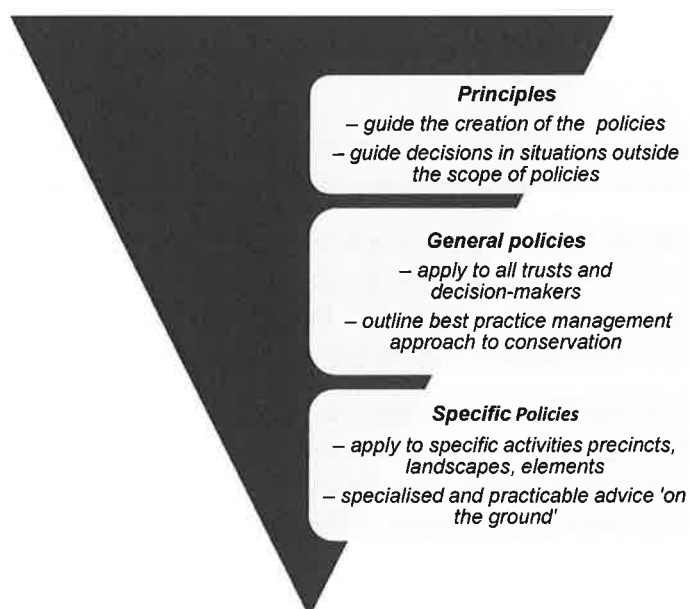
Figure 1 Understanding the Rookwood Principles and Policies found in Section 6.0. (Source: GML 2016)

The conservation principles guide the conservation management of Rookwood and should inform all conservation decision making at the site. They centre on the key concepts of significance, custodianship, diversity, evolution and engagement.

Rookwood's Conservation Principles

- Rookwood has outstanding heritage value as one of the largest and most diverse burial grounds in the world and one of the most important cultural landscapes in Australia.

- Rookwood includes a vast array of individually significant elements, including the landscape itself, individual precincts, buildings, monuments, infrastructure, plantings, gardens, natural vegetation, views and vistas. All of these elements contribute to the heritage value of the site.

- Components from all periods of the history of Rookwood contribute to its significance.

- Rookwood is a place where conservation is intertwined with day-to-day operations. The management, development and conservation of Rookwood should reflect its heritage value.

- Rookwood should continue to operate as a viable working cemetery serving the people of NSW.

- Rookwood should remain an accessible public asset, used and valued by the community for a broad variety of reasons including its historical, educational and recreational uses.

- The principles of the Burra Charter and Australian Natural Heritage Charter (2013)[4] should apply to all decisions that have the potential to impact upon the heritage significance of Rookwood.

- Heritage conservation at Rookwood should be a shared responsibility. All those who make or implement decisions about Rookwood should accept the important role that they play in protecting its heritage values.

- Rookwood is home to many different living cultural traditions. Much of the essential significance of Rookwood derives from its long history of different mourning, remembrance and grieving practices. Rookwood should maintain and celebrate historical, cultural and religious diversity.

- Cultural significance should be understood and appreciated by custodians of Rookwood as non-static and ever evolving. Social and associative values inherent in the use of the site should be handled with sensitivity and each different cultural group should be treated as a stakeholder.

- The history and significance of Rookwood should be made known and accessible to site patrons and visitors through coordinated interpretation that increases visitor engagement and understanding of the place and its elements.

- All actions at Rookwood should comply with applicable statutes and regulations at all times.

Endnotes

[1] NSW Heritage Office 1996, *NSW Heritage Manual—Guidelines for the preparation of Conservation Management Plans*, Department of Urban Affairs and Planning, Sydney.

[2] Kerr, JS 2000, *The Conservation Plan*, fifth edition, National Trust of Australia (NSW), Sydney.

[3] Australia ICOMOS Inc, *The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance* 2013, Australia ICOMOS Inc, Burwood VIC.

[4] Australian Heritage Commission in association with the ACIUCN 2002, Australian Natural Heritage Charter, Australian Natural Heritage Charter, Second edition, Australian Heritage Commission, Canberra ACT.

1.0 Introduction

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1.1 Background

In September 2015, GML Heritage (GML) was commissioned by the Rookwood Necropolis Trust to prepare a CMP for the entire Rookwood Necropolis site. The CMP has been commissioned as a supporting document to the new Plan of Management for Rookwood (PoM 2014), and is one of a number of specialised management plans that separately address the different areas of management pertinent to the operation of the cemetery, including financial, social, ecological, heritage and operational aspects. The PoM 2014 is the product of significant cemetery legislative and governance reform affecting the Rookwood site, which began with the repeal of *the Rookwood Necropolis Act 1901* in 2009 and was still ongoing at the time of writing. The changes implemented by the NSW Government, which included a simplified 'two trust' structure for Rookwood, were aimed at assisting the cemetery to service current and future burial needs whilst meeting often complex management challenges.

This document was informed by a series of workshops coordinated by GML Heritage (GML) and Mackay Strategic in October 2015 and January 2016. Key stakeholders, including representatives from the Rookwood Necropolis Trust (RNT), Rookwood General Cemeteries Trust (RGCRT) and the Catholic Metropolitan Cemeteries Trust (CMCT), assisted the study team in the identification of key heritage and conservation issues. Management bodies also had input into the drafting of the conservation principles as well as general and specific conservation policies. This collaborative approach was intended to capitalise on the wealth of knowledge and site experience held by these organisations, as well as to introduce a 'whole of site' approach to conservation management.

1.2 Study Area

Rookwood is located 17 kilometres west of the Sydney CBD (see Figure 1.1 Location Plan). The site is located within the newly formed Cumberland Council (formerly Auburn Council) Local Government Area (LGA) and is an entire suburb in itself. Rookwood adjoins Strathfield to the east, Chullora to the south and Lidcombe to the northwest. It comprises approximately 280 hectares (see Figure 1.2 Site Plan) that is divided into areas managed separately through the dual trust structure, as well as into denominational sections. Section 3.0 provides further detail on Rookwood's layout as well as its major physical features and their orientation.

1.3 Heritage Significance

Rookwood Necropolis is the largest cemetery in Australia and one of the largest in the world, having an area of 280 hectares and approximately 1,000,000 epitaphs recorded on 600,000 graves and 200,000 crematoria niches. The original 200-acre layout followed a 'gardenesque' design, which was continued in the layout of individual sections. The cemetery includes a great variety of commemorative landscapes and structures illustrating the evolving visual languages of death and mourning. It is a major natural, archaeological and genealogical resource, containing unique records of early colonial Sydney such as monuments transplanted from pre-existing burial grounds. It contains innovative engineering, including a system of canals and ponds, and landforms and historical archaeology that clearly reveal the original railway link to the city and changing patterns of use, growth and occupation. The cemetery contains landscapes and memorials created and sustained by a host of different ethnic and religious communities, and is representative of the exceptional cultural diversity of Sydney. It is one of Sydney's largest public open spaces and a major resource in terms of biodiversity.
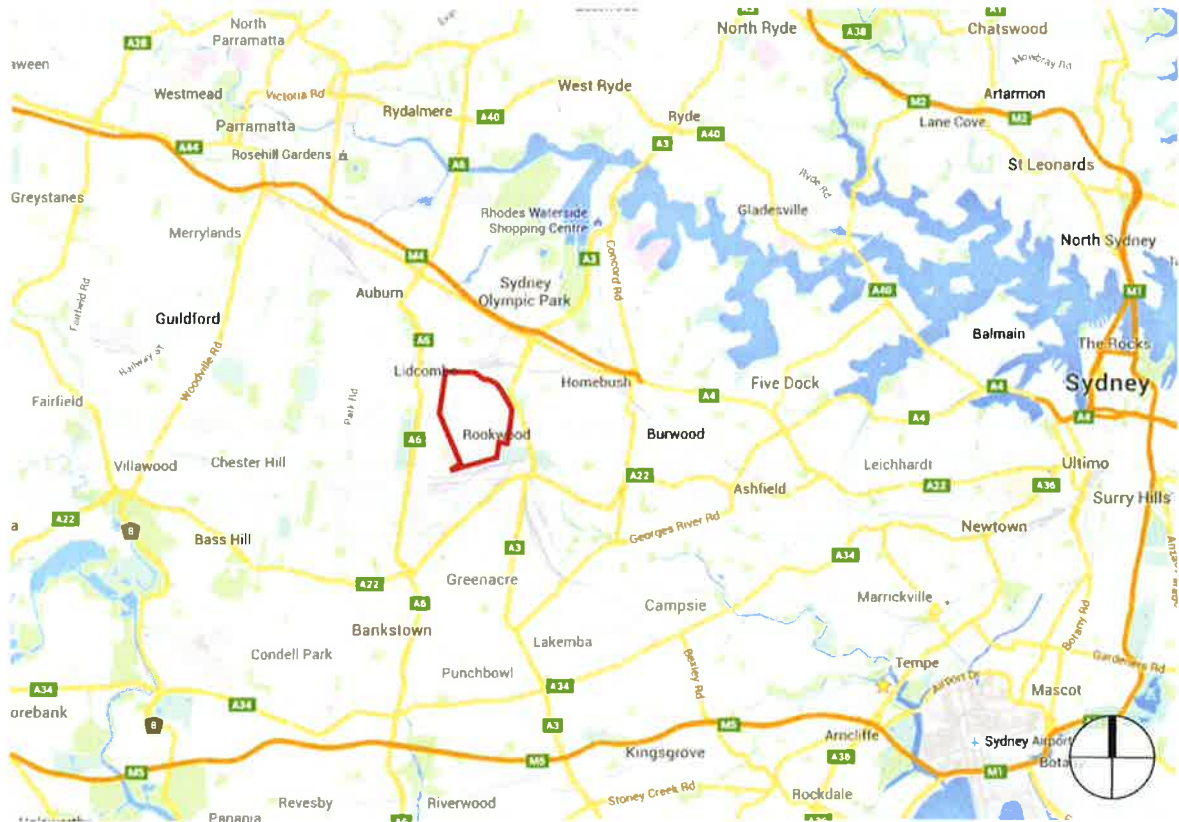
Figure 1.1 Rookwood Necropolis in its surrounding metropolitan context. (Source: Google Maps with GML overlays 2016)

Figure 1.2 Rookwood Necropolis in local suburban context. (Source: Google Earth with GML overlay 2016)

1.4 Heritage Listings

The area that makes up the northwestern corner of the site, encompassing the former Mortuary Station 1, Old Roman Catholic Cemetery No.1, Old Wesleyan Cemetery No.1, Old Anglican No.1 as well as the Old Presbyterian, Old Jewish, Old General and Old Independent Cemeteries is registered on the State Heritage Register as item #00718 ('Rookwood Cemetery and Necropolis', See Figure 1.3, SHR Curtilage).

Rookwood is located within the boundaries of the *Auburn Local Environmental Plan 2010* (Auburn LEP). The entire the site is listed as a local heritage item (Archaeological) on Schedule 5 of the Auburn LEP (#A00718).

The entire site is listed on the Register of the National Trust of Australia (NSW) (Listing ID: S9531) and the Rookwood Crematorium, Memorial Avenue, is listed on the register individually (Listing ID: S11492). Listing on the register of the National Trust of Australia (NSW) does not carry any legislative control, but indicates the significance of the place and a level of community esteem.

Heritage Council of New South Wales

State Heritage Register - SHR: 00718, Plan:1770
Rookwood Cemetery and Necropolis
Gazettal Date: 02 April 1999

Scale: 1:7,500
Datum/Projection: GCS GDA 1994

Legend

SHR Curtilage
Land Parcels
Roads
LGAs
Suburbs

Figure 1.3 SHR Curtilage Plan, Rookwood Cemetery and Necropolis. (Source: OEH, 2016)

1.5 Limitations

This report is subject to the following limitations:

- The size and complexity of Rookwood precluded an area by area investigation. Rather, the project team conducted targeted inspections onsite in an attempt to investigate precincts/items of particular heritage value in the most efficient way possible.

- Detailed documentary and or historical research was kept to a minimum due to the well documented nature of Rookwood. This report draws upon documents previously prepared for Rookwood cemetery including:

  - *The Rookwood Necropolis Landscape Masterplan*, Florence Jaquet Landscape Architects, report prepared for the Rookwood Necropolis Trust 2014;

  - *Rookwood Visual Significance Study*, DEM Architects, report prepared for the Rookwood Necropolis Trust 2010;

  - *Rookwood Necropolis Management Unit Policies*, DEM Architects, report prepared for the Rookwood Necropolis Trust 2011 (updated 2014);

  - *Report on Buildings and Structures at Rookwood Necropolis,* Howard Heritage Consultancy, report prepared for the Rookwood Necropolis Trust 2010; and

  - *Rookwood Necropolis Archaeological Appraisal of Sites of Former Buildings and Abandoned and Derelict Buildings, Ruins and Structures*, Siobhan Lavelle, report prepared for the Joint Committee of Necropolis Trustees, April 1996.

- There was no formal consultation process to assess community association with Rookwood or social significance.

- No formal assessment of the natural values (flora and fauna) been undertaken.

1.6 Author Identification

This report has been prepared by:

- David Mason, Senior Consultant, who was the project manager and author of the report;

- Dr Mark Dunn, Historian, who prepared Section 2.0 Historical Outline;

- Jennifer Jones, Consultant, who prepared the archaeological assessment;

- Emma McGirr, Graduate Consultant, who assisted in writing the report;

- Angela So, Graduate Consultant, who prepared the interpretation strategy; and

- Melissa Moritz, Graduate Consultant, who assisted in the preparation of the HAMS.

Review and oversight has been provided by Claire Nunez, Associate and project director.

1.7 Acknowledgments

GML acknowledges the assistance of the following people in the preparation of this report:

- Ian McIntosh and Lisa Elliot of Rookwood Necropolis Trust;

- Carolyn Tallents, Rookwood Necropolis Trust Landscape Advisor;

- Sach Killam and Matt Johnson of Rookwood General Cemeteries Reserve Trust; and

- Professor Richard Mackay, who coordinated the stakeholder workshops and provided strategic oversight with regard to the conservation policies.

GML also extends thanks to all those who attended the workshops held in October 2015 and January 2016 and gave invaluable feedback which contributed to the CMP.

1.8 Glossary

The following definitions explain the terms commonly used in conservation planning or as used in this document. They have been drawn from the Burra Charter and from the NSW Heritage Office publication, Heritage Terms and Abbreviations (1996) and from *The Conservation Plan* by James Semple Kerr.

Term	Abbreviation	Definition
Aboriginal Heritage Information Management System	AHIMS	A database maintained by the Office of Environment and Heritage (OEH) that includes information about Aboriginal objects, Aboriginal places and Aboriginal heritage reports registered in NSW
Aboriginal Heritage Impact Permit	AHIP	A permit issued by the Chief Executive of the Office of Environment and Heritage (OEH) under Part 6 of the National Parks and Wildlife Act 1974 (NSW) where harm to an Aboriginal object or Aboriginal place cannot be avoided.
Approval authorities		Under the *Environmental Planning and Assessment Act* 1979, the local council, public authority or Minister with the function to approve or refuse a development application. Under the NSW Heritage Act 1977 it is more generally defined as the person or body with whose approval an act, matter or thing may or may not be done. Also known as the consent authority.
Archaeological Awareness Training		A site induction relevant specifically to the Aboriginal and historical archaeological resource at Rookwood. It provides permanent staff and contractors with an understanding of the site's archaeological significance and assists in identifying the types of archaeological remains that could be encountered during ground disturbance. This induction establishes a procedural framework for staff and contractors to follow in the instance that suspected historical archaeological relics or Aboriginal objects were encountered during works. It also outlines their legal obligations under the relevant heritage legislation.
Burial Guidelines		This CMP recommends that a Burial Guidelines document be developed and adopted by all management bodies at Rookwood. The guidelines would present in written and graphic form exemplary design outcomes in order minimise unsympathetic development at the site. They would expand upon the 'Case Studies' sections of the Landscape Masterplan.
Burial 'buffer zone'		The area kept free from burials and/or other forms of memorialisation in order to retain the significance, legibility and setting of a particular element within Rookwood. For example, a 'buffer zone' is required to be kept around the historical canals in order to retain their legibility and visibility within the landscape.
Condition Inspection		An inspection of the physical material (the fabric) of a place or item in order to establish information on its intactness, integrity, state of disrepair and/or deterioration. A condition inspection should also provide a visual record of condition and recommend what remedial measures are needed and time scale for undertaking them.

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 and will more commonly be a combination of these.
Conservation Management Plan	CMP	A document explaining the significance of a heritage item, including a heritage conservation area, and proposing policies to retain that significance. It can include guidelines for additional development or maintenance of the place.
Cultural Landscape		The totality of the landscape which has been significantly modified by human activity including rural lands such as farms, villages and mining towns as well as country towns.
Cultural Significance		Aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects. Places may have a range of values for different individual components, fixtures, contents and objects.
Conservation Policy		A proposal to conserve a heritage item arising out of the opportunities and constraints presented by the statement of heritage significance and other considerations.
Development Application	DA	An application under the Environmental Planning and Assessment Act 1979 for consent or permission to carry out development.
DA Checklist		The DA checklist is an administrative procedure which was a recommendation of the LMP. This system is administered by the RNT in order to ensure that proposals for development at Rookwood are assessed with regard to potential visual impacts, heritage and conservation issues and general design characteristics amongst other issues.
Due Diligence		A code of practice established to assist individuals and organisations to exercise due diligence when carrying out activities that may harm Aboriginal objects. It sets out reasonable and practicable steps to determine whether Aboriginal objects are likely to be present in the area, whether the proposed activities would harm them and whether an AHIP application is required.
Excavation Permit		A permit required under Sections 60 and 140 of the NSW *Heritage Act 1977* (NSW) to disturb or excavate any land in NSW that is likely to contain archaeological remains.
Fabric		The physical material of the place including components, fixtures, contents and objects.
Heritage Asset Management Sheet	HAMS	A supplementary information sheet which provides individualised asset information and summarised advice aimed at ensuring appropriate heritage management actions take place. The Rookwood CMP contains 31 HAMS tailored to different items and precincts within Rookwood, which are intended to be 'lift outs' understood in conjunction with the conservation policies of the CMP.
Heritage Induction		An introductory procedure undertaken by both permanent and temporary workers to ensure that all those who work at a heritage place are aware of the places values and what procedures and obligations are required when undertaking conservation or development work.
Heritage Impact Assessment	HIA	A report which analyses the impact of proposed works on the significance of a heritage item.
Interpretation		All of the ways of presenting the cultural significance of a place. Interpretation is about the ways places can be presented to entertain and excite the interest of users and visitors.

Interpretation Strategy	IS	A high level document which seeks to identify the different opportunities to present the values and meaning of a place to the public. An IS is developed to respond to identified audiences and endeavours to set out a framework for coordinated heritage interpretation that connects with people in ways that are engaging, memorable and enriching.
Landscape character		The variations and distinctiveness that exists between different types of landscapes including the features, stylistic traits and combinations of elements which can make landscapes significant.
Landscape Master Plan	LMP	An overarching plan assessing the existing and desired landscape character of a site, often incorporating a framework for future developments and improvements to a site. The current LMP for Rookwood was prepared by Florence Jaquet Landscape Architects and finalised in 2014.
Landscape Management Unit Policies	LMUP	A referenced document to the PoM 2014. The Landscape Management Unit Policies break Rookwood down into 24 distinctive precincts and recommend management actions which will reflect the special characteristics embodied within each of these units, while still undertaking the core activities of burial and cremation.
Maintenance		The continuous protective care of the fabric, contents and setting of a place, and is to be distinguished from repair. Repair involves restoration or reconstruction.
Management Unit	MU	Management areas (1-24) defined by similar physical, cultural and visual values as mapped in the Rookwood Plan of Management 2014
(NSW) Minimum Standards of Repair		Minimum standards for repair and maintenance of SHR items as prescribed under Section 118 of the NSW *Heritage Act 1977*.
Minor development		Actions of a minor nature which have little or no impact on heritage significance (i.e weeding or mowing).
Moveable Heritage		Heritage Items not fixed to a site or place, for example, removable urns, furniture, machinery, locomotives and records/archives.
Office of Environment and Heritage	OEH	The Office of Environment and Heritage is an office within the NSW Department of Premier and Cabinet. OEH's primary purpose is to work with the community to care for and protect NSW's environment and heritage, which includes the natural environment, Aboriginal country, culture and heritage, and built heritage.
Parterre		Formerly laid out garden beds, often divided by small hedges, in the French manner.
Plan of Management	PoM	The overarching management document for a site. A PoM is a legal document which explains how a site is to be managed and by whom, as well as setting out the strategic vision for the place. Rookwood's PoM was finalised in 2014, and is an interactive document containing links to its supporting documents including this CMP.
Reconstruction		Returning a place to a known earlier state and it is distinguished by the introduction of new material into the fabric
Relic		As defined under the NSW *Heritage Act 1977* 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.
Restoration		Returning the existing fabric of a place to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.
State Heritage Register	SHR	The State Heritage Register is a list of places and objects of particular importance to the people of NSW. The register lists a diverse range of over 1,650 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 on the recommendation of the Heritage Council.
Standard Exemptions		Standard exemptions apply to all items listed on the State Heritage Register. They relate to a broad range of minor development i.e actions of minor nature which have little or no impact on heritage significance.
'Standard' memorial		Standard memorial is used in this CMP to refer to a plaque, marker or memorial of a standard type, in terms of location, materials, size and method of fixing, such as may be approved for use by the Heritage Council for use in a given site or area of state heritage significance.
Tree Management Strategy	TMS	A document which establishes a commitment and a future strategic direction for tree planting, protection management and maintenance.
Values		The various values embodied in cultural heritage are considered in order to assess significance. Values may compete and change over time, and different people may have different values. The various values together show cultural heritage significance.
Vegetation Conservation Area	VCA	A zone containing protected plant species including remnant native vegetation, regrowth and protected regrowth.

PLAN

Showing Subdivision of

ROOKWOOD NECROPOLIS EXTENSION

PARISH of LIBERTY PLAINS

COUNTY of CUMBERLAND

Scale

THE NECROPOLIS

CHURCH OF ENGLAND

191 Ac. Ex Roads and Railway

S. Thorley 100 ac.

J. Fleming 200 ac.

Church of England Cemetery

PRESBYTERIAN CEMETERY

JEWS

INDEPENDENT CEMETERY

PRESBYTERIAN 59 Ac.

INDEPENDENT 36a.2r.0p.

JEWS

Ha.Ir.0p.

WESLEYAN 59 Ac. 2r.

LUTHERAN

ROMAN CATHOLIC 132 Ac. Ex Road

GENERAL CEMETERY

Part of J.H.Potts 470 ac.

State Model Farm

Part of J.H.Potts 363 ac. (ex Roads)

Part of H.C. Douglas 1100 ac.

William Roberts 500

2.0 Historical Outline

11
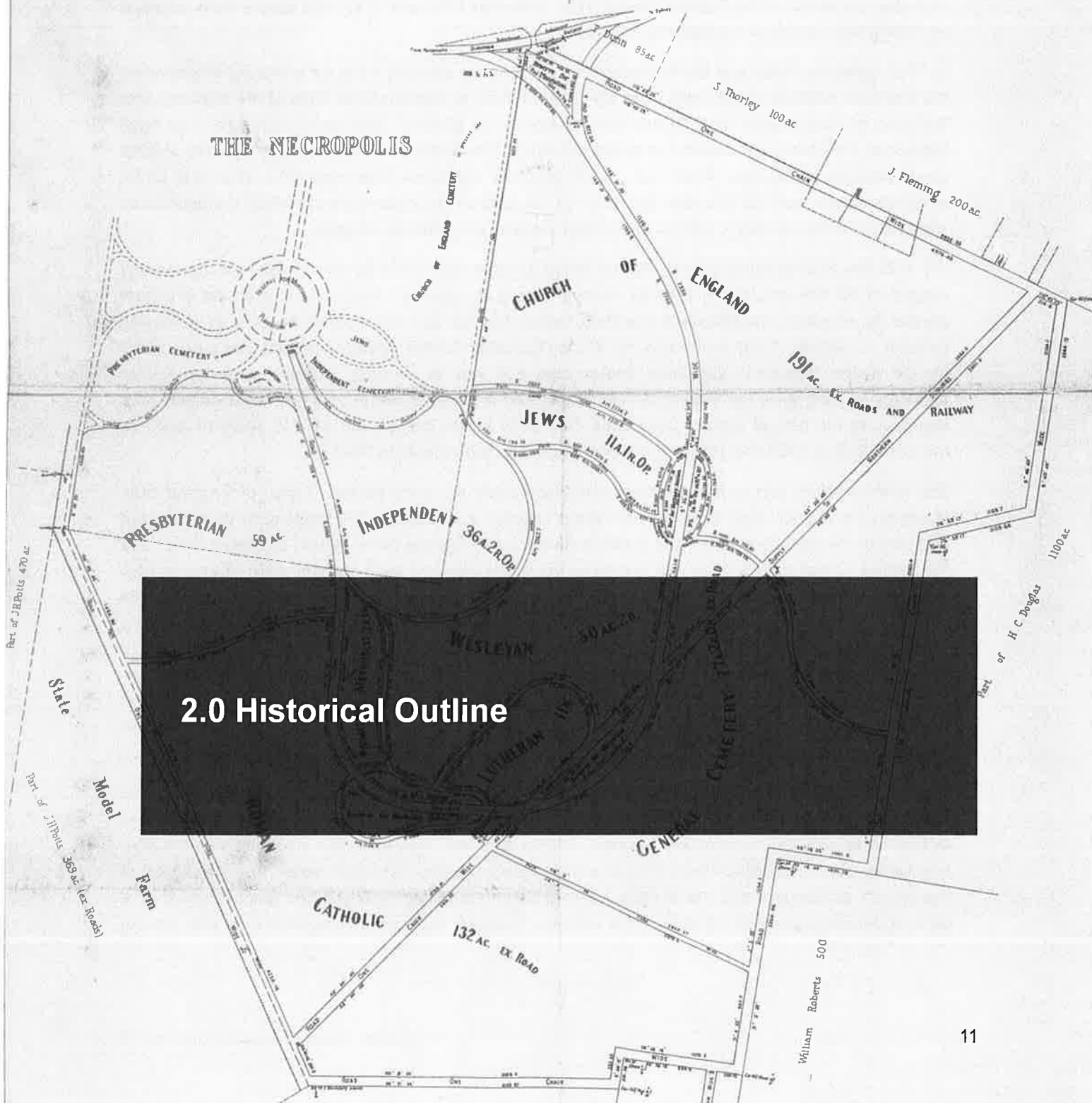
2.0 Historical Outline

2.1 Early Cemeteries of Sydney

From the earliest years of the colony, the location of burial grounds for the growing settlement had been an issue for the authorities. Before 1792, the first burials were at various points in and around The Rocks. Some were buried in a makeshift cemetery in the gardens of the hospital opposite what became the Museum of Contemporary Art site, at least one, a sailor named George Graves, was buried behind the site of the Mariners' Church in what became Bethel Street. A more regular burial ground was started at Dawes Point on the western arm of Sydney Cove and later a larger site was chosen near the current intersection of Margaret and Erskine Streets to cope with the increasing death rate after the arrival of the Second Fleet in 1790. Between 1788 and 1792, 469 people were recorded as having been buried in the fledgling colony.[1]

In 1792, governor Phillip and the Reverend Richard Johnson selected a site for a new burial ground on the southern outskirts of the town. The site was the farm of Captain John Shea of the Marines, who had died of consumption in 1789 and been buried in his garden. This early internment may have influenced the governor's decision to select the site.[2] The Sydney Burial Ground, on the site of what would become the Sydney Town Hall and St Andrews Cathedral, was open from 1792 until 1820. Although burials were all officiated by clergy of the Church of England, people of all denominations were buried in the cemetery, with no designated sections for particular religions.

By 1820 the Sydney burial ground was no longer suitable, with room for new burials running out and neglect of the site resulting in animals roaming among the graves. Further to this, as the city grew around the cemetery, the effluvia that emitted from it after rain or in hot weather became an increasing concern. In January 1820, a notice in the *Sydney Gazette* informed Sydney residents that a new burial ground at the Brickfields had been consecrated and was to be used exclusively as the former cemetery in George Street was to be securely locked and no further access permitted without prior approval. At the time of closure there were over 2000 known burials, but with 10 years of registers missing between 1800 and 1809 the actual number was likely closer to 3000.[3]

The new cemetery was to be four acres and was initially set aside for the Church of England only. However, it was soon clear other denominations required burial space, and these were allocated land adjacent to the new cemetery. The burial ground fronted George Street south, Elizabeth Street and Devonshire Street, with a brick wall enclosing the whole site and each denomination having its own exclusive entrance, appointed trustees, and fees and charges. Its sandy location gave it the unofficial name of the Sandhills Cemetery, which was later changed to the Devonshire Street Cemetery. By 1836, the cemetery had been enlarged to approximately 12 acres, with separate sections for Church of England, Roman Catholic, Presbyterian, Wesleyan Methodist, Congregational (including Baptist), Jewish and Quaker burials. Although the grouping of the different denominations foreshadowed the future design of general cemeteries including Rookwood, the Devonshire Cemetery was in fact seven distinct church cemeteries.

By 1840 the Devonshire Cemetery (Figure 2.1) was also nearing capacity and the search for a new site began, with land on the Sydney Common near Cleveland and Bourke Streets set aside and legislation to establish a cemetery passed. A boundary wall was built, but problems with the site, complaints from residents of Surry Hills that a cemetery would pollute their water, and the refusal of the church of England and the Roman Catholic churches to participate in the establishment of a general cemetery that did not allow them separate trustees, separate consecrated sites and fencing

around their grounds saw the proposal lapse.[4] Meanwhile, each denomination continued to open new churchyard cemeteries to satisfy the needs of their congregations.

From the mid-1840s, burials at Devonshire Street were discontinued with the exception of paupers and those families who already had vaults or plots. In 1845 the parliament passed the General Cemetery Bill, which sought to bring some control over Sydney burial grounds. The Bill proposed the creation of a new general cemetery for Sydney, the removal of the of George Street burial ground to make way for a town hall, and sought to alter the management of cemeteries by religious denominations by introducing general cemeteries that would be interdenominational, rather than having separate areas for each religious group. However, in a still sectarian Australia—where Catholics and the Church of England in particular were deeply suspicious of each other—this proposal caused considerable alarm. The Church of England, Catholic Churches and Episcopalian Church opposed it. In response, the Church of England established their own cemetery on 12 acres at Camperdown as a joint stock company for the exclusive burial of the Anglican congregations.[5] This cemetery remains as St Stephens Camperdown, although much reduced from its original size in the 1950s. Other single denomination cemeteries were also established, with the last being allowed by government in 1867.

Figure 2.1 The Devonshire Street Cemetery, Sydney c1890 (Source: City of Sydney Archives)

2.2 Haslem Creek General Cemetery

Despite these setbacks, the *General Cemetery Act* was passed in 1847 and the search for a new site for a large, general cemetery began in earnest.[6] In 1860, the government advertised to buy land not less than 100 acres in area on or near the railway between Sydney and Parramatta for the creation of a new general cemetery. The site had to have a suitable depth of soil free from stones as well as drainage either to salt water or to some stream where water supply was not obtained for domestic purposes.[7] Importantly, the site also needed to be able to be cultured and beautified as was the case in cemeteries in other countries.[8]

In April 1862, after the consideration of a number of offers, 200 acres of land on the Hyde Park estate of Edward Cohen on Haslems Creek at Liberty Plains was purchased for the cemetery. Cohen's estate included a railway reserve, which added to its suitability. Although the original plan for a general cemetery had been to make it interdenominational, the resistance amongst the churches meant that the new cemetery was divided into six denominational sections and a general section. The area for each denomination was determined by their relative proportion of the population as stated in the census. As such, the allocation in order of relative population size was: the Church of England (53 acres 3 roods), Roman Catholic (39 acres), Presbyterian (11 acres 1 rood), Wesleyan (6 acres 1 rood), Independent/Congregationalist (5 acres) and Jewish (2 acres 1 rood), with a general cemetery equalling 52 acres.[9] The granting of separate areas for each denomination across the cemetery would shape the landscape pattern, plantings and layout as each set of trustees implemented their religious principals concerning mourning and memorialisation onto their area.

Although the site had been chosen, and deeds had been signed for the 200acres to be conveyed to the government by 15 April 1862, the conflicting interests of the civil and the church authorities meant that work proceeded slowly. Each denomination was reluctant to appoint trustees as this would transfer costs for preparing the ground and maintaining the site to them. However, with the government determined to continue, work got underway by mid-1864. In June 1864, the Colonial Architect James Barnett submitted plans for a lodge building, which was completed by mid-1865 under the direction of builders A & S Loveridge (demolished c1950). In December, the route for the railway had been surveyed and the entire site had been enclosed and partially cleared, with access roads to each denominational section set out and a caretaker appointed.[10] In August 1866, trustees were appointed for each denomination and by November 1866, 500 unemployed labourers were put to work clearing the remainder of the site.[11]

In September 1866, legislation was passed forbidding any further burials within the City of Sydney and all denominations were instructed to prepare to begin using the new Haslems Creek cemetery. The Devonshire Street cemetery continued to accept burials from families with plots until the last burial in 1888. From 1 January 1867, the funeral trains were in service, running between Sydney and the cemetery twice a day, once in the morning and once in the afternoon, taking thirty minutes each way. Pick-ups along the way could be arranged by a flag hung at the station. Friends and mourners were charged 1 shilling return, corpses travelled free.[12] In January 1867 John Whalan, an 18 year old who died a pauper, was the first recorded burial in the cemetery. Although he was Catholic, confusion over his religion at the hospital meant the church would not claim his body and it remained in the hospital until police ordered it removed to Haslems Creek. Whalan was taken on the train to the cemetery where it was discovered that neither priest nor any undertakers were in attendance. Two of the unemployed labourers were instructed to dig his grave and he was buried with no service or graveside prayers.[13]

With the first burial, most of the sections were consecrated in the first half of 1867 and opened, although the Jewish section had been consecrated in late 1866. The Church of England did not consecrate and begin using their section until January 1868.[14] In February 1867, the cemetery was officially designated 'The Necropolis'.

In April 1868, bodies from the old Sydney Burial Ground at Town Hall, which had been reinterned once already at Devonshire Street, were moved again to Rookwood. A large monument was erected over them to mark the gravesites, but no names were recorded for the remains. In January 1868, the *Necropolis Act* came into force. The Act designated that each set of trustees should arrange the layout, ornamentation and plantings of their individual sections—including walks, avenues, roads, trees and shrubs—as they saw fit and to maintain and preserve them. In 1878, the Church of England trustees were also granted control over the general cemetery to ensure that section received regular attention. Mortuary chapels could also be built by each group of trustees for services, with land being surveyed close to the railway station in The Necropolis for the purpose.[15] Each body of trustees would also determine the size, style and decoration of the graves, with income from the internments paying the salaries of ground staff as well as covering landscaping and maintenance costs. Each denomination employed their own sextons and labourers. By 1869, a manager and overseer had been employed by the government, with six sextons and six labourers employed, one by each of the six trustees.[16]

A plan of the cemetery from 1868 shows the original 200-acre plot with the garden plan already clearly laid out in the Presbyterian, Wesleyan, Jewish and Independent sections, but with part of the Roman Catholic, Church of England and the General Cemetery sections blank. The plan also shows the railway entering the cemetery from the northern side, branching off of the Great Southern Railway (See Figure 2.3). It is likely that Charles Moore (Figure 2.2), the Director of the Botanic Gardens from 1848, had been tasked by the government to plan the layout and plantings in the smaller sections as shown on the plan. Moore had advised on and planned the garden designs of a number of government properties, such as Centennial Park and Hyde Park in Sydney. At the Necropolis, the gardenesque landscape design included curved pathways and gardens fanning out from the central circle where the railway station was located. The term 'gardenesque' had been coined in 1832 by the Scottish landscape gardener and horticulturalist John Claudius Loudon, and described a style of garden that would be instantly recognised as a planned work of art. At its heart was the idea that signature plantings would be allowed to grow in enough space to ensure they did not touch neighbouring plantings in order that their character could be appreciated to the fullest.[17] In 1843, Loudon had also published a book titled *The Layout, Planting and Managing of Cemeteries*, in which he espoused that a general cemetery should be properly designed and laid out, ornamented with tombs, and planted with trees and shrubs that should be named. The cemetery then would be a place of education as well as a tastefully moral landscape.[18] Moore was one of the key followers of Loudon and practitioner of gardenesque movement in Sydney, with his design of the Royal Botanic Gardens showing many of the features of the style.

While the smaller sections of the Necropolis were planned using gardenesque principles, the Church of England section was laid out by Simeon Pearce (Figure 2.2), a trustee of the Church of England section. Pearce was an early settler in Randwick and was also a trustee of St Judes Randwick, where he had also had an influence in the design of the cemetery attached to that churchyard. In contrast to the curvilinear approach adopted in the other sections, the Church of England section under Pearce, was laid out in a grid of orderly rows, with timber rest houses and stopping places at each intersection. The Church of England trustees also built an office in the centre of their section, with work starting in 1873 and being completed by 1878. It remains in the cemetery, now in use as a shelter for visitors and known as the Elephant House. Pearce had taken inspiration from a number of modern cemeteries

that he had visited overseas, including Pere La Chaise in Paris, Greenwood Cemetery in Brooklyn, New York and others in Britain.[19] Despite their differences in approach and layout, each of the first sections had a similar mix of exotic plantings to mark the roadways and paths. The plantings were formal and managed, with rows of date palms and large bunya pines being popular plantings during the cemetery's Victorian beginnings.
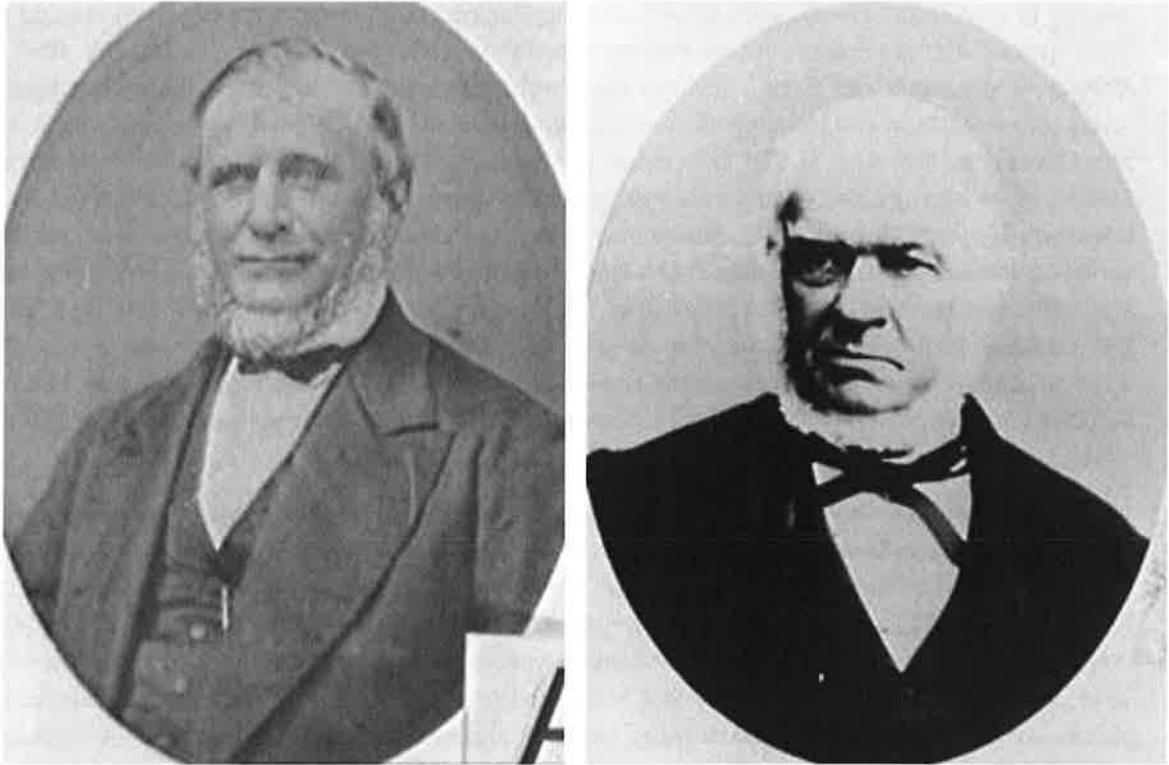
Figure 2.2 Left: Charles Moore (Source: City of Sydney Archives); Right: Simeon Pearce (Source; Randwick City Library)
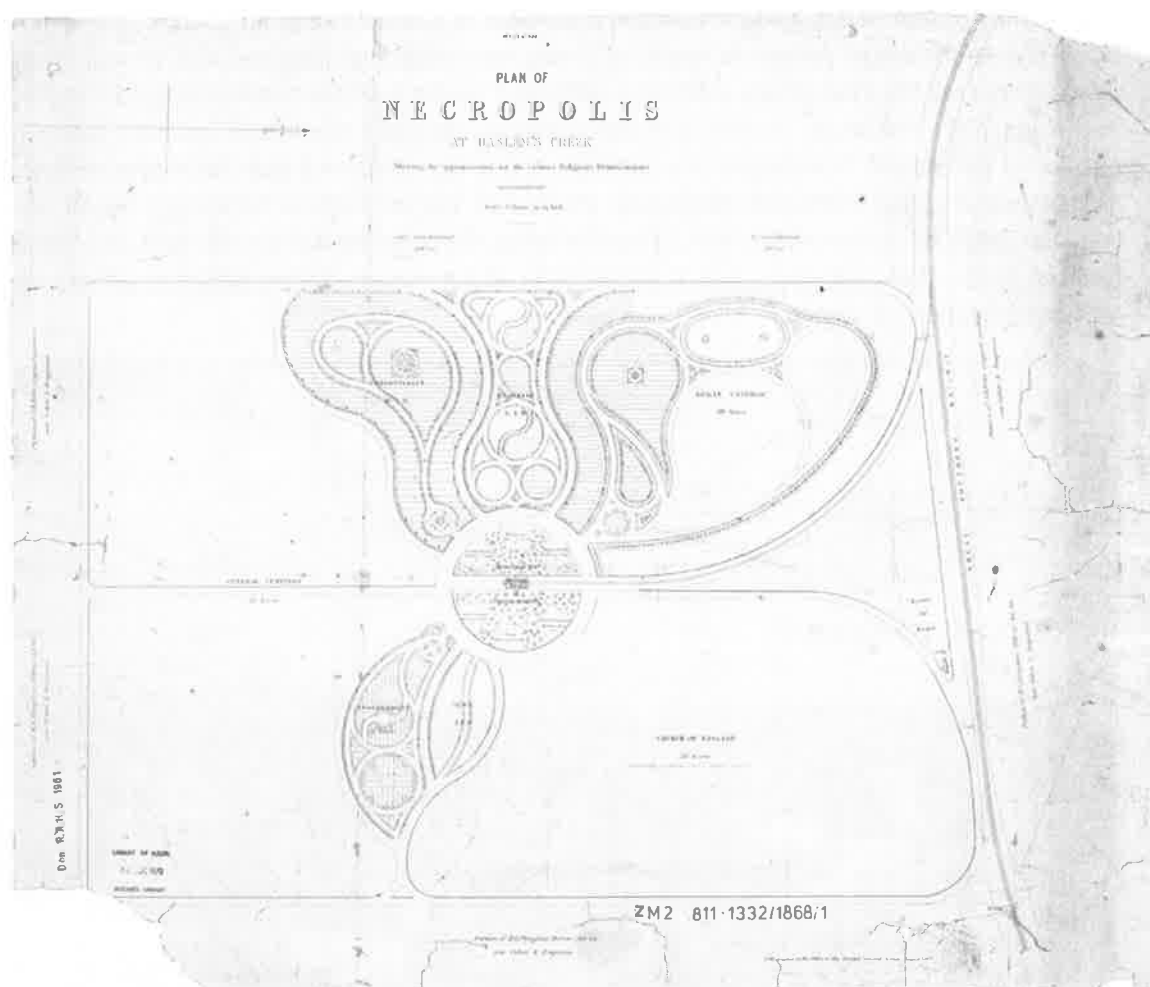
Figure 2.3 Plan of the Necropolis at Haslems Creek in 1868 showing the original 200 acres as they were laid out prior to burials. Note the careful, gardenesque style landscaping and planting in the smaller sections, but the largely blank canvas of the church of England, Catholic and general sections. The railway spur is clearly shown branching off the Great Southern Railway. The mortuary station can be seen in the centre of the circular central garden area (Source: SLNSW)

2.3 Rookwood Necropolis

2.3.1 Extension and Consolidation: 1878–1900

In 1878, just 10 years after the start of burials, the trustees were petitioning the government for an extension to the site as it became clear that more room for internments was required. In April 1878, the Church of England trustees informed the government that they had only half of their original 53 acres remaining to use, with 15 acres considered unsuitable for internments as it was too rocky and 10 acres already used for burials, landscaping and pathways. The trustees noted that they had 28 acres left to use, each acre of which could hold 875 graves making a total of 24,500. However, as the annual internment had already reached almost 1500, the cemetery would be full in just sixteen more years.[20]   Acting on behalf of the trustees for the Church of England, Pearce recommended the purchase of some adjoining land that he believed would be suitable for the extension as well as making a magnificent park. Pearce opened the negotiations for the land and in July 1879 the government acquired a further 577 acres to the east and south of the original site, although they were not officially gazetted until February 1889.[21]

The growing cemetery had also encouraged the growth of a small village around the railway junction. By 1878 this settlement, known as Haslems Creek, was large and self-conscious enough to want to differentiate itself from the nearby cemetery—despite it having been the main catalyst for the growth of the village in the first place. In mid-1878 the railway junction was renamed Rookwood, which in time also led to the popular renaming of the cemetery, first to the Haslems Creek Necropolis at Rookwood and soon after to just Rookwood Necropolis. Frustrated, the residents of Rookwood suburb restarted their campaign for a new name, with Lidcombe being accepted by the Government and adopted in October 1913. The new name was a combination of the names of then Mayor F Lidbury and the previous Mayor JH Larcombe.[22]
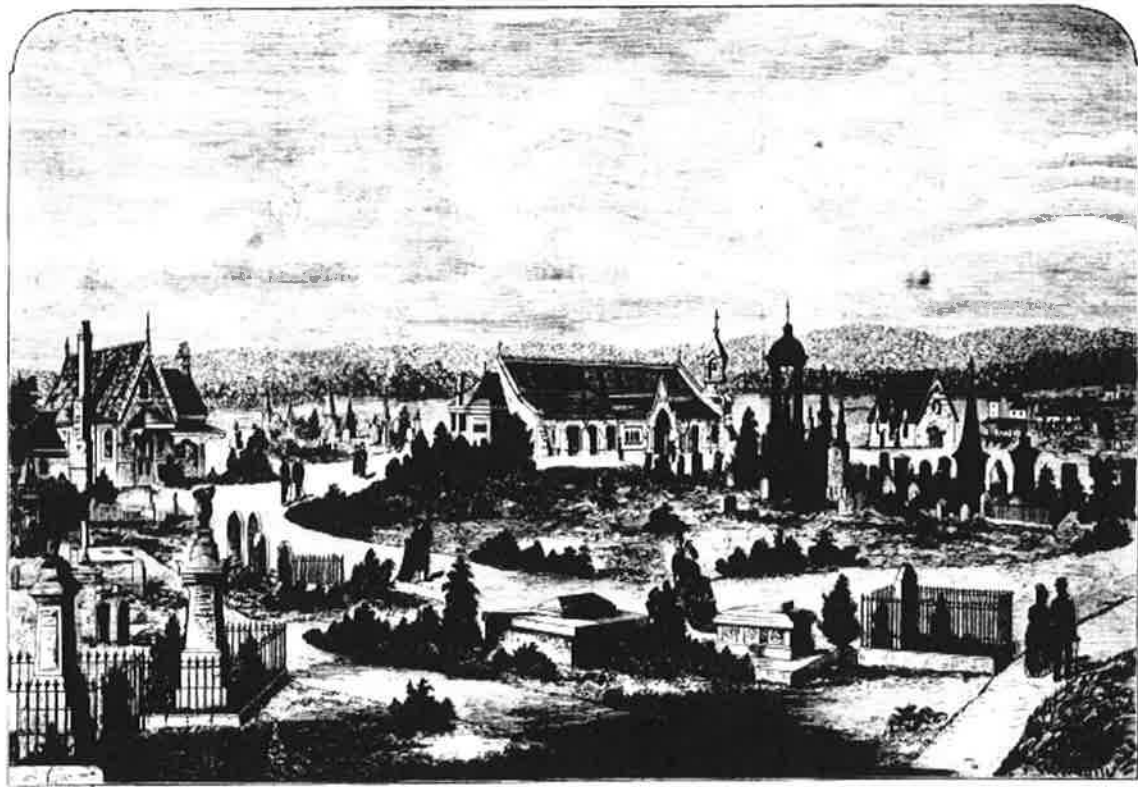
Figure 2.4 Sydney Necropolis 1875. Just seven years after the first burials, the *Sydney Illustrated News* published this image accompanying a description of The Necropolis as a tastefully laid out cemetery, with a collection of elegant gothic chapels and buildings, including the station. The image shows people strolling the paths, presumably mourners or family. This aligned to the idea of the Necropolis being a place of quiet contemplation and reflection within a moral landscape of Victorian funereal art and monuments. (Source: Sydney Illustrated News 29 May 1875)

The extension of the cemetery required additional landscaping to manage the drainage of the site, with a slope running from north to south and a creek running through the southwest section. Although some areas were on high ground, with commending views to the Blue Mountains and back towards the city, much of the area was low lying. Within the Church of England section, the trustees had started work on a drain in 1874. Built between 1874 and 1882, this drain, largely designed by Pearce, constituted the western end of what was to become the Serpentine drain. This winding drainage system consisted of a brick drain measuring 900mm wide and 1700mm deep with three, shallow circular ponds spaced along its route. As well as being a practical approach to the sites drainage, the drain provided further opportunities to enhance the landscape through the cemetery, with large decorative terracotta urns and fountains placed at strategic points along its route, and the ponds

planted out with lilies and other water plants. Between 1889 and 1895, the trustees built a second drain through their extension. Both drains directed water towards other drains and channels outside the boundary of the cemetery, which in turn fed into the Parramatta River. Drains were also constructed through the Catholic sections and the Presbyterian sections, with the government also installing drains in 1899 and 1937. Pathways and roads were also lined with shallow box drains and brick gutters to channel water.

The new extension allowed for the existing trustees to have more land, as well as adding new sections for denominations that had previously not been allocated any space. Of the original six sets of trustees, the Church of England received an extra 190 acres, the Catholics 131 acres, the Presbyterians 59 acres, the Wesleyans 50 acres, the Independent Congregationalists 35 acres and the Jewish trustees 11 acres. New allotments were also made out for the Lutherans who received 10 acres, the Primitive Methodists who were allocated 7 acres—a further 81 acres were added to the general cemetery as well.[23] (See Figure 2.5) Although not laid out as formally as the original section, the new cemetery areas included curved main roads and avenues lined with feature plantings

It was also during this period that a dedicated Chinese burial ground was formalised at Rookwood. Chinese burials had been recorded from April 1868, when 28-year-old Ah Look of Clarence Street was buried in the general section. About 20 Chinese men were buried in this section by 1873 when reference was first made to a Chinese section, which was likely still in the general section, with graves now clustered together. In 1874, a man named Mussah was buried in what was referred to as the General Chinese Cemetery, later just the Chinese Cemetery. As four bodies were moved from the general cemetery to this section in 1878, it suggests that this was a different area to where earlier burials had taken place and represented the first ethnic, rather than religious section to be assigned at Rookwood. Although the Chinese community had petitioned the government for a separate section, which was refused, the trustees of the general section had set aside 3 acres immediately south of the mortuary station circle for Chinese burials. Although no temple was permitted, a residence for a caretaker was allowed (although it does not appear to have been built) and a brazier for burning offerings was also permitted.[24] A large monument, known as the Quong Sing Tong monument was erected in 1877–1878 within the Chinese section. Although its original purpose is unclear, it is thought to have been used as part of a farewell ceremony for those Chinese buried in the cemetery. As was customary, bodies of those Chinese dead who could afford the ceremony were temporarily buried at Rookwood prior to their disinterment and removal to China for a traditional burial. Of approximately 1000–2000 burials in this section, up to one third were removed to China in the years before 1949, when the victory of Communist forces in China stopped the practice.[25]
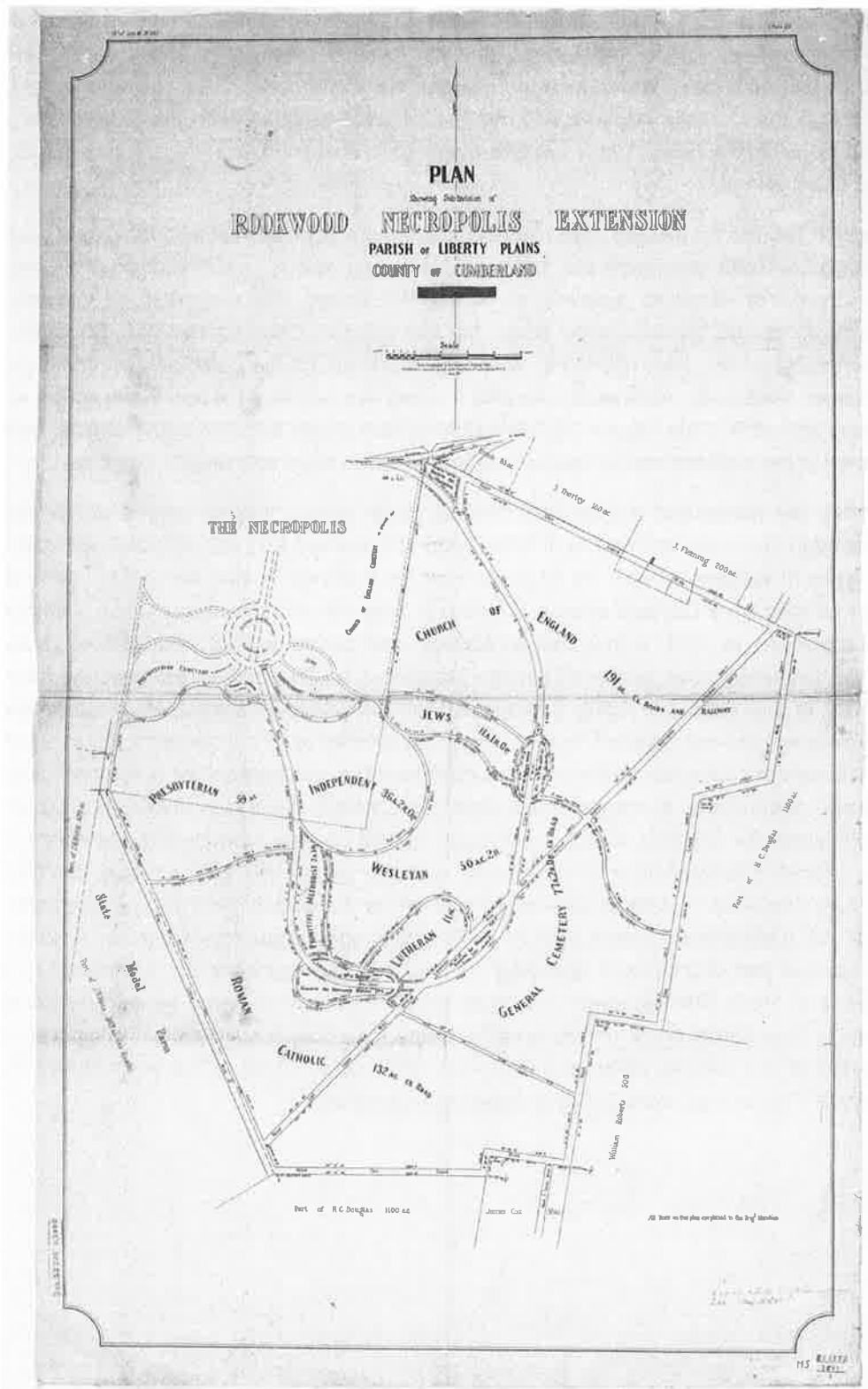
Figure 2.5 Plan showing the subdivision of the Rookwood Necropolis extension. This plan shows the layout of the extended area along with the original 200 acres. The plan shows the extension of the railway into the new sections and the partial continuation of the curved paths and roadways that had been a feature of the original design. The greatly increased area of The Necropolis allowed for extensions to the existing trustees areas as well as the provision of space for new denominations (Source: SLNSW)

With the new sections in use, each of the denominations erected new chapels and managers cottages. Of these the largest was the St Michael the Archangel Chapel, built by the Catholic trustees in a Gothic style to match the nearby Mortuary Station. Topped with a belltower surmounted by a statue of the Angel of Resurrection, the chapel was one of the most prominent built landmarks in the cemetery. The Independent trustees erected a timber chapel, while the Jewish trustees built a new brick chapel and the Presbyterians built a ladies waiting room. The Church of England, Catholic and Independents all also built cottages for their resident managers and the Presbyterians erected one for their sexton. Across the trustees there were approximately 35 ground staff working in the cemetery at the close of the nineteenth century.[26]

2.3.2 Railway Extension and Removal: 1896–1948

As graves were extended into the new areas, the distance from the original mortuary station made transporting the coffins increasingly difficult. In c1896, the trustees requested that the government extend the railway line through the new sections. Work was undertaken using day labour and the first section of the line was completed and handed over in February 1897. The work involved alterations to the original receiving house building to allow the track to continue and the construction of a second platform at the end of the line.[27] The new station was named the Mortuary Terminus and was located in the Catholic Section close to the junction of Memorial Drive and Weekes Avenue. In 1901, a second platform close to the terminus was built—also in the Catholic section.

The line was extended once again in 1908 as burials moved further into the eastern portion of the cemetery. The extension followed Memorial Drive before turning north through the Lutheran and Jewish sections to the Church of England section where it once again terminated close to the corner of Necropolis Drive and Hawthorne Avenue. The railway now included four platforms, with No.1 being the original mortuary station and the rest numbered sequentially along the line. The total length of the line was just over 3.3km, and included run-around loops and sidings to allow trains to pass and to turn around without having to reverse up to the main line.

Funeral trains continued to serve Rookwood until April 1948, when they were withdrawn from service. The rise of private motor transport and hearses meant the train was restricted to running only on weekends by the 1940s. With the end of the train service the buildings began to fall into disrepair. In the 1950s, three unsuccessful attempts were made to dispose of the saleable railway property, until in 1957 the original mortuary station was sold to the vestry of All Saints Church of England, North Ainslie, Canberra for use as the parish church. The station was dismantled and relocated to Canberra, where although modified, it remains in use as the All Saints Church.[28] The remaining tracks, platforms, station buildings and associated infrastructure were demolished. The line of the railway is still discernible in much of the cemetery, although recent burials along part of its length have obscured sections of its route.

Figure 2.6 The Necropolis' main station c1897 after the line was extended and the station building altered to allow trains to proceed down the line. The fine stonework and gothic style are clear in this image. The station was dismantled in 1957 and reassembled as a local church in Canberra where it remains (Source: SRNSW)

2.4 Twentieth-Century Developments

2.4.1 Amendments to the Rookwood Necropolis Act 1923

In 1923, amendments made to the *Necropolis Act* introduced some major changes to the management of the cemetery and the burial practices available to people. The continual growth of the cemetery had seen some areas being neglected as they filled up and became less well used. One of the amendments to the Act created a joint committee of trustees, which was to include a representative of each denominational trust who would take responsibility for the care of fences, roads, paths, drains, extensions, plantings and other necessary works. Works within the burial area of each denomination remained with the relevant trustees. The committee, which was appointed in January 1925, was able to levy each of the trustees up to 10 per cent of their income to cover the costs of works. In 1926, £1000 was provided by the government towards the cost of roadworks and the committee appointed Norman Weekes to serve as The Necropolis engineer—a position he held until 1970. Weekes had migrated from England in 1923 to take up the position of City Surveyor for the City of Sydney Council, before acting as the Director of the Sydney Regional Plan convention and setting up his own practice in 1925. Weekes was instrumental in organising and carrying out essential repairs to the road system in the old section, which had fallen into disrepair, and in formalising the roads in the southern section of the cemetery, which had not been created. He employed unemployed relief workers for much of the work during the late 1920s and 1930s.[29]

2.4.2 The Crematorium

During the same period, and as a result of the amendments, the first crematorium in New South Wales was also opened at Rookwood in 1925. The introduction of the crematorium had come after over 10 years of lobbying against public opposition—not just to a crematorium in Rookwood but to the very idea of cremation itself. As early as 1890, the idea of cremation as an alternative to burial had been mooted by enthusiasts in Sydney. In 1908, the formation of the Cremation Society of New South Wales saw the movement gain some traction and serious lobbying for a crematorium to be built got underway. However, the outbreak of World War I and a lack of political will had meant that it was not until the post war years that the option was seriously considered by the government and cemetery trustees. The scale of loss in World War I had been attributed as contributing to a decline in the elaborate memorialisation and rituals that had been a feature of Victorian-era cemeteries like Rookwood, while the regimented rows of graves adopted by the Commonwealth War Graves Commission for the vast war cemeteries in Europe also promoted a simpler style of graves in civil cemeteries in Australia.[30] In this new atmosphere, the New South Wales Cremation Company Ltd, formed in 1915, was able to convince the government that as part of the *Necropolis (Amendment) Act*, four acres at Rookwood should be put aside for the construction of a crematorium, including chapels and gardens.

Designed by architect F l'Ason Bloomfield, the crematorium was to include a Spanish mission or Mediterranean-style building, with red-tiled roof and white rendered walls. The chimney shaft was designed or camouflaged as a belltower, with a chapel and columbarium inside the structure and an entrance loggia opening onto a garden at the rear. Work began in 1924, but a lack of funds meant only the furnace chamber, a fuel room, a yard and a temporary entrance were completed when the first cremation took place in May 1925[31]—with part of the furnace chamber partitioned by a temporary screen to serve as a chapel. Despite this, Bloomfield had detailed designs for the building and the landscaped gardens that could be implemented as the money became available. In July 1926 the chapel, known as the East Chapel, was completed. Its interior was designed without overt religious symbolism so that it would be appropriate for all denominations. In the first year of operation there were 122 cremations at Rookwood, with 138 in 1926, 267 in 1927 and over 500 in 1929. A sale of shares in the company in 1928 and 1929 raised enough money for the company to enable it to complete much of the original design, with the columbarium built, the furnace room extended (including the addition of two new furnaces) and the completion of the garden of remembrance.[32] Such was the popularity of the crematorium that a second chapel was added in 1934, with a special AIF Memorial columbarium also unveiled in April 1936. This special columbarium was reserved for returned servicemen of World War I who had died of wounds or illness since their return.[33]
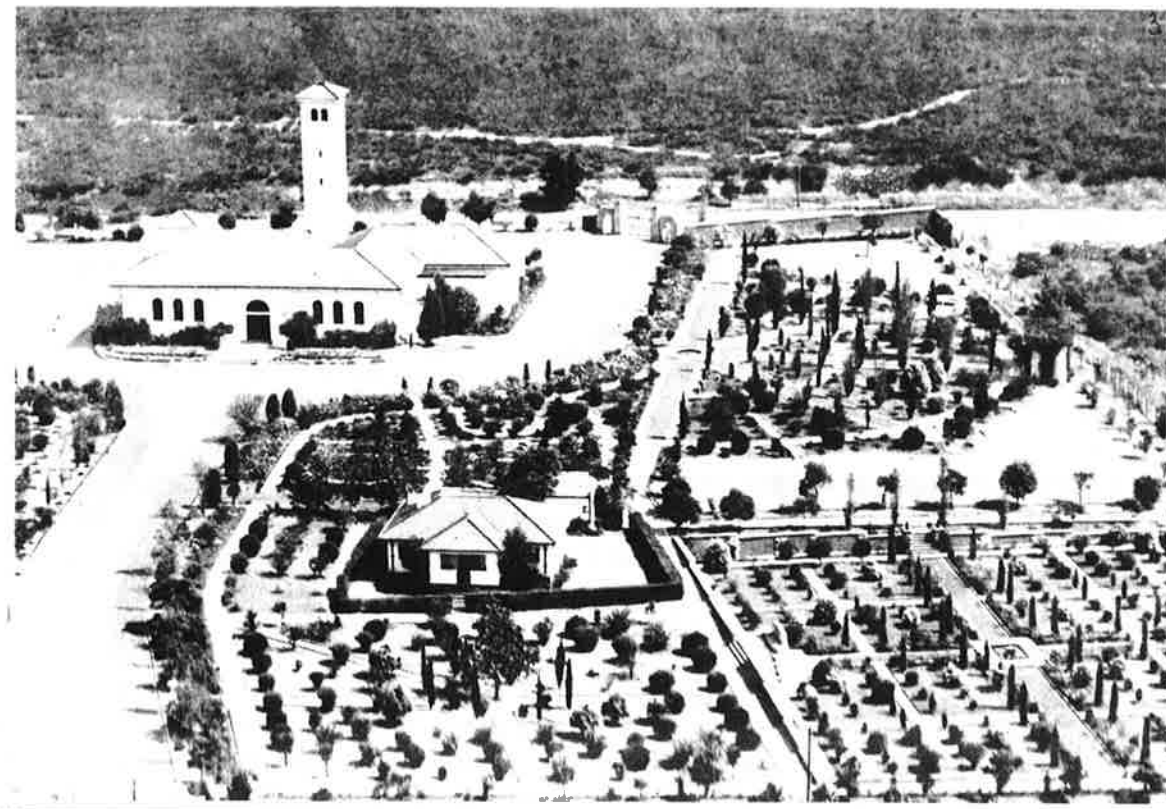
Figure 2.7 Rookwood Crematorium 1938, looking west across the landscaped memorial gardens with the caretakers cottage to the crematorium. The growing popularity of cremation saw the memorial gardens extended to the north, west and south of the crematorium and another chapel wing added to it. Note the undeveloped cemetery land behind the crematorium. (Source: Boylan & Co, Pty Ltd, Remembrance, Sydney July 1938)

2.4.3 Rookwood's War Cemetery

In October 1943, a section on the western boundary of the cemetery was set aside to serve as a war cemetery. It was maintained by the Army Graves registration unit. At first the graves were marked by simple wooden crosses, but in the years after the war these were replaced with a standard marble headstone. These represented the principal of equality in death of all soldiers that the Imperial War Graves Commission, later the Commonwealth War Graves Commission, had set forth on their establishment in 1918. The Sydney War Cemetery at Rookwood was primarily the resting place for those servicemen and women who died at nearby Concord Military hospital from wounds received in combat or from illness. In total, 732 burials from World War II were carried out in the cemetery. Rookwood was also used as a temporary cemetery for American service personnel, with 466 buried there during the war years. The remains were removed to America from Rookwood in 1947.

While the War Cemetery contains the remains of those who died in Australia during active service, it was the policy of the Australian Government not to repatriate the bodies of those killed overseas. However, the death of the first Australian serviceman in Vietnam, Private WL Nalder in July 1965 worked to end that policy. Nalder, like those killed before him, was to be buried in a dedicated cemetery in Vietnam, but after his mother told reporters she would prefer he came home a local businessman came forward with the money and his remains were returned to Sydney. Nalder was buried at Rookwood. Following the return of a second soldier in September, paid for by his own

comrades, the Australian government abandoned its policy of not repatriating remains and began paying for the return of soldiers' bodies from January 1966.[34]

2.4.4 Changes in Style

The years after World War I saw a change in burial practice in Australia that reflected a turning away from the elaborate memorialisation of the Victorian and Edwardian era reflected in the large and imposing monuments in the older sections of Rookwood. A new style of low, unpretentious monument became prevalent throughout newer sections. From the 1920s onwards, these graves, known as a 'slab and desk' (with the details of the deceased inscribed on a low headstone), allowed long lines of sight over an ordered, uncluttered landscape. The slab over the grave gave the impression of a soul at rest, and allowed for some continuation of an artistic decoration with patterns of ceramic tiles and mosaics often employed.[35] From the 1950s, as well as the slab and desk monuments, new lawn cemetery areas were being used at Rookwood, further distancing the new styles from those of the nineteenth century.
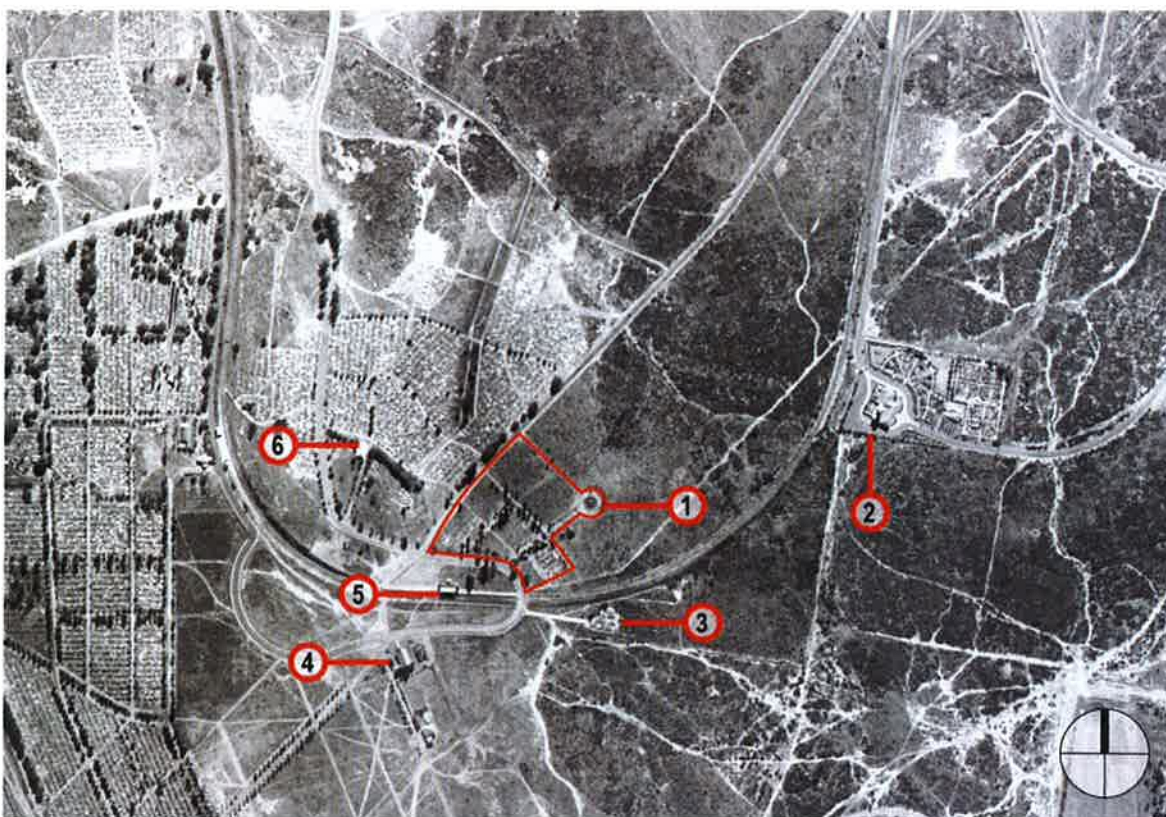
Figure 2.8 Rookwood in 1943, showing the Lutheran section (1), Rookwood Crematorium (2), Quaker burial ground (3), Sacred Heart Chapel (4), former mortuary station n.3 (5) and an unidentified building (6), now demolished (not previously identified in heritage assessment). (Source: Sixmaps NSW with GML overlay)

The low style overcame one of the emerging problems with Rookwood and other older cemeteries; that of a cluttered, untended landscape and the threat of vandalism which that entailed. In 1949 vandals smashed eight Jewish and four Gypsy graves at Rookwood. With graves having been sold in perpetuity to families with no provision for future maintenance, as family lines died out or moved away, the large ornate monuments were left with no ongoing money for upkeep. The plantings and gardens that had once been a feature to attract visitation and contemplation in the cemetery were by now becoming overgrown, damaging graves and obscuring the Victorian splendour.

Much of the change towards low style monuments was occurring in the Anglo-Celtic sections of the Catholics and Church of England denominations. However, in the wake of World War II, the influx of new immigrant groups also bought with it new styles of monuments and burial practices imported from their respective homelands. Southern European migrants, especially Italian and Greek families, were often in favour of above-ground mausolea, and while Rookwood had examples in the older sections (NSW being the only state to allow above ground vaults prior to 1945) it was not common practice. From the 1980s, the Italian Catholic community began building large vaults, arranged in streets at Rookwood. These crypts, often strata-titled, could accommodate eight to twelve coffins, which was enough to house a whole extended family.[36]

New migrant communities also began to be buried together, much as the denominational groups had been from the beginning. Russian and Greek Orthodox, Croatians, Vietnamese and Muslim sections all appeared, reflecting the ever increasing diversity of Sydney's population in the second half of the twentieth century. A growing Chinese community also expanded the Chinese section away from the small area set aside in the 1870s with its small austere headstones, to larger monuments often in red or black granite and marble. Many of the more recent graves from the 1980s have also appropriated the Italian custom of inserting a photograph of the deceased into the headstone, showing a divergence of cultural practises in the cemetery landscape.[37] The three barred crosses of the Orthodox faith and extensive garden plantings on Muslim graves also add distinctive character to these sections.

AUSTRALIAN WAR MEMORIAL   069721

Figure 2.9 The war cemetery section at Rookwood in 1943 before construction of the loggia. (Source: Australian War Memorial)

MARTYRS' MEMORIAL

Rookwood Cemetery, Sydney

Photographs : Max Dupain.

Trachite block paving laid in traditional fan patterns.
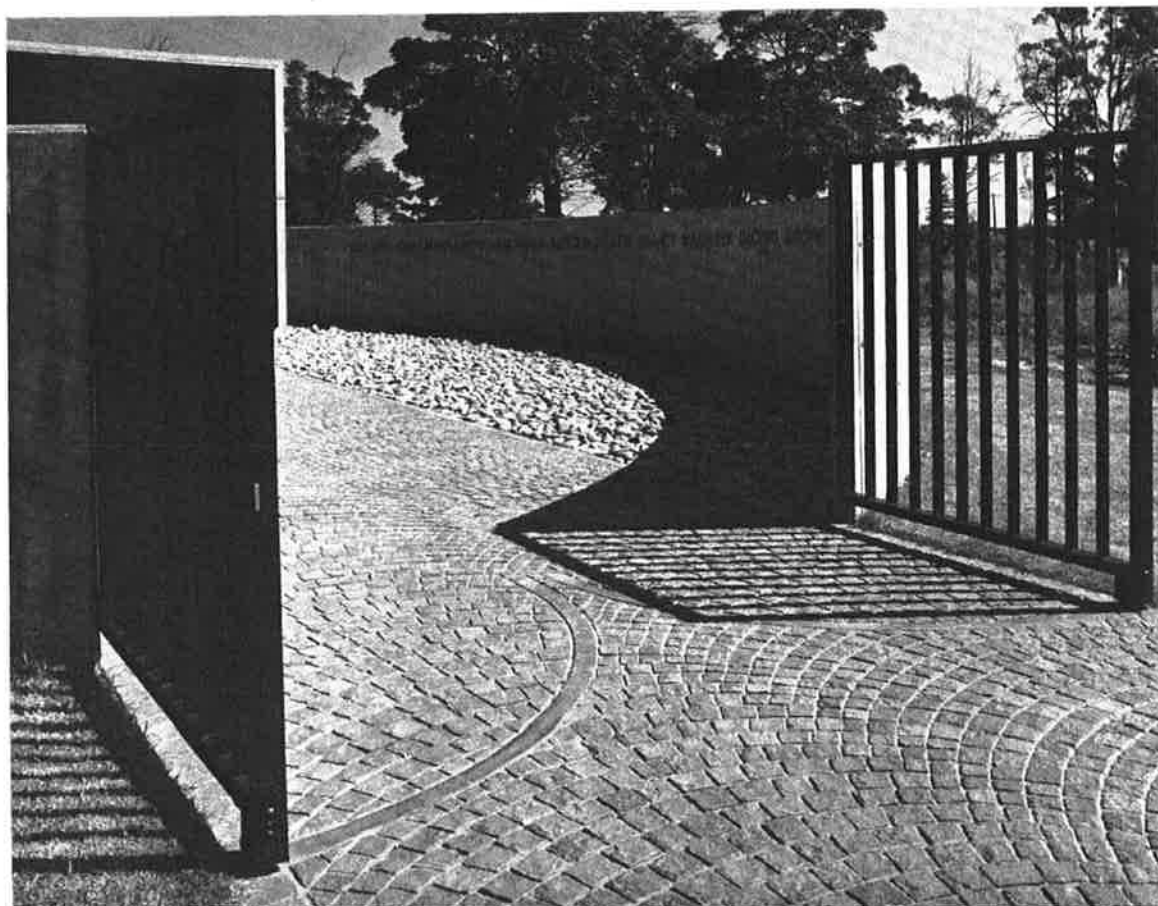
Figure 2.10 Jewish Martyrs Memorial photographed by Max Dupain. (Source: Concrete Quarterly, Summer 1978)

2.4.5 Modern Rookwood

Although burials were ongoing in Rookwood throughout the twentieth century, with new areas opened for migrant groups and expending denominational cemeteries, vandalism and neglect were an ongoing issue. In 1987 the entire cemetery was enclosed behind secure fencing for the first time, which led to a drop off in illegal dumping in the grounds. The same year a second *Necropolis Amendment Act* (1987) saw the formation of a Joint Committee, with representatives of the government, the National Trust, the Heritage Council, the crematorium and members of the seven trustees to manage the upkeep, maintenance and heritage values of the cemetery. One of the first tasks was the commissioning of a Plan of Management for the Necropolis to assess its historical, cultural and social significance and begin coordinated planning for the protection and growth of the site. The growing awareness of the cemetery as a site of historical and scientific value saw it classified by the National Trust of Australia (NSW) in 1981. Formal recognition by government followed in 1989 with a

Permanent Conservation Order placed on the site by the NSW Heritage Council, which was upgraded in 1999 by its inclusion on the State Heritage Register.[38]

In 1993, the Friends of Rookwood was formed by concerned and interested community members keen to help in the restoration and preservation of the Necropolis. The Friends set about raising funds for the conservation of important monuments, restoration of landscape and garden areas and to promote the cemetery to a wider public. By instigating a series of walking tours through the cemetery, the Friends were able to highlight the importance of the site via the social history of those buried and raise the profile of Rookwood as a place to visit and contemplate, as had been the idea behind its earliest incarnation as a gardenesque landscape.

The management of the Necropolis has also evolved. In 2012, the Rookwood General Cemeteries Reserve Trust (RGCRT) was formed, amalgamating the former Anglican, General, Independent, Jewish and Muslim Trusts into one management unit, with the Catholic Metropolitan Cemeteries Trust (CMCT) managing the Catholic sections and new Catholic crematoria. Between them the two trusts manage over 90 different religious and cultural groups that utilise the cemetery grounds.

Rookwood—Phases of Development Diagrams

ROOKWOOD NECROPOLIS
1863

ROOKWOOD NECROPOLIS
1868

ROOKWOOD NECROPOLIS
1890

ROOKWOOD NECROPOLIS
1930 - 40
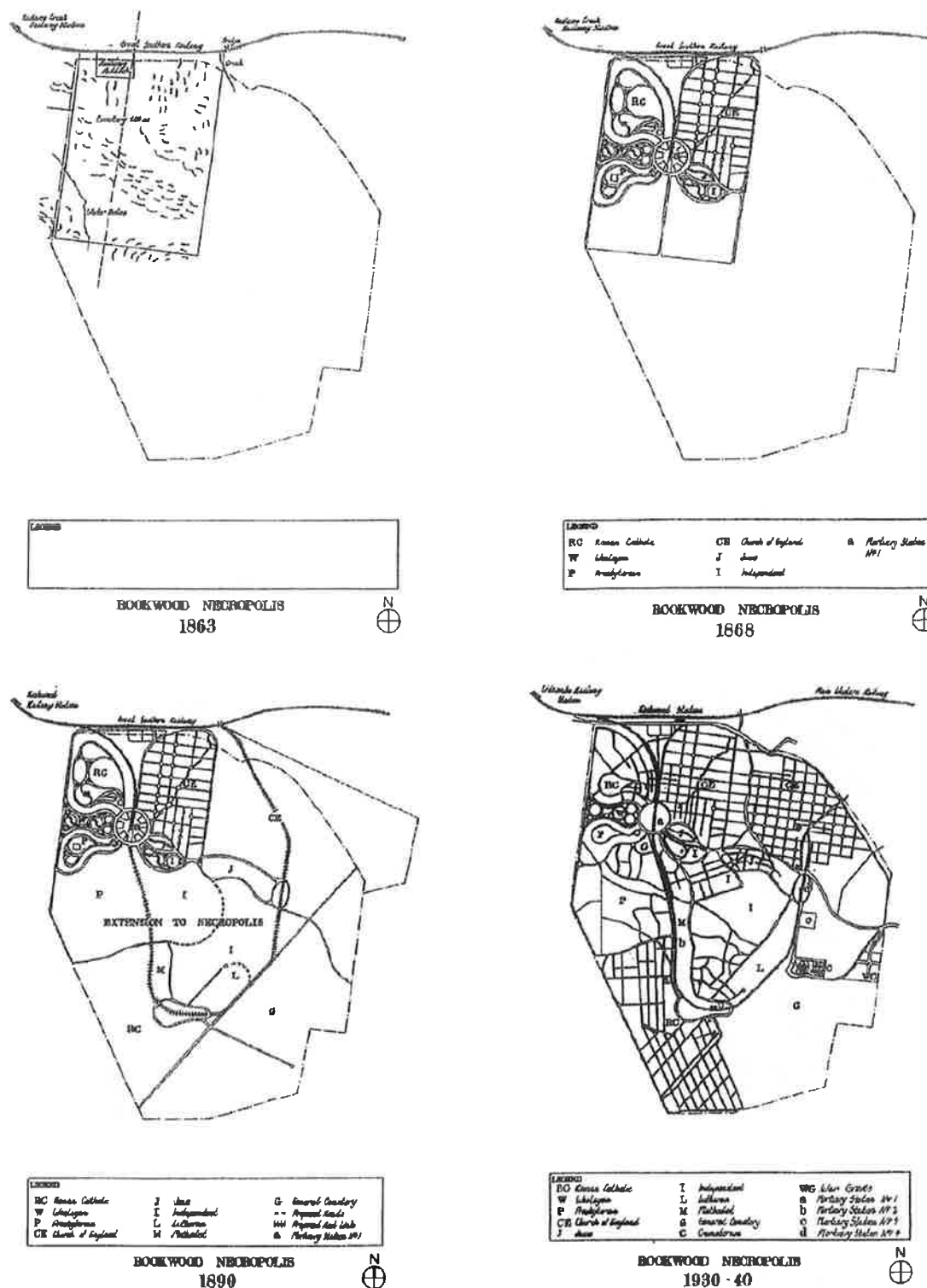
Figures (left to right) 2.11 The original 200 acre parcel of land at Haslem's Creek c1863, **2.12** Rookwood's gardenesque layout takes shape c1868, **2.13** The extension of the rail line and additional stations c1890, **2.14** Rookwood with the changes brought by the second outbreak of War and the crematorium 1930-1940 (Source: Rookwood Visual Significance Study 2010)

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2.5 Endnotes

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3.0 Rookwood—The Place

3.0 Rookwood—the Place

3.1 Overview

The physical attributes of Rookwood—its fabric, collections, landscapes and layouts provide the most important documentary evidence of the site's history and significance. The site is its own record of changing approaches to memorialisation and evolving landscape design and gardening practices. It retains a number of highly intact original layouts, from a breadth of historical periods, across many of its precincts.

A site inspection was conducted by GML Consultants David Mason and Emma McGirr on the 23 October 2015, and separately by GML Archaeologist Jennifer Jones on the 27 November 2015. The site was inspected with the aim of further understanding the following:

- the overall physical nature and general condition of the site and the context in which it is situated;

- the presence of previously identified cultural landscapes and management units of Rookwood; and

- the 'visitor experience' afforded by Rookwood, including public interface, any existing heritage interpretation and site legibility.

Rookwood is approximately 60 hectares larger than Australia's largest formal urban park, Centennial Parklands, making it a formal urban landscape of arguably unsurpassed scale in Australia.[1] Adding to Rookwood's scale, beauty and diversity, is the fact that once within the site there are only a handful of key moments where it is possible to comprehend where the site ends and begins. For visitors and site users it is easy to forget that Rookwood is in fact surrounded by the bustling urban context of Australia's largest city. Many of the key long-distance views from within Rookwood have been altered or obscured as the site has evolved over time, and this has resulted in the site having a more contained sense of space, as well as altering previously large open areas as vegetation grows and matures.

The ecology and biodiversity pockets interspersed throughout the site combine with the planned garden layouts to create flora and fauna soundscapes, which form a buffer zone to the traffic, rail and urban noise. This immersive aspect of the site means that Rookwood reads as a complete cultural landscape, an entity which is entered and exited via a defined boundary line sharply distinguished from the character of its surrounding suburbs. Rookwood contains many elements that guide visitors down paths to different landmarks, monuments and designed junctures that interpret the spaces and their meaning.

Figure 3.1 Wildflowers and roses in Old Anglican Cemetery No. 1. (Source: following photos by GML Heritage 2015 unless otherwise indicated).

Figure 3.2 Detail on a headstone in Old Catholic Cemetery No. 1.

Rookwood has been extensively described, documented and mapped previously, with many tackling the site's size and complexity by adopting a precinct-by-precinct approach to description. This CMP follows this approach through the use of detailed Heritage Asset Management Sheets (Appendix A).

This section also draws on the findings of previous studies, in particular the *Visual Significance Study 2010*[2] and supplementary *Landscape Management Unit Policies*[3] document as well as incorporating some of the onsite observations of the CMP project team. It aims to distil key information about the physical nature of the Rookwood site, and is accompanied by recent photos. This physical analysis has informed the conservation policies and the implementation action plan. For more detailed information and in depth descriptions of Rookwood's precincts and their components, see Appendix B.

3.2 Overview Description

Rookwood is located 17 kilometres west of the Sydney CBD between the suburbs of Lidcombe and Strathfield and within the newly formed Cumberland Council (formerly Auburn) Local Government Area (LGA). The Rookwood site today reflects a progressive amalgamation of parcels of land that have expanded outwards from the original 200-acre site known as 'Haslem's Creek Cemetery' purchased from A Cohen in 1862. Rookwood is now its own suburb, with its own postcode. Rookwood's total site area amounts to approximately 280 hectares of land. The site is surrounded on all sides by a busy suburban road network and main intercity and interurban railway lines.

Rookwood's boundaries are defined by Railway Street, Lidcombe, and the railway corridor to the site's north and east, and East Street to the west of the site. East Street runs north to south along the western boundary of Rookwood to where it intersects with Weroona Road at the southern extremity of the site, adjacent to the University of Sydney's Cumberland Campus. The southern boundary of the site is defined by Weroona Road and the railway corridor. The majority of Rookwood's boundary line was previously demarcated by a galvanised chain mesh fence topped with three security strands of barbed wire, identified in the *Rookwood Necropolis Landscape Masterplan* 2014 (LMP) as 'a visual deterrent' and 'unwelcoming to visitors'.[4] This was replaced with a black palisade fence on all public road interfaces in 2015. Perimeter planting schemes vary greatly across the site, ranging from linear beautification planting to self-sown native shrubbery and bushland. This aspect of the site's public-facing frontage has also been flagged for improvement and identified as an opportunity to improve and promote the public interface of Rookwood whilst encouraging more active visitation.[5]

Inside the perimeter, Rookwood possesses a primary vehicular road network often under layered by historical circulation routes. The site currently has two main vehicular entrance points as well as multiple pedestrian entrances, with an additional gate planned for construction off East Street in the southwestern corner of the site. Currently, two main entrance points are the Victoria Street Gates, which are located in the northwest (Lidcombe Gates) corner of the site, and the Weroona Road Gates (Strathfield Gates) intersecting the eastern boundary of the site off Weroona Road. Early tertiary roads define the layout of the original allocations of land and burial parcels and reveal evidence of the landscape planning concept. The LMP and the Visual Significance Study includes further detailed mapping of the road, paths and circulation network, and significance grading of the road hierarchy.

Figure 3.4 Lidcombe Gates, Rookwood. (Source: S Killam, 2016)

Figure 3.5 Strathfield Gates, Rookwood (Source: S Killam, 2016)

Rookwood's topography is characterised by a prominent ridgeline, which runs through the centre of the site and connects the former site of Mortuary Station No 1 with the current Catholic Office. These highpoints were instrumental in early planning for the site and for the designation of sites for the railway stations. The major ridgeline is intersected by two minor ridgelines—one of which runs along Hawthorne Avenue connecting the RNT office to the RGCRT office, and another that runs from the crematorium along Memorial Avenue to the Strathfield Gates (Weroona Road). These ridgelines define four enclosed valleys. The fall of the land aided in the early creation of denominational precincts and sectarian layout arrangements, contributing to naturally discrete spaces that afforded separation and privacy for mourners of differing religious backgrounds.[6]

Two key assets hold landmark status from both within and beyond the site's boundaries: St Michael the Archangel's Chapel (from East Street) and the Rookwood Crematorium tower. Both of these structures are visible from surrounding streets and railway lines due to their height and visual prominence. Other glimpses of the cemetery from the outside are available from Arthur Street, East Street and Railway Street, as well as when travelling to and from the western train line. Despite these key view corridors to Rookwood, the site maintains an enclosed air, with many view lines either fully or partially screened by vegetation, planting and fencing. Experienced from the outside looking in, Rookwood only hints at the vast nature of its landscape, contents and collections.

Figure 3.6 Rookwood Crematorium and Memorial Gardens, Memorial Avenue, built in Interwar Mediterranean style c1924 and visible from Arthur Street.

Figure 3.7 St Michael the Archangel Chapel, constructed c1886 in Gothic Revival style is visible from a number of points outside Rookwood.

Internally, the site's historical and physical connections to the wider Sydney region are more readily apparent through its key orienting viewpoints looking east (to North Sydney, the CBD and Homebush) and west to the Blue Mountains. These viewpoints are found at high points on site, including at points along the Hawthorne Avenue ridgeline, at the intersection of Weekes and Memorial Avenues, from St Michaels Chapel, and at the site of Mortuary Station No. 1. Other key internal views include the vista from the high points on Paton Street (Old Independent Section) looking north, which affords an unmistakably 'Rookwood' outlook that encompasses significant mature planting schemes including Cook pines and canary palms, combined with the gardenesque distribution of Victorian monuments set against a distant Sydney city skyline.

3.3 Description of Precincts

3.3.1 State Heritage Listed Area

Rookwood's site-wide arrangement takes its cues from the old cemetery's gardenesque design. These original areas make up the SHR listed area. This area comprises a curvilinear layout free from angularity and distinguished by a pleasant interplay of rounded beds and the responsive placement of Victorian infrastructure such as canals, kerbs and the railway culvert itself. The elegance of these design features is particularly evident when Rookwood is viewed in plan form and from on high via aerial photographs.

The original old cemetery sections branch out from the central round form of Necropolis Circuit, which circles around the former site of Mortuary Station No. 1, giving the terminus site an axis like quality, from which the station would have functioned as a key orienting feature for all the No. 1 cemeteries. Mortuary Station No. 1 is today is marked by an interpretive structure, which is distinguished from the original remnant station elements by its modern low-form columns that demonstrate the former platform's setting in the landscape.

Within the original cemetery area the 'irregular symmetry' of gardenesque paths delineate each of the old precincts, which form separate yet interlinked components that display a variety of layouts, stylistic traits and levels of intactness.

These are:

- **Old Wesleyan No. 1** (Unit 1), which displays an interplay of circular forms, curvilinear parterres, and dense nineteenth-century burial patterns. This section is clearly bounded by the primary roads Necropolis Drive and Cohen Avenue, and their associated plantings.

- **Old Catholic No. 1** (Unit 2), which contains some remnants of gardenesque forms in the southern area adjacent to Necropolis Drive but is predominantly open in character and without much of the original grave kerbing and path elements that would have interpreted its parterre layout. Old Catholic No. 1 also functions for present-day burials. This section contains significant items of note such as:

  - St Michael the Archangel's Chapel;

  - Catholic Serpentine Canal (much smaller in length and simpler in nature than the Anglican serpentine);

  - the original railway spur alignment entering Rookwood from the north; and

  - the Catholic clergymen's section, containing large numbers of uniform graves which form the immediate landscape setting to the north of the chapel.

- **Old Anglican No 1** (Unit 3), the interior layout of which was not present in the original plans. The burial patterns are therefore distinctively denser in this area, with a finer grain grid layout punctuated by circular nodal features occupied either with planted garden beds, landmark trees, fountains or monuments. This section contains significant items of note such as:

  - the Serpentine Canal and associated planting/landscaping;

  - the gates from the original Devonshire Street Cemetery;

  - the Anglican Rest House (also known as the Elephant House) built in polychromatic brick c1893;

  - a huge variety of rare and remnant vegetation owing to the involvement of two directors of the Botanical Gardens; and

  - the reclamation by indigenous vegetation (Cumberland Plain Woodland) over the northeastern corner of this region of this area, particularly around the northern tip of the Serpentine Canal.

- **Old Presbyterian** (Unit 8), which is part of the original cemetery layout and possesses varied levels of intactness. The higher central and eastern sections retain their circular layouts along with high densities of Gothic style family vaults laid out in circular and cruciform patterns. There is a distinctive large 'teardrop'-shaped circulation route in the western half of the area. This section contains significant items of note such as:

- the Frazer Mausoleum;
- the McIntyre, Harris and Manson Vaults; and
- intact brick kerbs, gutters and remnant planting.

- **Old General** (Unit 8A), which is a small section directly south of Necropolis Circuit that has been mostly cleared of its original ornamental layouts but retains evidence of Chinese burials and the Quong Sing Tong Monument and associated planting schemes. The monument is an item of exceptional significance to the Chinese Community.

- **Old Jewish and Independent** (Unit 12), which was one of the first areas to be consecrated at Rookwood. This area retains its original Victorian layout and illustrates well the creative and decorative approach to landscape patterns and burial layout adopted by the early cemetery planners.

Figure 3.8 A denser area of burials in Old Catholic No 1 (Unit 2).

Figure 3.9 Graves missing their original edging in old Catholic No. 1.

Figure 3.10 The Serpentine canal looking northeast .

Figure 3.11 One of the lattice rest houses common in Unit 4.

Figure 3.12 Curved layouts are still visible despite the loss of original kerbs and paths (Old Catholic No 1).

Figure 3.13 Denser gridded burial patterns and a wide variety of remnant vegetation (Old Anglican No 1).

Figure 3.14 Old Presbyterian section, punctuated by distinctive family vaults and monuments laid out in circular and cruciform patterns.

Figure 3.15 Polychromatic brick interiors of the Anglican rest house.

Figure 3.16 Old Presbyterian Section with remnant lush planting schemes.

Figure 3.17 Old Presbyterian Section with remnant lush planting schemes.

3.3.2 Outside the State Heritage Listed Area

Northeastern Area

Moving east from Necropolis Drive towards the Strathfield Gates, Rookwood is made up of the following areas:

- **Anglican Unit 4,** which continues the characteristics and patterns of Old Anglican No. 1. Its grid arrangement is punctuated by circular nodal features sometimes occupied by rest houses, these becoming smaller and less decorative moving further east. This area also contains long axial views towards Necropolis Drive, and towards the Anglican buildings and chapel along Hawthorne Avenue.

- **Anglican Unit 5**, which is predominantly open in character. It has 'slab and desk' burials dating from 1940–1970 and is also the site of:

  - Mortuary Station 4;

  - the 1940's US War Cemetery and former office;

  - the merchant navy walled burial area; and

  - the RGCRT monuments and maintenance staff shed, which is found at the base of this area.

- **Anglican, Russian/Serbian Orthodox Unit 6,** which is visible from Necropolis Drive adjacent to the entry gates and is characterised by mid-twentieth-century slab and desk burials in gridded formation.

- **Jewish (Unit 14 A, B and C),** which has a finer grain enclosed character necessitated by the surrounding circulation network and features a variety of highly significant early and twentieth-century Jewish burials and an intimate war memorial.

Southwestern Rookwood

Moving south from Necropolis Circuit out of the SHR area and into the southwestern portion of the site there is a distinct transition of cemetery character as burials and layouts become notably twentieth-century in style and form. The main precincts of the southwestern portion of the site are:

- **Unit 10 Independent,** which retains distinct characteristics in its various areas, including a gentle modified grid and original circular gardenesque layouts, but also marks a transitional area of Rookwood as it opens up in the southern area of the unit, leading into the dominant twentieth-century character of the area beyond.

- **Unit 11 Independent and Catholic,** which is a low-rise area dominated by burials dating from the 1940s–1960s in slab/desk form. It also contains a biodiversity pocket of protected vegetation at its centre up to where it borders with Independent Unit 10 (Cooks River Castlereagh Ironbark Forest).

- **Unit 13 and 13C Independent,** which occupies the centre of Rookwood and contains a vast variety of monument typologies from many ethnicities including Russian Orthodox, Muslim, Ukrainian and Greek Orthodox originating from throughout the twentieth-century.

- **Unit 9 Catholic No 2,** which is characterised by dense twentieth-century burial patterns laid out in a north to south and east to west grid pattern within the main road alignment. A significant Canary Island palm avenue is located along Freeman Street and the Southern Canal.

- **Unit 16 Lutheran**, which adopts a rectilinear mid-twentieth century burial pattern within which intricate planting schemes create 'outdoor rooms', with a focus around a central tree-lined avenue leading to the World War I memorial.

- **Unit 17 Catholic and Lutheran,** which is punctuated by the Catholic Crown of Thorns shrine built in late-twentieth century Ecclesiastical style. It includes a semicircular lawn burial area, the Sacred Heart Chapel, the Catholic Crematorium and the former site of Mortuary Station 3.

- **Unit 18 Catholic (A, B and C),** which forms three subsections that dominate the southern end of Rookwood and contains predominantly post-1940 burials and memorials. These are laid out in a skewed grid form of northeast and southeast alignment, with rhomboid shapes between intersections that are legible when viewed from on high elsewhere in the site.

Figure 3.18 Catholic Crown of Thorns Shrine and the semicircular radial burial pattern that accentuates it .

Figure 3.19 Public rest areas adjacent to the Catholic Crematorium.

Figure 3.20 Anglican War Memorial Chapel on Hawthorne Avenue.

Figure 3.21 Lutheran Area (Unit 16) displaying early twentieth-century character with planting schemes forming 'outdoor rooms'.

Figure 3.22 Reflections Café near the Strathfield Gates entrance to Rookwood.

Figure 3.23 Open space adjacent to the Catholic administrative precinct.

Figure 3.24 Modern Chinese burials in Anglican Unit 20.

Figure 3.25 Railway loop evident through various parts of the site.

Figure 3.26 19th Century Burial patterns in the Old Presbytarian section with new burial patterns visible in the background.

Southeastern Rookwood

Moving back up north from the Catholic administrative hub and large southern Catholic sections, the southeastern portion of Rookwood splits again into a wide variety of denominational sections and burial styles, branching out from the central spine of Memorial Avenue and the notable activity hub made up by Rookwood Crematorium and Gardens. This portion of the site is made up of:

- **Unit 15 Crematorium and Gardens,** which is characterised by the intricate landscape pattern of the 1930s-era walled and sunken gardens filled with ornamental shrubs, clipped bushes and flowering plant forms that surround the Interwar Mediterranean style crematorium building (the oldest of its kind in Australia).

- **Unit 19 Catholic,** which is directly south of Memorial Avenue and is one of the newest areas of burial at Rookwood being generally open and low-rise with uniform lawn burials and looping circulation routes delineated by recent planting schemes.

- **Unit 20 Anglican (A, B and C),** which is predominately modern in character and form, contains subsets of Chinese, Serbian and Muslim burials displaying a cross-section of recent monumental trends.

- **Unit 21 Sydney War Cemetery and NSW Garden of Remembrance,** which is defined by an entrance off Memorial Avenue via a sandstone-clad loggia with pointed arch entryways and uniform white marble headstones, set in a manicured lawn landscape.

- **Unit 22 Anglican,** one of the most recent burial areas defined by a cross-section of recent monumental trends in a gridded layout.

- **Unit 23 Muslim,** which is defined by medium densities of burials oriented to Mecca (northwest) and also contains the Muslim office.

- **Unit 24,** known as Lot 10, which is a narrow corridor of land at the southern extremity of Rookwood half of which is Vegetation Conservation Area whilst the other half has been allocated for new burials which have commenced at the time of writing.

Figure 3.27 Rookwood Crematorium and surrounding ornamental garden setting.

Figure 3.28 Walled sunken garden, Rookwood Crematorium.

Figure 3.29 Sydney War Cemetery.

Figure 3.30 Sandstone Loggia entrance to Sydney War Cemetery.

Figure 3.31 Dense late 20th Century burial patterns in Unit 23.

Figure 3.32 Views north across the Muslim area, Unit 23, showing the Muslim office.

Figure 3.33 Vacant land in Lot 10.

Figure 3.34 Twentieth Century Burial Character approaching the perimeter fence at the southern end of the site.

3.4 Natural Resources

Rookwood contains concentrated biodiversity pockets where native vegetation has returned to the site after prior clearing, as well as some other small patches of bushland which exist outside these conservation reserves.

The vegetation conservation areas have been identified in the LMP 2014. They provide flora and fauna habitat and visual buffers between areas of the cemetery. They also form woodland areas within Rookwood that hint at its past character, as well as the now lost character of bushland in Auburn before and during its early subdivision and landscaping. This regeneration layer provides a biodiversity to the cemetery—in some cases, regeneration of woodland over the older buried areas creates a valuable habitat for flora and fauna as well as boosting the areas of endangered ecological vegetation communities.
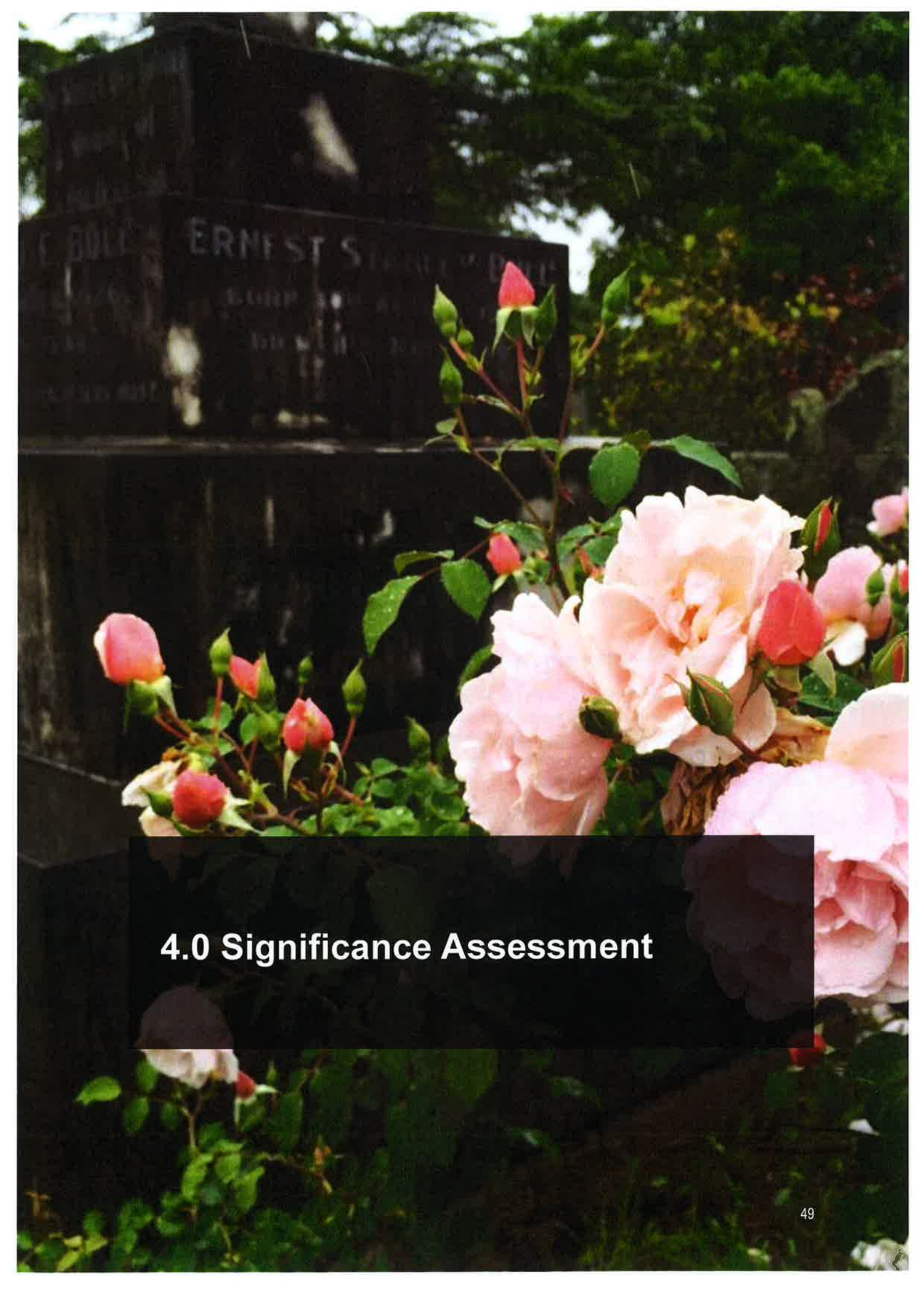
The major street trees and tree types within each Management Unit have been broadly identified and mapped.[7] This report and the LMP 2014 have also pinpointed the key significant views and vistas, which may also be regarded as part of Rookwood's natural resources, though they are intimately associated with the cultural landscape.

The following threatened ecological communities have been identified in the various assessments at Rookwood by UBM Ecological Consultants and previous flora and fauna consultants[8]:

- **Cooks River Castlereagh Ironbark Forest**, which occurs within the western, central and southern conservation reserve areas of the site. The Cooks River Castlereagh Ironbark Forest is characterised by a dense thicket reaching from two to seven metres. The structure is generally a closed scrub with few scattered emergent Eucalypts and little light penetration resulting in sparse or absent ground-layer vegetation.

- **Cumberland Plain Woodland**, which occurs within the northern cluster of conservation reserves on the site in areas highly disturbed by past burials and clearing.[9] This area is also referred to as a 'Modified Woodland' by UBM due to the presence of *Corymbia citrodora* as the self-seeded canopy of non-indigenous trees in this area.

3.5 Endnotes

[1] Office of Environment and Heritage, State Heritage Inventory Citation: Centennial Park, Moore Park, Queens Park, accessed 10 March 2016 <www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5045397>.

[2] DEM Architects, Rookwood Visual Significance Study, report prepared for the Rookwood Necropolis Trust, 2009.

[3] DEM Architects, Rookwood Necropolis Management Unit Policies, DEM Architects, report prepared for the Rookwood Necropolis Trust 2011 (updated 2014).

[4] Florence Jaquet Landscape Architect, Rookwood Landscape Masterplan, report prepared for the Rookwood Necropolis Trust 2014, p 157.

[5] Florence Jaquet Landscape Architect, Rookwood Landscape Masterplan, report prepared for the Rookwood Necropolis Trust 2014, p 155.

[6] DEM Architects, Rookwood Visual Significance Study, report prepared for the Rookwood Necropolis Trust, August 2010.

[7] DEM, Rookwood Visual Significance Study, report prepared for Rookwood Necropolis Trust, 2009, pp 16–164.

[8] UBM Ecological Consultants, Bushland Management Plan 2014-2019, p8. See also: Carolyn Tallents Landscape Architect and Judie Rawling UBM Consultants, Rookwood Necropolis Property Management Plan, 2015.

[9] Florence Jaquet Landscape Architect, Rookwood Landscape Masterplan, report prepared for the Rookwood Necropolis Trust 2014, Appendix B, Biosis Flora and Fauna Constraints Assessments.

4.0 Significance Assessment

4.0 Significance Assessment

4.1 Introduction

An assessment of heritage significance is conducted to establish why a place is important. 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.

4.2 Overview of Significance

Rookwood is the largest cemetery in Australia and one of the largest in the world, covering an area of 280 hectares with approximately 1,000,000 epitaphs recorded on 600,000 graves and 200,000 crematoria niches.[1] The original 200-acre layout followed a gardenesque design, which was continued in the layout of individual sections. The cemetery includes a great variety of commemorative landscapes and structures illustrating an evolution of visual languages of death and mourning. It is a major natural, archaeological and genealogical resource, containing unique records of early colonial Sydney such as monuments transplanted from pre-existing burial grounds. It contains innovative engineering, including a system of canals and ponds, and landforms and historical archaeology that clearly reveal the original railway link to the city and changing patterns of use, growth and occupation. The cemetery contains landscapes and memorials, which have been created and sustained by a host of different ethnic and religious communities, and is representative of the exceptional cultural diversity of Sydney. It is one of Sydney's largest public open spaces and a major resource in terms of biodiversity.

4.3 New South Wales Heritage Assessment Guidelines

The *NSW Heritage Manual* and its follow-up guideline 'Assessing Heritage Significance'[2] 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 these four criteria are developed further into seven state heritage criteria 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 for 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.

4.4 State Heritage Register Heritage Assessment

The following heritage assessment outlines the identified SHR citation with additional commentary.

Table 4.1 Rookwood—Assessment of Significance.

NSW Heritage Criteria	Current SHR Listing	Revised Significance Assessment
Criterion (a)—an item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area)	Rookwood Necropolis is one of the largest burial grounds in the world and contains the largest 19th century cemetery in Australia. The scale of design, gardenesque layout, high quality and diversity of structures, monuments and details of the oldest sections of Rookwood Necropolis represent a rare surviving example of mid to late 19th century ideals for a major public cemetery.	Rookwood is one of the largest burial grounds in the world and contains the largest nineteenth-century cemetery in Australia. The scale of design, gardenesque layout, high quality and diversity of structures, monuments and details of the oldest sections of Rookwood represent a rare surviving example of mid- to late-nineteenth century ideals for a major public cemetery.
Criterion (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 (or the cultural or natural history of the local area)	*Not currently included in SHR listing.*	Rookwood is the known burial place of almost a million citizens, including scores of noteworthy individuals of importance to the growth and development of the city and suburbs of Sydney and NSW. Rookwood has strong associations with the diverse religious, social and ethnic communities of Greater Sydney and the presence, growth and impact of these communities on the society and culture of NSW.
Criterion (c)—an item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area);	Many of the monuments are of outstanding aesthetic quality. Rookwood is so large that vistas can be found within it that are completely contained within the cemetery landscape, providing an aesthetic retreat for the senses of the viewer.	*Agree with current listing—no changes proposed.*
Criterion (d)—an item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons	Rookwood Necropolis is a tangible manifestation of the social history of Sydney, documenting the cultural and religious diversity of the Australian community since 1867. Prominent individuals and families are recorded in memorials containing significant biographical information. The progressive layering, development and diversity of styles of memorialisation document the conceptual move away from the 19th century perception of death and dying to the more rationalist view prevailing at the present time. As a social document and genealogical resource Rookwood Necropolis is unique in its scale and comprehensiveness. The Necropolis is the burial place of a large number of noteworthy individuals.	Rookwood is a diverse cultural landscape that has provided a setting for burial and memorial traditions of many different faiths and denominations. Rookwood is a tangible manifestation of the social history of Sydney, documenting the cultural and religious diversity of Australian communities since 1867. Prominent individuals and families are recorded in memorials containing significant biographical information. The progressive layering, development and diversity of styles of memorialisation document the conceptual move away from the nineteenth-century perception of death and dying to the more rationalist view prevailing at the present time. As a social document and genealogical resource Rookwood Necropolis is unique in its scale and comprehensiveness.

NSW Heritage Criteria	Current SHR Listing	Revised Significance Assessment
Criterion (e)—an item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area);	The monumental masonry and other types of craftsmanship, including cast and wrought ironwork are fine examples of craft processes and reflect social attitudes to death and fashions in funerary ornamentation since 1867. The Necropolis provides a habitat for two rare and endangered plant species.	The monumental masonry and other types of craftsmanship, including cast and wrought ironwork are fine examples of craft processes and reflect social attitudes to death and fashions in funerary ornamentation since 1867. The Necropolis provides a habitat for two rare and endangered plant species. As an extensively used internment site, Rookwood Necropolis has exceptional research potential. The site's historical archaeological resource has the potential to answer a wide range of research questions that would provide insight into the treatment of life and death by a cross-section of cultural groups in the greater Sydney region from the mid-nineteenth century through to the present.
Criterion (f)—an item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area);	*Not currently included in SHR listing.*	*Agree with current listing—no changes proposed.*
Criterion (g)—an item is important in demonstrating the principal characteristics of a class of NSW's (or the local area's) cultural or natural places or cultural or natural environments	*Not currently included in SHR listing.*	*Agree with current listing—no changes proposed.*

4.5 Grading of significance

Different components of a place may make a different relative contribution to its heritage value. Loss of integrity of components of the place may also diminish significance. Specifying the relative contribution of an item or its components to the overall significance of the place provides a useful framework for making decisions about the conservation of and/or changes to the place. The following table sets out terms used to describe the grades of significance for different components of the place, as per the Assessing Heritage Significance guidelines.

Table 4.2 Grading of Significance.

Grade	Justification	Status
Exceptional	Rare or outstanding element directly contributing to an item's Local and State significance.	Fulfils criteria for state [or national] listing
High	High degree of original fabric. Demonstrates a key element of the item's significance. Alterations do not detract from significance.	Fulfils criteria for local or state listing
Moderate	Altered or modified elements. Elements with little heritage value in their own right, but which contribute to the overall significance of the item.	Fulfils criteria for local or state listing
Little	Alterations detract from significance. Difficult to interpret.	Does not fulfil criteria for local or state listing
Intrusive	Damaging to the item's heritage significance.	Does not fulfil criteria for local or state listing

4.6 Historical Themes

The *NSW Heritage Manual* also identifies 36 historical themes relevant to NSW within which the heritage values of the place can be examined. These themes are correlated with nine national themes and are meant to facilitate understanding of the historical context of the heritage item.

As a place of great importance in the growth and evolution of Sydney, especially during the population boom between 1871 and 1941 when Sydney's population increased nearly tenfold,[3] Rookwood has connection with most of these NSW themes.

Themes of particular relevance to Rookwood are set out in the table below.

Table 4.3 Significance of Rookwood in Relation to NSW Historical Themes.

NSW Historical Theme	Local Theme	Revised thematic assessment
Environment—naturally evolved	1. Features occurring naturally in the physical environment which have significance independent of human intervention 2. features occurring naturally in the physical environment which have shaped or influenced human life and cultures.	Remnant natural vegetation provides a habitat for flora and fauna and for endangered ecological communities. Woodland pockets within Rookwood hint at its past character, as well as the now lost bushland landscape around Auburn before European settlement. Natural vegetation represents a significant historical layer in the landscape.
Environment—cultural landscape	Landscapes of remembrance Landscapes of contemplation-devotion Gardens and landscapes reminiscent of an 'old country' Landscapes demonstrating styles in landscape design Gardens celebrating multiculturalism Significant tree(s) providing urban amenity	The planned layout of Rookwood is of exceptional significance and a fundamental element of the cultural landscape. Large and small structures, from chapels to shelters and former railway station stops, serve as contributory elements, individually and in terms of group value, providing important visual or geographical markers and co-existing with natural landforms and vegetation in a pleasing configuration. Many of the surviving buildings and structures remain, mostly in beneficial use. They have historical significance as representative of the growth and development of the Necropolis.
Events	Activities and processes that mark the consequences of natural and cultural occurrences	Rookwood contains memorials and commemorative structures associated with events, in Australia and overseas that have been important in defining the stories and identities of different cultural groups in NSW. Rookwood contains a number of significant objects and spaces that commemorate war and civilian service by Australians and Australian communities, including the Jewish Martyrs Memorial, Jewish War Memorial, Lutheran War Memorial, memorials to US and Australian soldiers who served during World War II, and hundreds of graves of war veterans. It also contains remembrance chapels and structures associated with events in other parts of the world.

NSW Historical Theme	Local Theme	Revised thematic assessment
Transport	Activities associated with moving people and goods from one place to another and systems for provisions of such movement	The railway corridor constructed to service the original mortuary stations forms the backbone of the original cemetery. Surviving embankments and culverts and the sites of the mortuary stations form a thread of highly significant heritage elements and a unifying route linking and articulating the cultural geography of the Necropolis. The corridor is intrinsic to the site's spatial configuration and has exceptional significance as a reminder of patterns of use, occupation and visitation and as a reminder of historical transport links to Lidcombe, the city and suburbs. The road network illustrates the historical and social importance of integrating facilities for vehicle transport and pedestrian circulation into such a large site, and using landscape design and planting as a design component for infrastructure.
Land Tenure	Activities and processes for identifying forms of ownership and occupancy of land and water, both Aboriginal and non-Aboriginal	The early management and subdivision of Rookwood into denominational units established the form and character of Rookwood and has continued to play a major part in its history and evolution. The cemetery embodies the historical shift from sectarian to interdenominational landholding, reflects the rise of the public parks movement and the growth and extension of Sydney, illustrating the pressures on public reserves and Crown land since the 1860s.
Utilities	Activities associate with the provision of services, especially on a communal basis	As a garden cemetery, Rookwood is an important example of the application of European ideas about cemetery design, specifically those advocated by JC Loudon in England and applied by Charles Moore at Rookwood, in which a general cemetery was intended as a public pleasure ground, a place of education and an environment for improving public morals and virtues. This approach is reflected at Rookwood with carefully designed planting and symbolism drawing on theories of urban park design.
Health	Activities associated with preparing and providing medical assistance and/or promoting or maintaining the well being of humans	As Sydney's first purpose-built cemetery, Rookwood is highly significant at state level for its role in shaping a public response to crowded, decayed and unsanitary burial grounds in the city. It is representative of the new ideas and energy focused on reforming public health through proper disposal of the dead. The rise of the crematorium movement in the early twentieth century is represented at Rookwood by the oldest operating crematorium in NSW.
Creative Endeavour	Designing and marking grave furnishings and ornamentation Designing landscapes in an exemplary style	Designed as a garden cemetery in the grand gardenesque style, the footprint and planting layout of Rookwood has aesthetic significance for the history of garden design in Australia. Sections of the original No.1 cemetery are of exceptional significance at state level for the scale and richness of their monumental fabric and the variety of materials and craftsmanship. Many large family vaults and mausolea—some of them fully fledged buildings with roofs, openings and storm drainage—are dotted throughout the cemetery and particularly in the early subdivisions. They represent a highly significant group of constructions of a distinctive type, present at Rookwood in numbers far greater than any other metropolitan cemetery in Australia.

NSW Historical Theme	Local Theme	Revised thematic assessment
Religion	Activities associated with particular systems of faith and worship	In addition to the global Anglican and Catholic churches, the early form and fabric of Rookwood tells the story of Presbyterians, Wesleyan Methodists, Congregationalists and Quakers. Rookwood is exceptionally significant for its long association with Jewish and Chinese religious traditions. Its religious diversity has continued to evolve, catering for the Eastern Orthodox churches, Islam and other migrant communities in the twentieth century.
Birth and Death	Operating and maintaining cemeteries and burial grounds Remembering the deceased Burying and remembering notable persons- Burying the dead in customary ways	Rookwood's landscape character types owe their identity to the burial traditions, aspirations and conventions of a range different communities. Rookwood's cultural landscape is of social and genealogical significance for the history of NSW at all levels. It contains the burial plots of major families and ordinary citizens, as well as members of diverse social communities. It is particularly strongly associated with the Church of England, Roman Catholic church and Jewish Synagogues as well as Chinese, Muslim and numerous smaller community organisations. It has associations with civil and military institutions. Rookwood is a preeminent site for understanding the development of the funeral industry, funeral art and customs, as well as changing fashions and traditions associated with burial practices and remembrance.

4.7 Significant components

Rookwood is a rich and multi-layered cultural landscape—the product of long-term and complex relationships between people and the environment. A cultural landscape approach to heritage assessment emphasises the connections between natural geography, ecology and the human impact on the landscape as laid out, built and occupied. While many of Rookwood's key building and memorials, and even the historical archaeology can be read as discrete, or disconnected elements in a broader managed landscape designed and used as a burial ground, the significance of the place derives both from individual items (which may be buildings, monuments or smaller landscapes of distinctive character) and from the connections between these elements. Examples include views within, into and from the cemetery; visual linkages between smaller or more contained zones; roads, paths and planting patterns in older cemetery areas; the railway corridor looping around the site; and areas of vegetation that serve as buffers or contain and define the burial areas.

As the Aboriginal archaeological component of this CMP (Appendix B) has been prepared in accordance with the Due Diligence Code,[4] an assessment of the significance of Aboriginal cultural heritage values has not been undertaken. As 'Aboriginal people are the primary determinants of the cultural significance of their heritage',[5] Aboriginal heritage significance and cultural values are best identified in consultation with the local Aboriginal community.

The following assessment of significance considers Rookwood as a mosaic of many smaller parts, each of which may embody certain values, while also acknowledging the values belonging to groups and clusters of elements in spatial proximity, and to connections and linkages between elements.

At the same time, Rookwood operates within an evolving management context and has been extensively mapped. Assessment of values must be tailored to existing 'layers' in the landscape—as identified in other management documents. For heritage assessment, these layers can be grouped into categories as follows:

- historical archaeology;

- buildings and structures; and

- cultural landscapes.

Significant elements or features of the Rookwood landscape can be identified within these three layers or categories.

Historical Archaeology

Remains of former structures and associated sealed artefact deposits; remains associated with historical infrastructure including remains of former transport systems, roads, paths, drains, kerbs and canal systems; landscaping elements, particularly those which have been partially or completely buried; and interments, including grave hardware and grave furniture.

Buildings and Structures

Mortuary chapels; shrines, memorials, vaults and mausolea; crematoria and niche walls; service buildings residences, offices, worksheds; shelters, pavilions, rest houses; and garden structures, walls and enclosures.

Cultural Landscapes

Plot and landscape unit layouts; graves and memorials; plantings and hard landscaping; historic circulation routes including paths and secondary and tertiary roads; buildings and landmarks; memorials; signage and markers; moveable items and garden ornament.

4.7.2 Historical Archaeology

Rookwood's historical archaeology is found either as isolated or clustered building remains from earlier activities associated with growth and change at the cemetery, or as linear features tracing the layout of historical infrastructure and services. It also includes the thousands of interments that cover the site. This section presents an overview of significant non-interment historical archaeological elements within Rookwood. In some cases, items previously identified as archaeologically significant have been removed or damaged through re-use of the site for cemetery purposes.

The grading of historical archaeological 'relics' differs from that used for extant structures and landscape elements. In line with Heritage Council guidelines,[6] historical archaeological remains within Rookwood have been assessed as being of state or local significance. Table 4.4 below presents known and potential historical archaeological relics within the study area. Potential archaeological items that do not meet the threshold for local significance would not qualify as 'relics' and are not included in the table below. A full assessment, including mapping of the site's historical archaeological resource is presented in Section 7.0 of the Rookwood Necropolis AA (Appendix B).

Table 4.4 Significant Historical Archaeological Components within Rookwood (Excluding Interments).

Item No.	Item	MU	Reference[7]	Significance	Curtilage
1	Lodge Stables/Shed	2	Lavelle	State	SHR
1A	Rangers Lodge	2	Lavelle	State	
2	Independent Sexton's House	12	Lavelle	State	
3	Mortuary Station No. 1	7	Lavelle	State	

Item No.	Item	MU	Reference[7]	Significance	Curtilage
3A	Toilet Block–Mortuary Station No. 1	7	Lavelle	State	
4	Presbyterian Office/Residence	8	Lavelle	State	
5	Managers Residence (Catholic)	2	Lavelle	State	
6	Managers Residence and Complex (Anglican)	3	Lavelle	State	
7	Chinese Pagoda	8A	Lavelle	State	
36	Former Pond and Fountain, 'Twins' Sculpture	3	Lavelle	State	
37	Semicircular Embankment	2	Lavelle	State	
38	Former Pond	2	Lavelle	State	
43	Jewish Receiving Building	7	New find	State	
8	Shed/Ornamental Arbour for Clergy	3	Lavelle	Local	
10	Lattice Rest House (Ladies Only)	3	Lavelle	Local	
10A	Lattice Shelter (No. 1 Anglican, Section B)	3	Lavelle	Local	
11	Lattice Rest House (No. 1 Wesleyan)	1	Lavelle	Local	
12	Lattice Rest House (No. 1 Anglican Section GG)	3	Lavelle	Local	
21	Residence (Keating Family)	2	Lavelle	Local	
40	Unidentified Sculptural Feature	3	New find	Local	
41	Well/Cistern	3	New find	Local	
44	Railway Corridor	2, 7, 8A, 13A	Lavelle	Work (non-Relic)	SHR and Non-SHR
13	Rest House and Workers Change Room	14A	Lavelle	State	Non-SHR
15	Mortuary Station No. 3	17	Lavelle	State	
17	Dead-End Railway Siding	5	Lavelle	Work (non-Relic)	
18	Lattice Rest House/Ladies Lavatory	4	Lavelle	Local	
25	Weatherboard Kiosk	4	Lavelle	Local	
42	Unidentified Building	13C	New find	Local	

While Table 4.4 outlines several significant non-internment features within Rookwood, the majority of the site has high archaeological potential for a range of features and sealed deposits. Internments currently cover most of the land at Rookwood, and as archaeological items these hold significance for the data they might provide with regards to past lifeways and culture perceptions of life and death. Most of the interments (including unmarked burials) would be of local significance, while the remains of individuals with historical or broad cultural significance in NSW would have the potential to be of state significance.

While many of the landscape elements of Rookwood remain extant and currently visible, changes in use through time and gradual burial through the accumulation of sediment (particularly in areas that are not regularly frequented or landscaped) have likely resulted in their partial or complete burial. Buried or partially demolished landscaping elements associated with cultural landscapes of

exceptional or high significance—as identified in this CMP—have the potential to be of state significance, depending on their nature and extent.

Historical archaeological evidence associated with pre-Rookwood uses within the study area would have resulted from ephemeral uses of the area and would consist mostly of land clearing, timber getting and charcoal production. More substation evidence might include the remains of tenant farmer homesteads, including associated agricultural outbuildings and sealed artefact deposits. Historical archaeological evidence associated with pre-Rookwood (1788–1864) use of the study area would likely be of local significance, depending on its nature and extent.

4.7.3 Buildings and Structures

Significant buildings date from all periods of Rookwood's history. They may have historical significance for being representative of the growth and development of the Necropolis; aesthetic significance as landmarks or important examples of architecture in their own right, or from being associated with cultural landscape areas; spiritual significance to the different faith communities; or social or historical significance as emblematic features of a nineteenth-century commemorative garden landscape. Mortuary chapels, crematorium, visitor facilities, offices and service buildings survive as a record of changing patterns of occupation and use. Many smaller structures, including shelters, serve as contributory elements, individually or in terms of group value, in the cultural landscape, providing important visual or geographical orientation or co-existing with natural landforms and vegetation in a pleasing configuration. Many large family vaults and mausolea—some of them fully fledged buildings with roofs, openings and storm drainage—are dotted throughout the cemetery and particularly in the early subdivisions. They represent a highly significant group of constructions of a distinctive type, and many are clustered at strategic points where their visual context, craftsmanship and design values are displayed to remarkable effect.

Previous building studies at Rookwood have focused on a non-selective survey of all buildings and structures.[8] For this CMP, heritage values identified previously are reviewed and updated, and buildings—and building groups—are ranked in terms of significance. For the purposes of this CMP small amenity buildings i.e toilet blocks and sheds have been excluded from the assessment. Some of these buildings are also major or minor contributory elements within the 'cultural landscape' areas listed in Table 4.6.

Seventeen buildings or building groups of 'Exceptional' or 'High' significance have been identified. Heritage Asset Management sheets for the majority of significant buildings are provided in this report (the remainder are included within Heritage Asset Management sheets for cultural landscapes).

Table 4.5 Significant Buildings and Monuments.

Type	Item	MU	Reference[9]	Significance	
Building	St Michael's Mortuary Chapel	2	Howard	Exceptional	SHR
Building	Elephant House (Anglican Office)	3	Howard	Exceptional	
Building Group	Anglican timber lattice shelters (Nos. 1 & 2)	3	Howard; Lavelle	Exceptional	
Building	Stationmaster's Store	7	Howard	Exceptional	
Building	Frazer Mausoleum	8	Howard	Exceptional	
Building	Independent Office ('cottage')	12	Howard	Exceptional	

Type	Item	MU	Reference[9]	Significance	
Building	Toilet Block (Catholic)	2	Howard	Moderate	
Building	East Street Training Room	8	Howard	Little	
Building	Independent Office Toilet Block	12	Howard	Little	
Building	Shed near Independent Office	12	Howard	Intrusive	
Building	Gravediggers Hut	4	Howard; Lavelle	Exceptional	Non SHR
Building Group	Anglican brick shelters (Nos. 1,2 & 3)	4	Howard	Exceptional	
Building Group	Crematorium and Chapels	15B	Howard	Exceptional	
Building	Crematorium Classical Pavilion	15B	Howard	Exceptional	
Wall	Crematorium Garden Walls	21	Howard	Exceptional	
Building	Loggia, Sydney War Cemetery	21	Howard	Exceptional	
Building	All Souls Chapel	5	Howard	High	
Building	US War Cemetery Stone Shelter	5	Howard	High	
Building	Crematorium Residence	15A	Howard	High	
Building	Lutheran Chapel	16	Howard	High	
Building	Sacred Heart Chapel	17	Howard	High	
Monument	Russian Orthodox Shrine	6	Howard	Moderate	
Building	Anglican Office	4	Howard	Moderate	
Building	Merchant Navy Columbarium	5	Howard	Moderate	
Building	Armenian Martyrs Shrine	6	Howard	Moderate	
Building	Millennium Russian Orthodox Shrine	13	Howard	Moderate	
Building	Ukrainian Catholic Vault	18B	Howard	Moderate	
Building	Chinese War Pavilion	20A	Howard	Moderate	
Building	Muslim Cemetery Office	24	Howard	Moderate	
Building	Anglican Residence	4	Howard	Little	
Building	Anglican Toilet Block	4	Howard	Little	
Building	Anglican Work Sheds	4	Howard	Little	
Building	RGCRT Eastern Workshops	5	Howard	Little	
Building	Anglican Bus Shelter	5	Howard	Little	
Building	Anglican timber lattice shelter (No.3)	5	Howard	Little	
Building	Russian Orthodox Toilet Block	6	Howard	Little	
Building	Small Brick Shelter No. 1	9	Howard	Little	
Building	Brick Pavilion with Iron Roof	11	Howard	Little	

Type	Item	MU	Reference[9]	Significance	
Building	ICT Amenities and Workshop	11	Howard	Little	
Building	Church of St Athanasius	13	Howard	Little	
Building	Flower Stall (near Greek Church)	13	Howard	Little	
Building	Gazebo	13	Howard	Little	
Building	Mausoleum of Eternal Rest	13	Howard	Intrusive	
Building	Jewish Cemetery Office	14A	Howard	Moderate	
Building	RNT Office	14B	Howard	Little	
Building	RNT Meeting Room	14B	Howard	Little	
Wall	Brick Boundary Wall	14B	Howard	Little	
Building	Crematorium Octagonal Pavilion	15B	Howard	Little	
Building	Mary Mother of Mercy Chapel	17	Howard	Little	
Building	Mausoleum of Resurrection	17	Howard	Little	
Building	Catholic Cemeteries Office	17	Howard	Little	
Building	Ukrainian Catholic Vault	18B	Howard	Little	
Building	Chinese Toilet Block	20A	Howard	Little	
Building	Office of Australian War Graves	21	Howard	Little	
Building	Flower Stall	21	Howard	Intrusive	
Building	Cafe	21	Howard	Little	
	Various Shipping Containers	-	Howard	Intrusive	

4.7.4 Cultural Landscapes

Areas or precincts within Rookwood derive their significance from the values associated with individual structures or features, as well as values arising from the interrelationship of landscape and built and memorial heritage. In visual analysis studies undertaken as part of the Visual Significance Study, 28 landscape character areas were identified (and subsequently translated into Landscape Management Units as part of the PoM). These landscape management units were then utilised in the LMP to define areas and illustrate proposals specific to particular units. The Management Units include precincts or clusters of predominantly built items (like the crematorium), as well as mixed landscapes with physically defined layouts, plantings and paths enclosing and linking burial areas. These areas may contain a mixture of operational historic infrastructure, managed vegetation, graves, buildings, signage or other culturally significant elements.

Heritage assessment reveals that, while these landscape character units are visually significant, distinctive and somewhat cohesive as landscape components within the broader geography of Rookwood, heritage values combine buildings, monuments, plantings and other elements in complex interrelationships. Heritage values often cut across Management Unit boundaries, or contain groups of similar items located in different units, or may involve physical or visual linkages between features in different units that reinforce historical and design integrity.

For this CMP, twenty cultural landscapes of 'Exceptional' or 'High' significance have been identified. Those located in the SHR generally correspond with numbered Management Units in the Plan of Management. Other areas have been identified outside the SHR area. The boundaries closely match the Management Unit boundaries, though not exactly. Four of these landscapes are essentially corridors or networks defined by significant historic infrastructure and possessing significant landscape value (the railway loop, secondary-tertiary roads layout, serpentine canal and drainage network. Heritage Asset Management sheets for nineteen of these twenty significant cultural landscapes and historic infrastructure components are provided in this report in Appendix A[10].

Table 4.6 Significant cultural landscape precincts, separated by SHR and non SHR locations

Type	Item	MU	Significance	
Cultural landscape	Wesleyan Section	1	Exceptional	SHR
Cultural landscape	Old Catholic Section	2	Exceptional	
Cultural landscape	Old Anglican Section	3	Exceptional	
Cultural landscape	Necropolis Circuit	7	Exceptional	
Cultural landscape	Old Presbyterian Section	8	Exceptional	
Cultural landscape	Old Independent Burial Ground	12	Exceptional	
Cultural landscape	Jewish Old Ground	12	Exceptional	
Cultural Landscape	All Souls Precinct	4 & 5 (part)	Exceptional	Non SHR
Cultural	Old Chinese Burial Ground	8A	Exceptional	

Type	Item	MU	Significance	
landscape				
Cultural Landscape	Presbyterian No.2 (part)	10	Exceptional	
Cultural landscape	Jewish Section (part)	14A (part)	Exceptional	
Cultural landscape	Crematorium Walled Garden (including walls & residence)	15	Exceptional	
Cultural landscape	Lutheran Section (including Chapel and Monument)	16 (part)	Exceptional	
Cultural Landscape	Sydney War Cemetery (including Loggia)	21	Exceptional	
Cultural Landscape	Anglican Extension	4	High	
Cultural Landscape	US War Cemetery and Shelter	5	High	
Historic infrastructure	Railway corridor	2,7,8A, 13A	Alignment: Exceptional Fabric: High	SHR and Non SHR
Historic infrastructure	Serpentine inc. bridges, ponds and underground conduits	3	Layout: Exceptional Fabric: High (brick linings, drains, pipes, tunnels)	SHR
Historic infrastructure	Secondary and tertiary road layout, including kerbs/edging, stormwater drainage and guttering	Various	Layout: Exceptional Fabric: High (brick kerbs, brick drains)	SHR and Non SHR
Historic infrastructure	Stormwater pits, underground piping and other open canals	Various	Layout: Exceptional Fabric: High to moderate (pits, stoneware pipes, collection ponds and swales)	SHR and Non SHR

Rookwood has exceptional significance at state level for the scale and richness of its monumental fabric, the variety of materials and craftsmanship used, and their social, historical and genealogical significance for the history of NSW. Monuments operate in synergy with buildings, planting patterns and symbolic vegetation to create idealised spaces of commemoration and contemplation. Examples of commemorative monuments not associated with burials include: the Jewish Martyrs Memorial, Jewish War Memorial, Lutheran War Memorial and Devonshire Street Gates (these are not technically a memorial but play a memorial role by commemorating the links between Rookwood and the old Devonshire Street burial ground in the city).

For graves, individual memorial sculpture, lettering and ornamentation, as well as epitaphs and inscriptions combine to produce one of the most artistically significant cultural resources in Australia. In most case they have acquired a patina of age, sometimes enhanced by abundant vegetation, to create a powerful, poignant sense of place. They are exceptionally significant in terms of research potential for students of sculpture, design, mortuary symbolism, spiritual life, language and the memorial masonry trade. Many are associated with important figures in the history of NSW. Rookwood also contains an exceptionally rare collection of memorials from the old Sydney burial grounds in George Street, Devonshire Street Cemetery, Petersham Roman Catholic Cemetery and Raphael's Ground.

Rookwood's memorial fabric needs to be comprehensively assessed and inventoried over the long term.

Table 4.7 Significant monumental/memorial fabric, separated by SHR and non SHR locations (excluding family graves and vaults)

	Name:	MU	Significance	
Monument	Former Devonshire St Gates	3	Exceptional	SHR
Monument	Quong Sin Tong Monument	8A	Exceptional	
Memorial groups	Memorials from Devonshire St Burial Grounds (groups)	Various	Exceptional	
Memorial groups	Lewisham/Petersham Monuments (1925)	18	Exceptional	
Monument	Jewish Martyrs Memorial	7	Exceptional	
Wall	Merchant Navy Wall	5	High	Non SHR
Monument	Jewish War Memorial	14A	High	
Monument	Lutheran War Memorial	16	High	
Gateway	Victoria Street Gateway	1	Little	
Wall	Markers to Catholic Cemetery	9	Little	
Monument	Circle of Love Memorial	13	Little	
Monument	Crown of Thorns Monument	17	Little	
Gateway	Eastern Gateway	21	Little	

Cultural Landscapes

01—Wesleyan Section	16—Jewish Cemetery (No.2)
02—Old Catholic No. 1	17—Presbyterian (No. 2)
04—Old Anglican No. 1	18—Anglican Extension
06—Lattice Shelters	21—Lutheran Section
07—Necropolis Circuit	23—Crematorium Residence & Garden
08—Old Presbyterian	24—Sydney War Cemetery & Loggia
10—Old General No. 1	25—All Souls Precinct
12—Old Independent	26—US War Cemetery & Shelter
14—Jewish Old Ground	

(X) Significant Buildings and Monuments

03—St Michael's Chapel	19—Grave Diggers Hut
05—Elephant House	20—Anglican Brick Shelters
09—Frazer Mausoleum	22—Crematorium
11—Quong Sing Tong	27—Sacred Heart Chapel
13—Independent Office	31—Petersham Group
15—Martyrs Memorial	

(X) Cultural Landscapes (Historic Infrastructure)

28—Serpentine Canal
29—Railway Loop

Numbering refers to the Heritage Asset Management Sheets in Appendix A. For clarity, Item 30—Secondary & Tertiary Road Network, is not shown on the map.

Figure 4.1 Significant cultural landscapes, buildings and monuments (Source: Googlearth with GML overlays)

Key:
- ◼ High Historical Archaeological Potential
- ◼ Moderate Historical Archaeological Potential
- ◼ Moderate Aboriginal Archaeological Potential

Figure 4.2 Assessment of Historical and Aboriginal Archaeological Potential (Source: Googlearth with GML overlays). The entire site is listed as an archaeological item on the Auburn LEP 2010 (refer to the Archaeological Assessment included at Appendix B for further information).

4.8 Revised Summary of Significance for Rookwood

- Rookwood Necropolis is one of the largest burial grounds in the world and contains the largest 19th century cemetery in Australia;

- The scale of design, design features, use of plants, gardenesque layout, high quality and diversity of structures, monuments and details of Rookwood represent a rare surviving example of mid-late 19th century ideals for a major public cemetery. The choices of plants in these sections also demonstrate 19th century funerary etiquette and fashion by way of plant symbolism;

- The imagination and expertise of a number of prominent individuals are manifest in the historic fabric and design of Rookwood …This includes its original design and subsequent development over almost 150 years. The Necropolis was designed as a pleasant setting both for the dead and a comforting site for visiting mourners. The landscape was equipped with visitor amenities such as carriageways, paths, plantings, fences, signs, chapels, shelters and drainage.
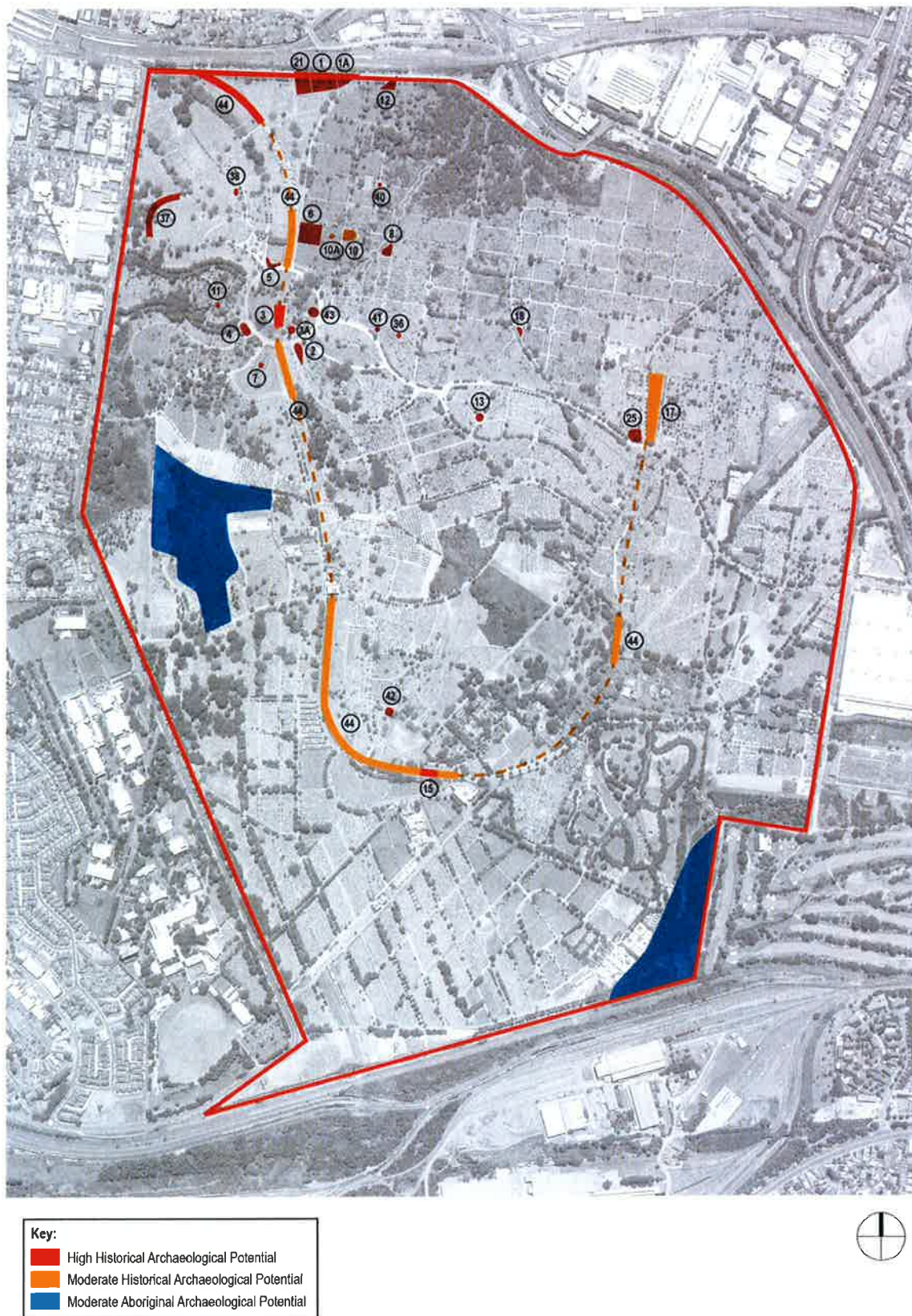
- The historical archaeological resource of Rookwood is vast and represents a wide array of domestic, industrial, spiritual and recreational activities for the greater Sydney population from the mid-nineteenth century onwards. Structural remains and sealed artefact deposits associated with use of the site have the potential to provide insight into the more intricate details of lifeways for those living, working and burying friends and family at Rookwood. 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 within Sydney.

- Rookwood's memorials form a collection of architectural and monumental craftsmanship without parallel in Australia. They include examples that are unique in themselves or display a high degree of technical accomplishment, and others which represent changes in social burial customs since 1867; Rookwood contains a number of significant buildings, including the Frazer mausoleum, a rare example of mausoleum architecture in NSW.

- As a social document and genealogical resource, Rookwood is unique in its scale and comprehensiveness. The Necropolis is the burial place of a large number of noteworthy individuals; the Necropolis contains a rare collection of memorials moved from the Devonshire Street burial ground in the city (1901), and the old Petersham cemetery in the (1926-7). Headstones record members of the First Fleet, convicts, bushrangers, artists, scientists, businessmen and politicians alongside victims of accident, drowning, fire, epidemics and mass disasters. The cemetery has served a diverse range of faith communities throughout its history and is an important repository of the history of multicultural Sydney and resource for present day communities.

- Rookwood is of significance in providing habitats for two Threatened Ecological Communities (Cumberland Plain Woodlands and Cook's River Castlereagh Ironbark Forest) as well as threatened flora of Commonwealth and/or State significance. It also contains an unusual ecotone where a pocket of Sydney sandstone associated vegetation occurs in the midst of predominantly Wianamatta shale associated vegetation.

4.9 Endnotes

1 <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5045470>

2 NSW Heritage Office 2001, 'Assessing Heritage Significance', a NSW Heritage Manual Update, Sydney.

3 Spearitt, P., Sydney's Century: a history, UNSW Press, 2000 p.3

4 DECCW 2010, *Due Diligence Code of Practice for the Protection of Aboriginal Objects in NSW*, Office of Environment and Heritage, viewed 3 March 2015 <http://www.environment.nsw.gov.au/resources/cultureheritage/ddcop/10798ddcop.pdf>.

5 DECCW, *Aboriginal Cultural Heritage Consultation Requirements for Proponents*, prepared by DECCW (now OEH), April 2010, p iii.

6 NSW Heritage Branch, 2009, *Assessing Significance for Historical Archaeological Sites and 'Relics'*, NSW Heritage Council and Department of Planning.

7 Lavelle, Siobhan, Rookwood Necropolis Archaeological Appraisal of Sites of Former Buildings and Abandoned and Derelict Buildings, Ruins and Structures. Report prepared for the Joint Committee of Necropolis Trustees, April 1996

8 Howard Heritage Consultancy, Report on Buildings and Structures at Rookwood Necropolis, report for Rookwood Necropolis Trust, January 2011

9 Howard Heritage Consultancy, Report on Buildings and Structures at Rookwood Necropolis, report for Rookwood Necropolis Trust, January 2011

10 HAMS have not been prepared for the Memorials from Devonshire St Burial Grounds (groups) and the stormwater pits, underground piping and other open canals identified in Table 4.4 which exist in various locations around Rookwood. Refer to Subheading 7.2.1.

5.0 Legislative Context

5.0 Legislative Context

5.1 Introduction

This section discusses the state and local legislative context as it relates to the heritage values and potential archaeological resources (both Aboriginal and historical) at the study site.

In NSW, archaeological remains (referred to as 'objects' or 'relics') and heritage items are afforded statutory protection under the following Acts:

* *National Parks and Wildlife Act 1974* (NSW) (NPW Act);

* *Heritage Act 1977* (NSW) (the Heritage Act); and

* *Environmental Planning and Assessment Act 1979* (NSW) (EPA Act).

Other state statutory documents that might relate the management of heritage values within Rookwood include:

* *Cemeteries and Crematoria Act 2013 (NSW)*; and

* *Crown Lands Act 1989* (NSW).

5.2 National Parks and Wildlife Act 1974 (NSW)

All Aboriginal objects and places receive statutory protection under the NPW Act. Aboriginal objects are defined as:

> *... physical evidence of the use of an area by Aboriginal people. They can also be referred to as 'Aboriginal sites', 'relics' or 'cultural material'.*[1]

Handicrafts made for sale are not considered 'objects' under the NPW Act. If Aboriginal objects are found, the Office of Environment and Heritage (OEH) must be informed.

Applicants 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. The OEH has stated:

> *The most significant change is the introduction of tiered offences and penalties. Offences committed with knowledge, in aggravating circumstances or in relation to an Aboriginal Place will attract higher penalties than previously. There is a new strict liability offence of harming Aboriginal objects and of harming or desecrating Aboriginal Places.*[2]

The strict liability offence of harming Aboriginal objects has a number of defences. The two defences relevant to this project include the statutory defence of 'due diligence'. This demonstrates either:

* that there is no research-based evidence that suggests Aboriginal objects will be impacted upon; or

* that an Aboriginal Heritage Impact Permit (AHIP) has been issued and that any disturbance to Aboriginal objects has occurred in accordance with this approved AHIP.

A due diligence assessment of the likelihood for Aboriginal objects to be present at Rookwood is included in Appendix B of this CMP. It establishes recommendations for the future management of Aboriginal archaeological potential and heritage values, in line with current statutory requirements. In preparing a due diligence assessment of Aboriginal archaeological resources within Rookwood, GML complied with the guidelines set out in the Due Diligence Code.[3]

Aboriginal community consultation is not a requirement of the due diligence process.[4] Aboriginal communities are the best situated to inform on the cultural values and significance of a place. As no community consultation was required, no significance assessment has been undertaken of any known or potential Aboriginal sites, places and/or values as part of this report.

5.3 Heritage Act 1977 (NSW)

The Heritage Act is a statutory tool designed to conserve the environmental heritage of New South Wales. The Heritage Act defines a heritage item as 'a place, building work, relic, moveable object or precinct'.

Specific to archaeology, the Heritage Act defines a 'relic' as any deposit, object or material evidence:

(a)   *that 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*

5.3.1 State Heritage Register Listing and the Heritage Council of NSW Approvals

The State Heritage Register (SHR) was established under Section 22 of the Heritage Act. Part of Rookwood is included on the SHR (gazetted on 2 April 1999, Listing No. 00718). Pursuant to Section 57(1), the approval of the Heritage Council of NSW is required for any proposed development within the SHR-listed part of the site, including subdivision, works to grounds or structures or disturbance of archaeological 'relics'.

Exemptions from Heritage Act Approval

Section 57(2) of the Heritage Act provides for a number of exemptions to Section 57(1) approval requirements. Exempted development does not require prior Heritage Council of NSW approval. Exemptions come in two forms, standard and site-specific. Standard exemptions which apply to all items on the SHR generally include minor and non-intrusive works and are subject to some qualifications in some instances. Typical exempted works include maintenance (to buildings and grounds), minor repairs and repainting in approved colours. The Heritage Council of NSW's current Standard Exemptions are attached in Appendix D.

Please note that Standard Exemptions do not apply to the destruction, disturbance, removal or exposure of archaeological 'relics'.

A number of standard exemptions have particular relevance to Rookwood, including (but not limited to):

- Standard exemption 1: maintenance and cleaning;

- Standard exemption 8: non-significant fabric;

- Standard exemption 11: temporary structures;

- Standard exemption 12: landscape maintenance;

- Standard exemption 13: signage;

- Standard exemption 14: burial sites and cemeteries;

- Standard exemption 16: safety and security; and

- Standard exemption 17: movable heritage items.

The complete list of Standard Exemptions is provided in Appendix D and can be accessed on the OEH website.[5]

A number of site-specific exemptions were granted for Rookwood. These cover a range of routine activities including aspects of grounds maintenance, tree works, infrastructure maintenance and interments, including placement of ashes, where no new memorial is required. Erection of memorials is included only where these conform to specific conditions.

Conservation Management Plans

A CMP may be useful as a framework for an agreed-upon management approach to a heritage item, particularly where the item is managed by several different managers or there are complex relationships between elements of various degrees of significance. CMPs can be endorsed by the Heritage Council of NSW. Endorsement alleviates the need for Section 60 applications for works that are consistent with the conservation policies in the endorsed CMP. Fees are charged for review and endorsement.[6]

Minimum Standards of Maintenance and Repair

Section 118 of the Heritage Act provides for the regulation of minimum standards for repair of SHR items. These standards were regulated in 1999 and apply to all SHR items. The minimum standards cover the following areas:

- weatherproofing;

- fire protection;

- security; and

- essential maintenance.

An inspection to ensure that the item is being managed in accordance with the minimum standards must be conducted at least once every year (or at least every three years for essential maintenance and repair standards).

Failure to meet the minimum standards may result in an order from the Heritage Council of NSW to do or to refrain from doing any works necessary to ensure the standards are met. Failure to comply with such an order can result in the resumption of the land, a prohibition on development, or fines and imprisonment.

5.3.2 Relics Provision

'Relics' contained within Rookwood, including all areas outside the SHR curtilage, are subject to the relics provision of the Heritage Act. Sections 139–145 of the Heritage Act prevent the excavation of a relic, except in accordance with an excavation permit (or an exception from the need for a permit) issued by the Heritage Council of New South Wales. Section 139[1] of the Heritage Act states that:

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 the disturbance or excavation is carried out in accordance with an excavation permit.

The historical archaeological assessment contained in Appendix B of this report outlines Rookwood's potential to contain archaeological remains that would be considered 'relics' under the Heritage Act.

For areas of Rookwood which are within the SHR curtilage, the proponent would be required to submit an application under Section 60 of the Heritage Act to disturb or destroy relics. For areas outside the SHR curtilage, the proponent would be required to submit an application for an Excavation Permit under Section 140 of the Heritage Act.

5.4 Environmental Planning & Assessment Act 1979 (NSW)

Established in 1979, the EP&A Act was devised to encourage the proper management, conservation and development of land, as well as ensuring development is both economical and ecologically sustainable by providing for environmental planning instruments to be made. These planning instruments guide the process of development and land use while providing for the protection of local heritage items and conservation areas through listing on Local Environment Plans (LEPs). The provisions of this Act cover multiple subjects that may be triggered by land development including the protection of native and endangered species and provisions of land for public use. It also promotes shared responsibility across the different levels of government in the state.

5.4.1 Auburn Local Environment Plan 2010

At the time of preparation of this CMP the former Auburn and Holroyd Councils were amalgamated to become the new Cumberland City Council. Reference is made below to the existing provisions of the Auburn LEP, however, it is understood that these provisions and LEP reference will need to be updated once a new LEP is gazetted.

The entire Rookwood Necropolis site is zoned SP1 Special Activities—Cemetery under the Auburn LEP. The EP&A Act requires any proposed developments by trusts obtain consent from the Department of Primary Industries to ensure consistency with this plan.

The objectives of zone SP1 are:

- to provide for special land uses that are not provided for in other zones;

- to provide for sites with special natural characteristics that are not provided for in other zones; and

- to facilitate development that is in keeping with the special characteristics of the site or its existing or intended special use, and that minimises any adverse impacts on surrounding land.

Development without consent is not permitted in zone SP1. Development with consent is permitted as follows:

For the purpose shown on the Land Zoning Map, including any development that is ordinarily incidental or ancillary to development for that purpose; building identification signs; business identification signs; cemeteries; community facilities; crematoria; depots; environmental facilities; environmental protection works; funeral homes; kiosks; markets; mortuaries; places of public worship; recreation areas; recreation facilities (indoor); recreation facilities (outdoor); and roads.

Rookwood is listed as an archaeological item on Schedule 5 ('Environmental Heritage') of the Auburn LEP (A00718, 'Rookwood Cemetery or Necropolis'). As such, potential impacts to the site's heritage significance must be considered in line with Clause 5.10 (Heritage Conservation) of the Auburn LEP.

The relevant objectives of the 'Heritage Conservation' clause are listed as:

(a) to conserve the environmental heritage of Auburn,
(b) to conserve the heritage significance of heritage items and heritage conservation areas including associated fabric, setting and views,
(c) to conserve archaeological sites,
(d) to conserve Aboriginal objects and Aboriginal places of heritage significance.

Clause 5.10(2) establishes the requirements for development consent as it applies to heritage items:

(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:
(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 structure 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,
(e) erecting a building on land:
(i) on which a heritage item is located or that is within a heritage conservation area, or
(ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance,
(f) subdividing land:
(i) on which a heritage item is located or that is within a heritage conservation are, or
(ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance.

Under clause 5.10 (3) of the LEP development consent is not required if:

a) the development is in a cemetery or burial ground and the proposed development:
(i) is the creation of a new grave or monument, or excavation or disturbance of land for the purpose of conserving or repairing monuments or grave markers, and
(ii) would not cause disturbance to human remains, relics, Aboriginal objects in the form of grave goods, or to an Aboriginal place of heritage significance, or
b) the development is limited to the removal of a tree or other vegetation that the Council is satisfied is a risk to human life or property, or
(d) is exempt development.

Clause 5.10(7) addresses the requirements for archaeological sites:

(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 of 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.

Clause 5.10(8) establishes guidelines in relation to places of Aboriginal significance:

(8) Places of Aboriginal heritage significance

The consent authority must, before granting consent under this clause to the carrying out of development in a place of Aboriginal 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.

5.5 Cemeteries and Crematoria Act 2013 (NSW)

The *Cemeteries and Crematoria Act* was passed November 2013 and the Cemeteries and Crematoria Regulations 2014 (introducing new interment levies) followed a year later. In addition to legislating the management of Crown cemeteries, the Act created Cemeteries and Crematoria NSW (a statutory body within the NSW Department of Primary Industries) to provide coordinated, strategic approach to providing interment services across NSW. Among other provisions, the *Cemeteries and Crematoria Act 2013*, establishes a basis for regulatory guidance for limited tenure burial schemes.

5.5.1 Rookwood Necropolis Repeal Act 2009 and creation of the Rookwood Necropolis Trust
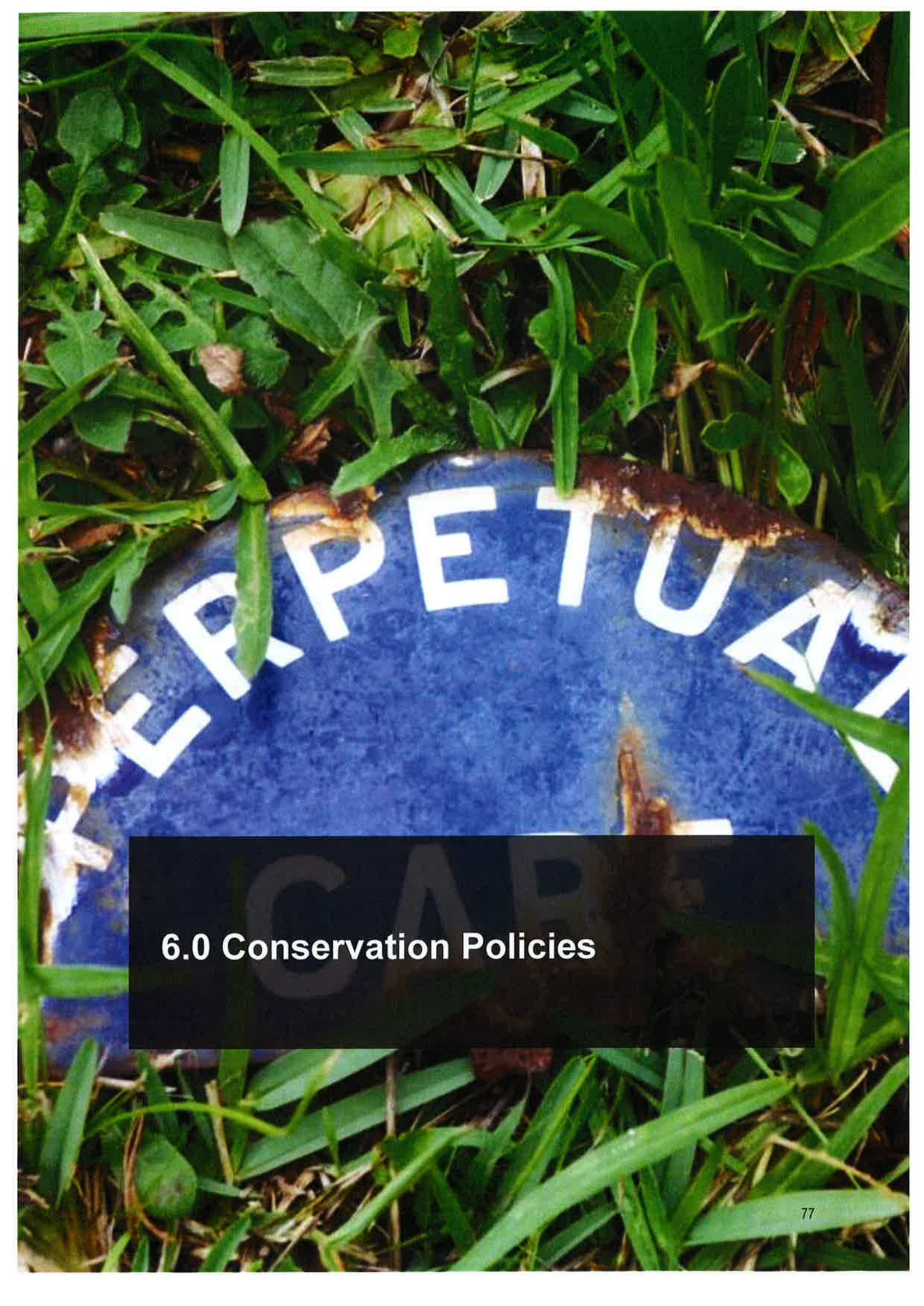
The *Rookwood Necropolis Repeal Act* abolished the Joint Committee of Necropolis Trustees and old Rookwood Necropolis Trust, and created a reserve trust under the name 'Rookwood Necropolis Trust' as trustee of unallocated land (those parts of the Rookwood Necropolis for which previously, there was no reserve trust appointed). An amendment to the *Crown Lands Act 1989* permitted Rookwood Necropolis Trust to manage the common areas of Rookwood. The Rookwood Necropolis Trust is responsible for whole-of-Rookwood matters, including implementation of the PoM 2014 and maintenance of common infrastructure.

5.6 Crown Lands Act 1989 (NSW)

Cemeteries and crematoria on Crown land are managed in accordance with the principles of Crown land management in section 11 of the *Crown Lands Act 1989*. The Act also empowers the Minister to create and abolish Trusts, appoint and replace trust board members and the authority to prepare or require the preparation of plan of management.

5.7 Endnotes

1 Office of Environment and Heritage 2012, 'Regulation of Aboriginal cultural heritage', viewed 11 March 2015, <http://www.environment.nsw.gov.au/licences/achregulation.htm>.

2 DECCW 2010, *NPWS Act 1974: Fact sheet* 1; DECCW 2009, *Due diligence guidelines for protection of Aboriginal objects in NSW 2010.*

3 DECCW 2010, Due Diligence Code of Practice for the Protection of Aboriginal Objects in NSW, Office of Environment and Heritage, viewed 11 March 2016 < environment.nsw.gov.au/resources/cultureheritage/ddcop/10798ddcop.pdf>.

4 DECCW 2010, *Due Diligence Code of Practice for the Protection of Aboriginal Objects in NSW*, Office of Environment and Heritage, viewed 11 March 2016 < environment.nsw.gov.au/resources/cultureheritage/ddcop/10798ddcop.pdf>.

5 Heritage Council of NSW, *Heritage Information Series: Standard Exemptions for works Requiring Heritage Council Approval*, viewed 12 March 2016 <environment.nsw.gov.au/resources/heritagebranch/heritage/standardexemptions.pdf>.

6 Office of Environment and Heritage, 'Conservation Management Plans, viewed 12 March 2016 <environment.nsw.gov.au/Heritage/conservation/managementplan.htm>.

6.0 Conservation Policies

6.0 Conservation Policies

6.1 Discussion

Principles
– guide the creation of the policies
– guide decisions in situations outside
the scope of policies

General policies
– apply to all trusts and
decision-makers
– outline best practice management
approach to conservation

Specific Policies
– apply to specific activities precincts,
landscapes, elements
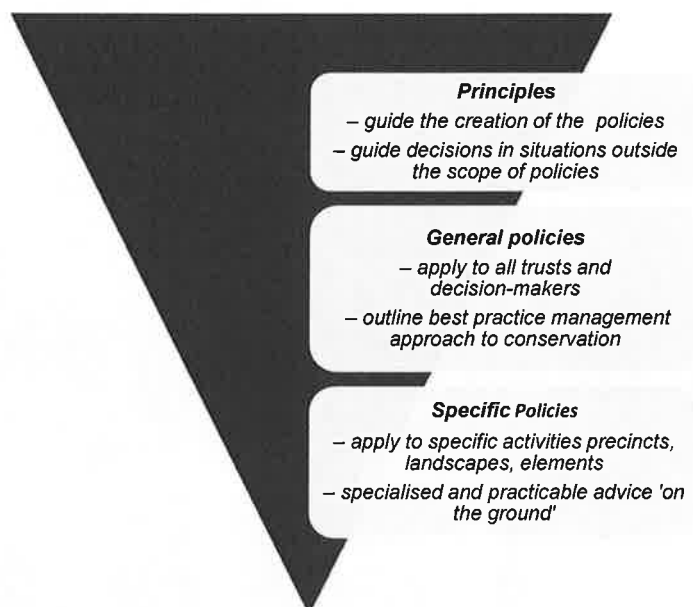– specialised and practicable advice 'on
the ground'

Figure 6.1 Understanding the Rookwood Principles and Policies. (Source: GML 2016)

A range of factors influences the conservation, management and ongoing operation of Rookwood. The need to continue the commercially viable operation of the cemetery must be balanced with an obligation for site owners and managers to act as custodians of this highly significant public asset.

This CMP has included examination and discussion of relevant constraints, including matters that derive from its heritage values, the condition and complexity of the site and its precincts, the PoM 2014 and the implications of statutory controls including the *Cemeteries and Crematoria Act 2013* and *Heritage Act 1977*. The PoM 2014 for Rookwood includes an overarching vision for the cemetery that emphasises a holistic approach. The vision statement provides clarity about the future of the site, its primary purpose and the value it holds for the community:

> *Whilst promoting the Necropolis as a cemetery continues to be its primary purpose, the Necropolis lands and management will also provide for:*
>
> – *Conservation, interpretation and presentation of important and representative samples of the built and natural environment*
>
> – *Conservation of threatened species in a manner consistent with sustainability of the cemeteries*
>
> – *Public access, including appropriate passive recreational use*
>
> – *The principles of sustainable land-use management.*

The following conservation policy framework will facilitate the delivery of this vision and provide guidance on managing potentially conflicting objectives. Where a matter falls outside the jurisdiction/scope of the specific conservation policies, the conservation principles can inform decision-making that reflects Rookwood's values. The principles focus on the key concepts of significance, custodianship, diversity, evolution and engagement.

6.2 Conservation Principles

Rookwood's Conservation Principles

- Rookwood has outstanding heritage value as one of the largest and most diverse burial grounds in the world and one of the most important cultural landscapes in Australia.

- Rookwood includes a vast array of individually significant elements, including the landscape itself, individual precincts, buildings, monuments, infrastructure, plantings, gardens, natural vegetation, views and vistas. All of these elements contribute to the heritage value of the site.

- Components from all periods of the history of Rookwood contribute to its significance.

- Rookwood is a place where conservation is intertwined with day-to-day operations. The management, development and conservation of Rookwood should reflect its heritage value.

- Rookwood should continue to operate as a viable working cemetery serving the people of NSW.

- Rookwood should remain an accessible public asset, used and valued by the community for a broad variety of reasons including its historical, educational and recreational uses.

- The principles of the Burra Charter and Australian Natural Heritage Charter (2013)[1] should apply to all decisions that have the potential to impact upon the heritage significance of Rookwood.

- Heritage conservation at Rookwood should be a shared responsibility. All those who make or implement decisions about Rookwood should accept the important role that they play in protecting its heritage values.

- Rookwood is home to many different living cultural traditions. Much of the essential significance of Rookwood derives from its long history of different mourning, remembrance and grieving practices. Rookwood should maintain and celebrate historical, cultural and religious diversity.

- Cultural significance should be understood and appreciated by custodians of Rookwood as non-static and ever evolving. Social and associative values inherent in the use of the site should be handled with sensitivity and each different cultural group should be treated as a stakeholder.

- The history and significance of Rookwood should be made known and accessible to site patrons and visitors through coordinated interpretation that increases visitor engagement and understanding of the place and its elements.

- All actions at Rookwood should comply with applicable statutes and regulations at all times.

6.3 General Policies

- Rookwood is a place of outstanding significance. It should be managed in a manner that facilitates ongoing cemetery use and retention, and interpretation of its heritage values.

- Rookwood should be managed in accordance with the conservation principles and policies of this CMP, the requirements of the Heritage Act and the objectives of the Rookwood PoM 2014.

- Decision-making at Rookwood should have regard to potential heritage impacts (as well as to other relevant considerations).

- Heritage conservation planning and physical works should be included within annual budgets and prioritised based on financial performance, heritage significance, long-term use and interpretive potential.

- A regular program of maintenance should continue to form part of the core operations in all parts of Rookwood.

- Appropriately skilled heritage personnel should be involved in documentation, supervision and implementation of conservation works at Rookwood.

- An archival record should be made of significant events and processes that are part of the continuing evolution of Rookwood, and any significant elements that are to be removed or undergo major alteration.

- Archival records and artefacts that contribute to understanding the history and significance of Rookwood should be retained, conserved and used as a valuable resource.

- This CMP should be reviewed and updated every five years.

6.4   Specific Conservation Policies

6.4.1 Use and Development

Rookwood's primary function should continue to be as an operational cemetery and crematorium, and as a leading centre for mortuary services in NSW.

Additional complementary uses and facilities, which are consistent with the cemetery function of Rookwood, and that do not cause substantive heritage impacts, may occur at the site in keeping with the following policies.

- New activities and developments that contribute to the evolving heritage values of Rookwood should be encouraged and supported.

- New cemetery activity at Rookwood should continue to be facilitated, ensuring that these activities are researched, planned and implemented to respect the distinctive cultural and natural landscape character of the existing cemetery, safeguard the integrity of the site and enhance its significance.

- New burials within or in proximity to the highly significant SHR-listed area, other significant historical cemetery areas at Rookwood (as identified in the CMP), or affecting important natural vegetation resources should be consistent with the need to minimise heritage impact, retain original or historical early fabric or patterns of development, and retain heritage significance.

- Opportunities for renewable tenure should be explored, both inside and outside the SHR listed part of Rookwood, subject to consideration and avoidance of potential heritage impacts and the applicable statutory approvals processes.

- Investigation and planning of renewable tenure should involve expert heritage advice at an early stage. Coordinated research should be conducted into the documentation of unmarked historic graves and burials in order to inform renewable tenure processes.

- Innovative and sustainable alternatives to full burial should be considered for potential use over the entirety of the Rookwood site, in particular where these alternatives promote and encourage forms of commemoration that contribute directly to conserving and enhancing heritage and/or amenity values.

- New monuments, plaques or commemorative sculpture may be considered in older areas where they do not impact negatively on heritage significance, are consistent with cultural landscape values and are appropriate in scale, style, material and quality.

- New construction, demolition, intrusions or other changes that would adversely affect the character or relationships of existing significant buildings or groups, should be avoided.

- Small-scale development and activities associated with a compatible use may be considered, subject to planning approval. These may include flower stores, religious shops, kiosks, interpretation or visitor services centres, pedestrian and cycle access ways, signage, cafes and function rooms.

- Where identified heritage values appear to be in conflict, efforts should be made to achieve the co-existence and retention of all values.

6.4.2 Resourcing for Conservation

Resources for the conservation and management of Rookwood should be provided from a range of sources that reflect the nature of the site, its heritage values and the services provided to past, current and future communities.

- Funding for cemetery operations and development of new burial areas should be generated by the normal business operations of the trusts.

- Development and long-term maintenance of new burial areas should be funded by the commercial operation of those areas.

- Funding for regular maintenance in all parts of Rookwood should be allocated in trust operational budgets.

- Funding for common infrastructure and facilities, including roads, fences, drains and signs should continue to be the responsibility of the Rookwood Necropolis Trust.

- Funding for individual monument maintenance or repair should be sought from a range of potential sources, not limited to burial rights holders and their estates, without prejudice to the trusts' management and maintenance the cemetery in accordance with NSW heritage principles and guidelines.

- Funding for physical conservation works and interpretation initiatives should be a shared responsibility between the cemetery trusts, Commonwealth and State governments, interested community groups and other organisations.

- Opportunities to undertake conservation projects should be actively pursued, but will necessarily be limited by the availability of resources.

- Opportunities should continue to be pursued to generate other resources for the conservation of Rookwood, through commercial sponsorship, grants or government programs.

6.4.3 Infrastructure Provision

Significant infrastructure should be retained. It should be kept in use if feasible. Any upgrading or replacement of essential common infrastructure or facilities should take into account the essential layout, form and character of the cultural landscape and should minimise impact on heritage values.

- Rookwood Necropolis Trust should be responsible for the coordination and management of major common infrastructure projects at Rookwood.

- Conservation, maintenance and upgrading (where necessary) of existing primary roads, historic storm drainage, fences and other infrastructure including integral landscape planting should be handled in a consistent fashion throughout Rookwood, through cooperation between the trusts.

- Infrastructure works should be subject to long-term planning that avoids adverse heritage impact through incremental change and allows adequate time for required processes and approvals.

- New infrastructure installations such as electrical, plumbing and drainage services should be designed to avoid or minimise damage to significant fabric.

- Development for the purpose of traffic management should be designed to minimise impacts on the heritage significance of Rookwood's primary and secondary road layout, aiming to retain the maximum amount of historical road fabric.

- Vehicle movement and access, including access for maintenance works, should minimise impact on the physical condition of historical road edging, drains and stormwater systems.

6.4.4 Interpretation and Visitor Engagement

Interpretation, both on and off site, should communicate the history and heritage values of Rookwood to staff, site patrons and the community. All visitors should be offered the opportunity to learn about Rookwood's historic, natural and cultural heritage values through interpretation.

- Rookwood should be presented and interpreted to visitors as a single entity.

- Delivery of positive and engaging experiences, which meet or exceed visitor needs and expectations, should be a core aim of all interpretation and education experiences at Rookwood.

- Evaluation of visitor experiences and data should inform future exhibitions, interpretation initiatives and educational events at Rookwood.

- The 'Friends of Rookwood' and other interested volunteer community groups should be encouraged to participate in the delivery of interpretation activities at Rookwood.

- An inclusive and broad range of stories should be presented at Rookwood, reflecting both historical information and living cultural traditions.

- Rookwood's signs should be integrated with interpretation to enhance public appreciation, and maintain a consistency in the visual language and symbolism that characterise Rookwood and its precincts.

6.4.5 Approvals Processes

The process for obtaining approval should conform to statutory requirements and processes. Major proposals for change should involve careful design and thorough heritage impact assessment.

- Procedures that minimise the need for additional applications or approvals should be developed in consultation with heritage and other authorities to facilitate conservation of natural and cultural resources at Rookwood.

- Where approvals may be needed for works affecting significant fabric or areas, early consultation should occur with approval authorities.

- All approvals processes and procedures should be clearly understood by all those working at Rookwood.

- Relevant information and assistance with applicable processes should be readily available to all applicants seeking approval to undertake works at Rookwood.

6.4.6 Cultural Landscape

Rookwood should be managed and conserved as a multi-layered cultural landscape defined by diverse precincts that have been designed and maintained along sectarian lines. Significant configurations of landscape elements, including views and visual corridors, historical circulation routes, symbolic planting schemes, and commemorative arrangements should be retained and respected as Rookwood continues to evolve.

- Rookwood should be managed as an entire, evolving, cultural landscape in which structural elements and plantings from all periods contribute to the significance of the whole.

- A long-term strategic approach should be devised to planting restoration, with the aim of re-establishing cohesion and integrity to the Rookwood landscape.

- A Significant Tree Register should be developed and maintained at Rookwood.

- Proactive management of significant trees should have regard to the landscape character and cultural heritage significance of Rookwood.

- Symbolic plantings, including tree species and horticulture of cultural significance, should be recognised, mapped, interpreted and conserved or restored.

- Appropriate soft landscaping or screening, in keeping with heritage values and local landscape character, should be provided to intrusive structures where these are impacting negatively on significant landscapes or heritage items.

- Management of trees and plantings (including the consideration of potential new burial zones near significant plantings) should include recognised specialist arborist and heritage conservation expertise.

- Non-original flowering shrubs, floral beds, native grasses and bulbs should be retained where they contribute to landscape character and visual quality or enhance the heritage values of commemorative landscapes.

- Existing significant long-distance views, ridge-line views and sightlines within Rookwood should be retained and enhanced, or re-instated where this can be achieved without adverse impact to other heritage items or areas.

6.4.7 Natural Resources

Rookwood's natural environment should be conserved, protected and managed to sustain natural systems, biodiversity values and rare and endangered species.

- Rare indigenous vegetation, including designated vegetation conservation or bushland reserve areas, should be conserved and protected in accordance with state and federal regulations and codes.

- The setting and curtilage of remnant natural bushland and forest habitats should be managed to retain natural values and enhance associated cultural values.

- Important biodiversity resources should continue to be identified, monitored and managed for conservation.

- Strategies should be established to control fire in natural bushland, in consultation with suitably qualified experts.

6.4.8 Cemetery Plan and Layout

The layout of Rookwood, which is made up of denominational areas and subdivisions laid out by the early landscape designers, is a key part of its significance. The layout, its component parts and relationships, and their distinctive identity should be conserved in accordance with significance.

- The layout of the original nineteenth-century cemetery, including its key buildings, block and feature planting, road and rail corridors, and drainage lines, should be retained and conserved.

- The characteristic layout of burial plots—some as curvilinear and others and gridded subdivisions—within heritage-significant sectors of Rookwood should be retained and conserved.

- Buffer zones along easements and canal curtilages should be kept free of development to retain the cemetery layout and subdivision and maintain the distinctive identity of smaller areas.

- Historical brick-lined canals should be recognised as an essential contributory part of the original cemetery layout and conserved and maintained in ways that retain and enhance their historic significance and the landscape values.

- A 15m-wide reservation corresponding to the railway corridor should be maintained free of burial plots as a distinct landscape feature and developed as a recreational resource for visitor circulation in ways that respect and acknowledge cultural landscape values.

- Major avenues along circulation routes should be restored through re-planting with species known to have been present historically.

- The integrity of open landscape vistas should be protected from encroachment by temporary or permanent buildings, roads or other facilities.

- Significant individual trees should be re-instated where these serve as orientation points, spatial markers or landmarks.

- The limits of regular mowing should be clearly defined.

6.4.9 Buildings

Significant buildings in the cemetery should be conserved and where necessary adapted, provided this does not impact negatively on the heritage values of buildings and their landscape setting.

- Buildings of exceptional, high or moderate significance at Rookwood should be identified, retained, conserved and used.

- Significant buildings should be retained and used for activities compatible with their heritage values.

- Works to significant buildings, including adaptation for new use or upgraded facilities, should involve minimum intervention, avoid removal or obscuring heritage significance and be reversible where possible.

- Individual conservation plans should be prepared for existing buildings of exceptional or high significance.

- Where new uses are proposed for historic buildings, these should be compatible with the building and character of the surrounding landscape.

- Changes to significant buildings should comply with Burra Charter principles and NSW Heritage Office guidelines.

- Change of use for significant buildings should be subject to assessment of the heritage impacts on the building, including its interior and setting.

- Public access should be provided to significant buildings, where possible.

- Significant buildings should be archivally recorded prior to, during and on completion of major works.

- Buildings identified in this CMP as being redundant and of little heritage significance may be adapted or removed as convenient.

- Intrusive structures should be removed, where possible.

- New buildings, including vaults and mausolea, in or near significant areas or elements in the Rookwood landscape should contribute to enhancing the values of the surroundings, responding to local landscape character and respecting the significance of all individual heritage elements and features, including layout, topography, views, natural resources, infrastructure and historical archaeology.

- New development for lighting, bins, signage and other public facilities on or near heritage buildings should not detract from their heritage values.

6.4.10 Historical (European) Archaeological Remains

Historical archaeology is a key part of the significant fabric and historical layering of Rookwood. Historical archaeological features should be retained in situ wherever possible and their contribution to the Rookwood story should be communicated.

- As a preferred method of management, areas of historical archaeological potential should be retained, conserved and protected from disturbance.

- Rookwood's historical archaeological resource should be managed in line with assessed levels of archaeological potential and significance.

- Items identified as having a state level of archaeological significance should be retained in situ and interpreted.

- Historical archaeological research projects should be encouraged and facilitated where this is consistent with their conservation in situ or where disturbance is necessary.

- The following process to manage the historical archaeological resource should be adopted:

  - Adopt this CMP as the basis for the management of the known and potential historical archaeological resource identified within the site.

  - Refer to the archaeological assessment included as Appendix B to this CMP for more detailed information regarding the site's historical archaeological potential and significance.

  - Locate new development, including landscaping and interpretation, in an area where there is low potential for archaeological relics to be adversely impacted.

  - Minimise or avoid substantial ground disturbance in areas of high and moderate archaeological potential.

  - Ensure that all ground disturbance works in areas of uncertainty are accompanied by an archaeological physical investigation (testing, monitoring and/or excavation).

  - Ensure archaeological physical investigations are carried out in accordance with the relevant approvals under the Heritage Act.

- Knowledge about historical archaeology, including any new site findings made during works of excavation or development, and artefacts (if any), should be shared with the public, and historical archaeological sites and stories should be included in Rookwood's interpretation.

- Newly identified historical archaeological features should be reported to the Heritage Division, OEH, in line with the requirements of Section 146 of the Heritage Act. Works should cease in the area and further assessment, and approvals where necessary, should be sought.

- Permanent staff and contractors working at Rookwood should be aware of historical archaeological significance and procedures that apply to work in areas of historical archaeological potential.

6.4.11 Aboriginal Cultural Heritage and Aboriginal Archaeological Resources

Aboriginal people are the primary determinants of their own heritage. Any future investigations into the potential Aboriginal cultural heritage values that may exist at Rookwood should include consultation with the relevant Aboriginal stakeholders and the Aboriginal community with the goal of protecting and conserving known and potential Aboriginal sites.

- Projects involving ground disturbance should comply with the relevant statutory requirements and OEH guidelines relating to Aboriginal objects and Aboriginal cultural heritage.

- Potential Aboriginal archaeological sites should be conserved. Physical impacts to known and potential Aboriginal archaeological sites should be avoided. Consultation should occur with relevant Aboriginal stakeholders about any proposed project or works that may impact on areas of Aboriginal archaeological potential or cultural significance. This consultation should follow the guidelines presented in *Aboriginal Cultural Heritage Consultation Requirement for Proponents* (DECCW 2010).[2]

- If ground disturbance were required in areas of moderate Aboriginal archaeological potential, the proponent would need to undertake the necessary assessments and application for approvals. The assessment and approvals process should be followed in accordance with the relevant requirements of the NPW Act and OEH. This may involve continued consultation with relevant Aboriginal stakeholders, archaeological test excavation and salvage excavation.

- Ground disturbance in areas of low or no Aboriginal archaeological potential could proceed with caution.

- If any Aboriginal objects were encountered during ground disturbance in areas of low or no Aboriginal archaeological potential, works must cease and OEH must be notified in accordance with Section 89A of the NPW Act.

- Any newly identified Aboriginal archaeological sites must be registered on the Aboriginal Heritage and Information Management System (AHIMS) database, administered by the OEH.

- Permanent staff and contractors working at Rookwood should be aware of requirements and procedures relating to Aboriginal archaeology and cultural heritage.

6.4.12 Monuments

The outstanding array of individual monuments, sculptures and memorials is part of the significance of the heritage significance of Rookwood and their maintenance, repair and reinstatement should be a core conservation and management activity.

- Significant individual memorials, memorial groups and areas of distinctive character should be identified, conserved and managed in ways that reflect their heritage significance.

- Conservation and repair of existing memorials should accord with best practice guidelines for conserving cemetery sculpture and memorials.

- Ongoing inspection, maintenance and repair of collapsed or damaged graves, monumental sculpture and memorial structures should be planned on a strategic basis, with remedial actions prioritised according to heritage significance and conservation needs.

- Appropriate resources and training should be provided for personnel involved in memorial repair and conservation.

- Traditional skills and high-quality craftsmanship (such as in memorial design, sculpture and letter-cutting) should be encouraged and supported for new memorials.

- Appropriate alternatives to full monumental or lawn headstone memorials should be developed to allow new use, while avoiding adverse heritage impact in older cemetery areas.

### 6.4.13 Records and Moveable Heritage

The character of Rookwood is enriched by the fact that the cemetery forms an extensive repository for records and movable items, both those associated with individual grave plots, and those associated with landscaping and garden ornament.

- Historical and archival records, including burial records, should be archived and made available for consultation.

- Significant moveable heritage items, including historical garden ornaments (including urns, planters, seats, plinths, statuary, containers) and elements within chapels, mausolea or other buildings should be photographed and recorded in an inventory.

- Appropriate measures should be taken to protect moveable heritage items that remain in their original location from theft or to enable recovery of stolen items.

- Moveable heritage items not in their original location should be retained and curated on site.

6.5 Endnotes

[1] Australian Heritage Commission in association with the ACIUCN 2002, Australian Natural Heritage Charter, Australian Natural Heritage Charter, Second edition, Australian Heritage Commission, Canberra ACT.

[2] Aboriginal Cultural Heritage Consultation Requirement for Proponents (DECCW 2010
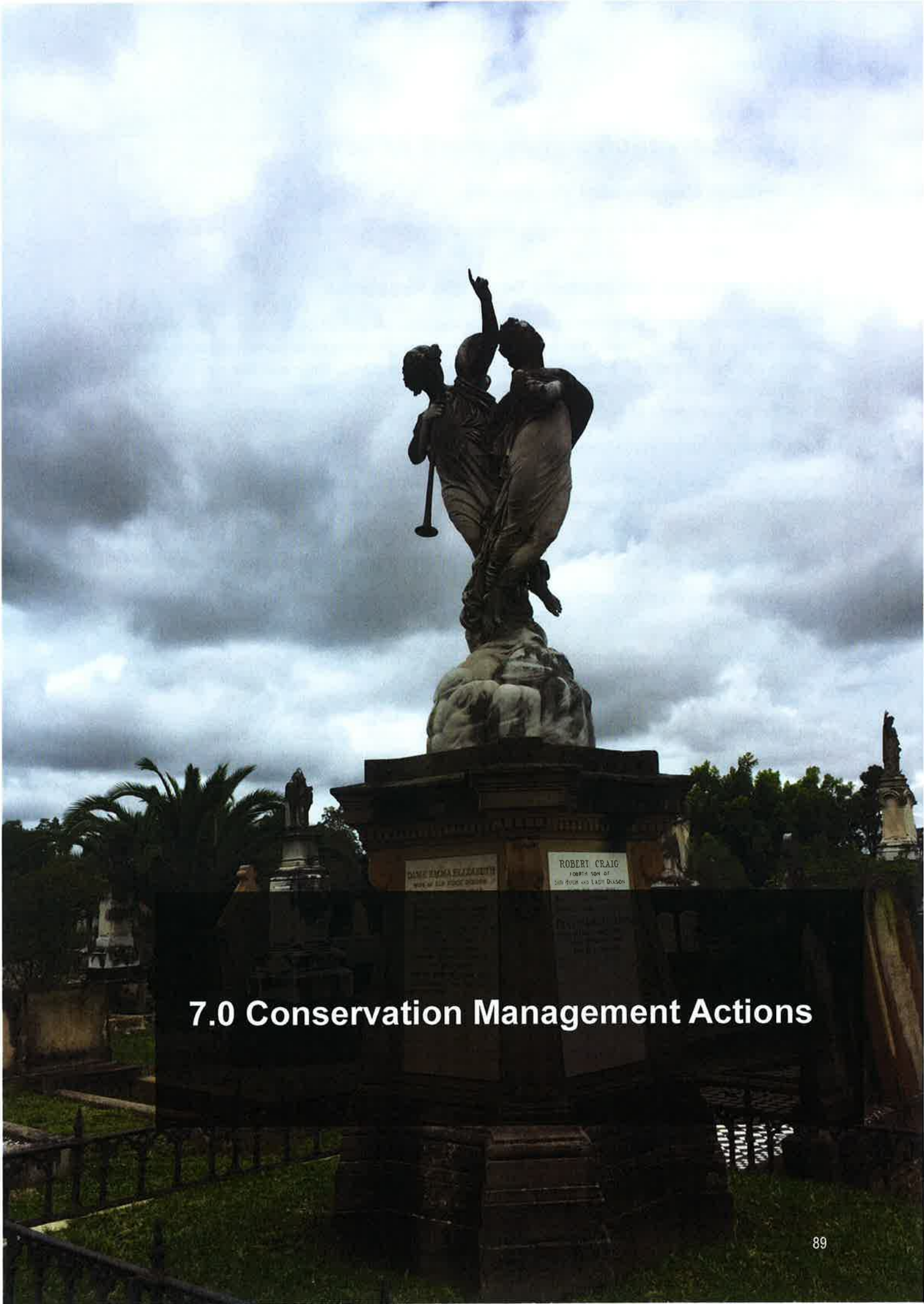
7.0 Conservation Management Actions

7.0 Conservation Management Actions

7.1 Heritage Management Vocabulary

For definitions of terms that are used in this section, please refer to the Glossary on page 8 of Section 1.0—Introduction.

7.2 Conservation Management Tools and Resources

Practical implementation of conservation principles and policies should be integrated into cemetery operations using a range of tools and resources. Some of the key tools for implementing conservation policies on the ground are included as Appendices to this CMP. They are the Heritage Asset Management Sheets (HAMS) (Appendix A) and the Approvals Flow Chart (Figure 7.1 below and a larger format at Appendix F).

7.2.1 Heritage Asset Management Sheets

HAMS provide basic principles (do's and don'ts) for managing exceptional and highly significant heritage elements (buildings, groups, key memorials or cultural landscapes). These HAMS can be used to:

- form an initial inventory of heritage-significant elements or areas within Rookwood;

- provide essential information to support 'heritage induction' to contractors and maintenance personnel;

- set out controls or requirements for everyday management and maintenance planning; and

- provide a reference for internal use during assessment of development proposals.

The HAMS included in this CMP (Appendix A), which cover 31 significant buildings, groups, infrastructure features, memorials and landscapes, are intended to provide a starting point for Rookwood and should be updated and extended as resources permit.

7.2.2 Catholic Metropolitan Cemeteries Trust (CMCT)

Proposed works at Rookwood are typically initiated by individual trusts, the Rookwood Necropolis Trust (RNT), the Catholic Metropolitan General Cemeteries Trust (CMCT) and the Rookwood General Cemeteries Reserve Trust (RGCRT). Heritage advice, provided by suitably qualified professionals should be obtained at the earliest possible stage and incorporated into the design and planning of development proposals. Individual trusts are responsible for developing the project, engaging a project architect to prepare development application (DA) documentation and employing contractors to provide construction services. The flow chart below (Figure 7.1) illustrates the processes of approval for projects at Rookwood and is intended to assist management bodies and decision-makers when planning for works that may involve heritage impacts and/or have the potential to affect sensitive areas of the site.

The first question to be asked when determining what the approvals process for a project is: are the proposed works located within the State Heritage (SHR) listed area of Rookwood?
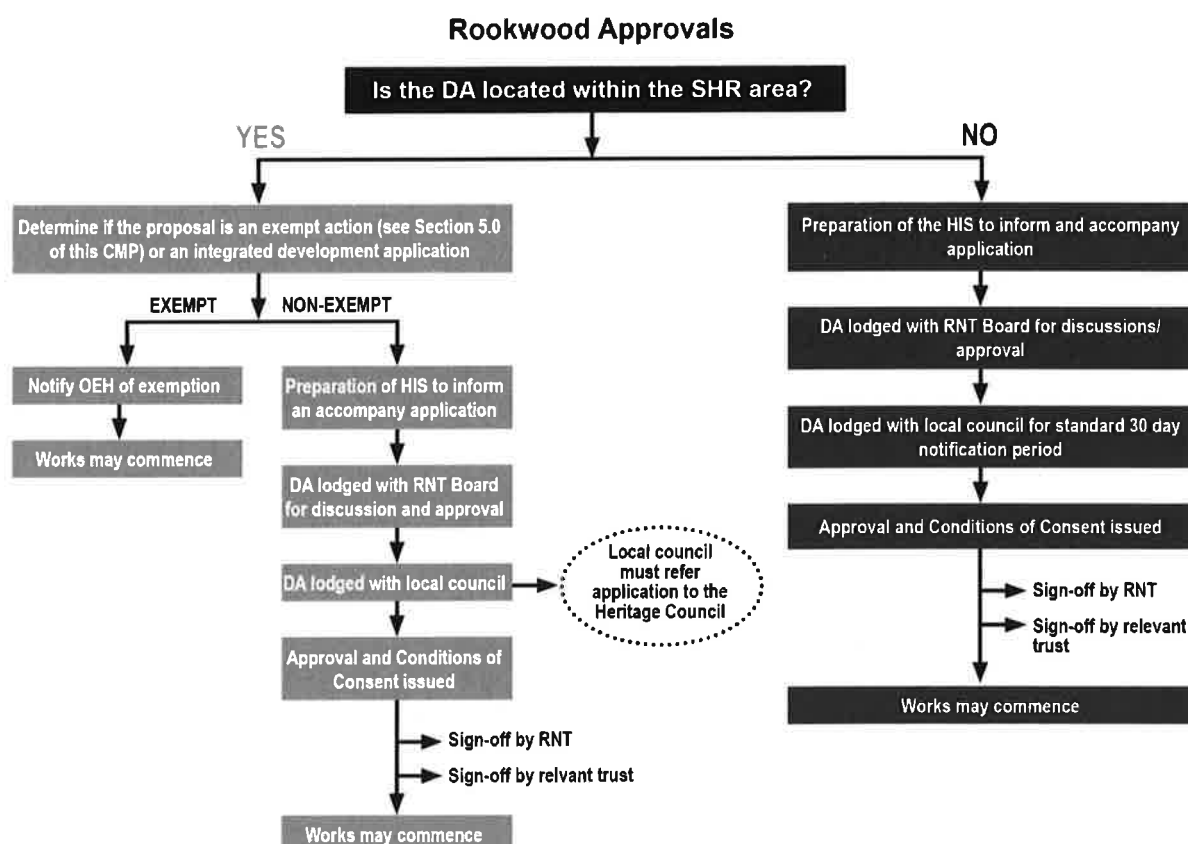
Rookwood Approvals

Figure 7.1 Rookwood Approvals Flowchart (Source: GML Heritage, 2016)

NB: This flowchart applies to projects/works which are not already permitted under Clause 5.10 (3) of the Auburn Local Environmental Plan 2010 such as new burials and routine maintenance to monuments.

The second thing to consider is whether the proposed works would be undertaken within an identified area of Aboriginal or historical archaeological potential. A flow chart for the approvals processes for works which might impact on the site's Aboriginal and historical archaeological resource is included in Appendix F of this report.

7.2.3 Other Management Documents

This CMP has developed a policy framework to be applied in the context of existing management strategies, notably the strategies set out in the PoM 2014 (notably Part 2 'Protect Rookwood's heritage and conserve its environment'), Management Unit Policies, and the LMP 2014.

To ensure consistency and good performance in managing heritage values into the future and aligning these values with broader operational goals, Rookwood should integrate the heritage management policies in this CMP into future management documents (those which are already in progress or planned for future roll-out as part of the strategy set out in the PoM 2014). This would include the:

- Significant Trees and Tree Management Plan;

- Environmental Management Plan

- Traffic Study;

- Infrastructure Management Plan—including Infrastructure Maintenance Guidelines;

- Canal Study;

- Information Plan; and

- Disaster Management Plan.

Table 7.1 highlights the actions needed to achieve this alignment.

Burial guidelines (internal guidelines for significant landscapes) and training packages should be developed in a strategic way as part of an agreed plan for implementing conservation management principles and policies at Rookwood. Some suggested topics for these guidelines are:

- choosing a memorial (guidelines for customers);

- works access and vehicles (traffic study);

- CMPs for significant buildings and mausolea;

- general operating policies—applicable to all of Rookwood;

- terms of reference for conservation subcommittee (see below);

- archaeological awareness training;

- heritage induction packages; and

- heritage asset maintenance schedules for buildings and infrastructure.

Recommendations on how to prioritise these actions are also given in the tables in 7.4 below.

7.3 Implementing Conservation Policies at Rookwood

This section sets out 13 tailored 'action plans' for implementing conservation management policies at Rookwood. These are based on the 13 specific policy areas outlined in Section 6.0.

Table 7.1 Priority Levels of Actions Necessary to Conserve Rookwood.

Priority	Timing	Actions
High	<1 year	Actions needed to rectify problems that could cause imminent risk of damage, loss or detriment to significant fabric, areas or infrastructure
Medium	1–5 years	Actions that should be planned and implemented within 1 to 5 years in order to reduce the risk of damage, loss or detriment to significant fabric, areas or infrastructure
Low	5–10 years	Actions forming part of a longer term management or maintenance strategy, to maintain and enhance significance
Ongoing		Actions to be commenced within the next financial year and implemented cyclically or continuously in line with work programs

7.4 Use & Development—Action Plan

Rookwood's primary function should continue to be as an operational cemetery and crematorium and a leading centre for mortuary services in NSW.

Additional complementary uses and facilities, which are consistent with the cemetery function of Rookwood and that do not cause substantive heritage impacts, may occur at the site in keeping with the policies.

Area	Actions	Priority	Responsibility
All of Rookwood	Create a Rookwood-wide body (such as a Conservation Subcommittee) that reports to the Committee of Management. It should involve all relevant stakeholders, including conservation, grounds and facilities personnel and others as appropriate, and be tasked to implement and monitor compliance with CMP policies.	High	Committee of Managers
All of Rookwood	Ensure the content of current and future management documents (and revisions) are fully integrated with CMP Principles and Policies at Rookwood.	Ongoing	Committee of Managers
SHR and non-SHR significant areas	Develop burial guidelines to control types and impacts of interment, including changes to tenure provisions and associated mortuary services, in significant areas. Seek endorsement from OEH for SHR areas.	Medium	Individual trusts in association with Conservation Subcommittee and heritage adviser
SHR and non- SHR significant areas	Develop innovative and sustainable alternatives to full burial for potential use in different parts of Rookwood, potentially including significant landscapes (where the heritage impacts can be minimised).	Medium	Committee of Managers and Conservation Subcommittee
SHR and non- SHR significant areas	Based on approved plans developed as part of policies for use and development, draw up guidelines for authorised types of interment (such as types of ground niche) in culturally significant burial areas for use by potential customers and the memorial industry.	Medium	Individual trusts and Conservation Subcommittee
SHR and non- SHR significant areas	Design standard plaques for approved types of interment among historical graves that is appropriate to the heritage context, and submit for approval through dialogue with OEH.	Medium	Individual trusts, Conservation Subcommittee and relevant design consultants/advisers
In or adjacent to non-SHR significant areas	Provide sympathetic buffer planting to intrusive non-heritage areas to minimize impact on adjacent local landscape character/values.	Medium	Individual trusts, Conservation Subcommittee and arboricultural adviser
All of Rookwood	Agree and advocate minimum quality standards (AS 4204-1994) for new memorial work undertaken. Maintain lists of memorial contractors.	Medium	Individual trusts and Committee of Managers
All of Rookwood	Devise a strategy to position Rookwood as an advocate of good memorial design and excellence by promoting exemplary solutions. Strengthen collaborations with the National Trust, the Memorial Masons Association of NSW and the Funeral Directors' Association.	Low	RNT and Public Affairs

7.5 Resourcing for Conservation—Action Plan

Resources for the conservation and management of Rookwood should be provided from a range of sources, which reflect the nature of the site, its heritage values and the services provided to past, current and future communities.

Area	Example Actions	Priority	Responsibility
All of Rookwood	Develop terms of reference document and a work plan for the Conservation Subcommittee to take steps towards identifying sources of funding and sponsorship for conservation, maintenance and repair works.	High	Conservation Subcommittee
SHR and non-SHR significant areas	Evaluate and trial, with heritage advice where needed, interment solutions capable of supporting or contributing to financial sustainability through conservation (eg, where a percentage of the license sale can be invested in restoration of a building, nearby grave or monument, significant landscape feature etc).	Medium	Individual trusts in association with Conservation Subcommittee
SHR and non-SHR significant areas	Develop grant-ready conservation projects of different sizes, within the policy sections below, agreed and approved internally, that can be activated when funding streams are available subject to external approval.	Medium	Individual trusts in association with Conservation Subcommittee
SHR and non-SHR significant areas	Provide resources in stages to continue to expand and update the Heritage Asset Management Sheets and make them available in user-friendly form to relevant personnel.	Ongoing	Individual trusts in association with Conservation Subcommittee and heritage adviser
All of Rookwood	Plan for a transition to a GIS-based records management system for Rookwood so that all physical and geospatial data can be more effectively accessed and manipulated to achieve integrated outcomes on the ground.	Low	RNT in consultation with individual trusts

7.6 Infrastructure Provision—Action Plan

Infrastructure and facilities must be adequate to support ongoing use and conservation and should comply with current standards. Significant infrastructure should be retained and kept in use if feasible. Any upgrading or replacement of essential infrastructure or facilities should take into account the essential layout, form and character of the cultural landscape and should minimise impact on heritage values.

Area	Example Actions	Priority	Responsibility
SHR and non-SHR significant areas	Conduct inspections for urgent conservation of defective stormwater gutters and canals, including cleaning, inspecting and reinstating existing channels and pits where required, protecting exposed underground water pipes on tertiary roads from vehicle damage and monitoring stormwater disposal.	High	Individual trusts in association with Conservation Subcommittee and heritage adviser
SHR and non-SHR significant areas	Conduct five-year condition assessment of road infrastructure (road surfaces, paths, kerbs and gullies, etc.) and provide planned, prioritised conservation and repair programs in accordance with CMP principles and policies.	Medium	Individual trusts in association with Conservation Subcommittee and heritage adviser
SHR and non-SHR significant areas	Establish a five-year work plan for Rookwood historic infrastructure to simplify approvals, optimise available resources and ensure consistent outcomes.	Medium	Individual trusts in association with Trusts and Conservation Subcommittee
SHR and non-SHR significant areas	Monitor and review traffic management policies within Rookwood to reduce heritage impacts from parking and access within or adjacent to heritage-significant areas or structures.	Medium	Individual trusts in association with Conservation Subcommittee
All of Rookwood	Monitor the 'No burial' buffer zone (3–5m either side of canals, as specified in the LMP) and extend this buffer policy to the railway corridor sections not already reused for burial, throughout Rookwood.	Ongoing	Individual trusts, Conservation Subcommittee

7.7 Interpretation and Visitor Engagement—Action Plan

Interpretation, both on and off site, should communicate the history and heritage values of Rookwood to staff, site patrons and the community. All visitors should be offered the opportunity to learn about Rookwood's historic, natural and cultural heritage values through interpretation.

Area	Example Actions	Priority	Responsibility
SHR and non-SHR significant areas	Through a stakeholder meeting, establish the priorities and objectives for interpretation initiatives, and an implementation plan, seeking approval as required.	High	RNT in association with Conservation Subcommittee and heritage adviser
All of Rookwood	Collect data key visitor experience data to inform strategic decisions regarding interpretation.	High	RNT and public affairs
SHR and non-SHR significant areas	Develop a Rookwood website that links in with onsite interpretation to present Rookwood's story to past and prospective visitors and encourage higher levels of patronage.	Ongoing	RNT in association with public affairs
SHR and non-SHR significant areas	As part of a five-year program, review and update interpretation and directional signage as conditions and needs evolve. Obtain approval for new works.	Medium	Individual trusts in association with public affairs and Conservation Subcommittee

7.8 Approvals processes—Action Plan

The process for obtaining approval should conform to statutory requirements and processes. Major proposals for change should involve careful design and thorough heritage impact assessment.

Area	Example Actions	Priority	Responsibility
SHR and non-SHR significant areas	Review guidelines on internal consultation and approval (for development likely to affect the heritage values of significant objects or landscapes) ensuring they are in line with CMP principles.	High	Committee of Management
SHR and non-SHR significant areas	Establish a dialogue with approval authorities at an early stage and seek timely approvals during the preparation of five-year programs for conservation, new buildings and infrastructure.	High	Committee of Management
SHR and non-SHR significant areas	Ensure operations and management personnel understand the scope of Standard Exemptions under the NSW Heritage Act (in particular Standard Exemptions 4: Excavation, 12: Landscape Maintenance and 14: Burial Sites and Cemeteries).	Medium	Individual trusts
SHR and non -HR significant areas	Ensure operations and management personnel are fully aware of the scope and limitations of Site Specific Exemptions granted under Section 57 of the NSW Heritage Act.	Medium	Individual trusts
SHR areas	Establish a dialogue with OEH to update site-specific exemptions relating to certain conservation or maintenance actions permissible without approval (see 'Monuments' below).	Medium	Committee of Management
All Rookwood	Review and monitor the checklist system for minor development and ensure there is heritage oversight internally to identify potential constraints at an early stage in the internal approval process	Ongoing	Committee of Management in consultation with Heritage Subcommittee

7.9 Cultural Landscape—Action Plan

Rookwood should be managed and conserved as a multi-layered cultural landscape defined by diverse precincts that have been designed and maintained along sectarian lines. Significant configurations of landscape elements, including views and visual corridors, historic circulation routes, symbolic planting schemes, and commemorative arrangements should be retained and respected as Rookwood continues to evolve.

Area	Example Actions	Priority	Responsibility
All Rookwood	Complete a significant tree register and proactively manage significant trees, on a planned basis, to retain and enhance heritage significance.	Medium	Conservation Subcommittee in consultation with arboricultural adviser
SHR areas	Request to update the SHR listing for the SHR-listed part of Rookwood using the statement of significance and assessment against state heritage criteria set out in Section 4.0 of this CMP.	Medium	Committee of Management in consultation with NSW Heritage Division, OEH
SHR and non-SHR significant areas	Monitor to ensure tertiary avenues, lawn paths and trails for pedestrian circulation are managed in line with LMP recommendations and that routine works do not impact on the contribution of these elements to landscape character and heritage values.	Ongoing	Individual trusts and Conservation Subcommittee
All Rookwood	Ensure Heritage Asset Management Sheets are made available to relevant parties to ensure designers, professional advisers, cemetery workers and contractors take account of heritage values.	Ongoing	Individual trusts
SHR significant areas	Where unsympathetic infill, lawn graves or zones of contrasting monument styles have been allowed, develop buffering or planting solutions to mitigate adverse visual impact as part of an agreed forward plan.	Low	Conservation Subcommittee in consultation with heritage adviser and arboricultural adviser
SHR significant areas	Understand, document and restore, where possible, symbolic plantings as part of an agreed forward plan.	Low	Conservation Subcommittee in consultation with arboricultural adviser

7.10 Natural Resources—Action Plan

Rookwood's natural environment should be conserved, protected and managed to sustain natural systems, biodiversity values and rare and endangered species.

Area	Biodiversity Precincts	Priority	Responsibility
Vegetation Conservation Areas (VCAs)	Ensure that the existing management actions for VCAs adopt management approaches that retain the values of sensitive built heritage, historical archaeology or nearby memorial landscapes. Encourage a consistent approach to bushland and vegetation conservation management that aims to conserve biodiversity and heritage values.	Medium	Individual trusts, Conservation Subcommittee and professional advisers
SHR and non-SHR significant areas	Proactively manage native trees, shrubs and grasses in natural bushland and woodland areas to retain and enhance cultural landscape significance.	Ongoing	Individual trusts, Conservation Subcommittee and professional advisers

7.11 Cemetery Plan and Layout—Action Plan

The layout of Rookwood, which is made up of denominational areas and subdivisions laid out by the early landscape designers, is a key part of its significance. The layout, its component parts and relationships, and their distinctive identity should be conserved in accordance with significance.

Area	Example Actions	Priority	Responsibility
All of Rookwood	Reinstate avenue plantings to historical and significant circulation routes where practicable within current traffic demands.	Medium	Individual trusts, Conservation Subcommittee and professional advisers
SHR and non-SHR significant areas	Through a tree management strategy, establish priorities for protection, reinstatement and enhancement of significant trees of importance individually or for their contributory value to the historical setting.	Medium	Individual trusts, Conservation Subcommittee and professional adviser
All of Rookwood	At approval stage, ensure all development proposals factor in the impact on views and view-sheds from significant heritage buildings or areas.	Ongoing	Individual trusts, Conservation Subcommittee
All of Rookwood	Ensure all contractors and service providers, including funeral services, are aware of risk to historical road fabric (edgings, channels and drainage) and ensure heritage induction is provided whenever contract work may impact on secondary and tertiary roads.	Ongoing	Individual trusts, Conservation Subcommittee and professional advisers
All of Rookwood	Ensure development proposals for road, rail and surface drainage networks are planned in a consistent manner with heritage input and a heritage impact assessment conducted during the planning process as recommended by the Heritage Council of NSW.	Medium	Individual trusts, Conservation Subcommittee and heritage adviser

7.12 Buildings—Action Plan

Significant buildings in the cemetery should be conserved and where necessary adapted provided this does not impact negatively on the heritage values of buildings and their landscape setting.

Area	Example Actions	Priority	Responsibility
All buildings rated as exceptional or highly significant	Implement fabric condition inspection of all heritage buildings by a heritage architect on a cyclical program.	High	Individual trusts, Conservation Subcommittee and professional advisers
All buildings rated as exceptional or highly significant	Agree on and provide a heritage induction package for all internal staff and contractors carrying out building cleaning, repairs, renovation or new services.	High	Conservation Subcommittee and professional advisers
All buildings rated as exceptional or highly significant	Apply and disseminate to relevant parties the standard and site-specific exemptions granted under Section 57 of the NSW Heritage Act relating to repair and maintenance of buildings.	High	Conservation Subcommittee and individual trusts
All buildings rated as exceptional or highly significant	Carry out remedial works as recommended in condition assessment reports on a planned basis.	Medium	Individual trusts with heritage adviser
All buildings rated as exceptional or highly significant	Develop a heritage asset maintenance plan for all heritage buildings.	Medium	Individual trusts
All buildings rated as exceptional or highly significant	Prepare individual conservation plans for existing buildings of exceptional or high significance as per Asset Management Sheets.	Ongoing	Individual trusts, Conservation Subcommittee and professional advisers

7.13 Aboriginal Cultural Heritage and Aboriginal Archaeological Resources—Action Plan

Aboriginal people are the primary determinants of their own heritage. Any future investigations into the potential Aboriginal cultural heritage values that may exist at Rookwood should include consultation with the relevant Aboriginal stakeholders and the Aboriginal community with the goal of protecting and conserving known and potential Aboriginal sites.

Area	Example Actions	Priority	Responsibility
All areas	Develop and deliver Archaeological Awareness Training for permanent staff and contractors undertaking excavation at the cemetery to communicate the archaeological context of the cemetery, including basic identification of Aboriginal objects and appropriate procedures should Aboriginal archaeological material be identified.	High	Individual Trusts, Conservation Subcommittee and professional advisers
Areas of moderate Aboriginal archaeological potential (Figure 4.2)	Prior to ground disturbance in areas of moderate Aboriginal archaeological potential, archaeological test excavations should be undertaken following the *Code of Practice for the Investigation of Aboriginal Objects in New South Wales.* Testing would serve to determine the nature and extent of Aboriginal archaeological deposits. If objects were recovered then an AHIP would be required to proceed with ground disturbance works. If no objects were recovered, works could proceed with caution without an AHIP.	High	Individual trusts and professional advisers
All areas	Establish in consultation with the relevant Aboriginal stakeholders an Aboriginal community consultation policy that: • identifies Aboriginal stakeholders for Rookwood that wish to be informed of and consulted with on new projects that relate to or impact on Aboriginal cultural heritage values (including Aboriginal archaeology, intangible cultural heritage values and interpretation); • describes the nature of projects for which Aboriginal community consultation would and would not be required; and • outlines the appropriate processes, including methods and timeframes, for Aboriginal community consultation.	Medium	Individual trusts, Conservation Subcommittee and professional advisers
Areas of low Aboriginal archaeological potential (Figure 4.2)	Conduct an AHIMS search of Rookwood every twelve months and keep a log detailing the results of each search to ensure that no newly recorded Aboriginal sites are located in the vicinity of proposed works. This will provide ongoing statutory protection if Aboriginal objects were accidentally 'harmed' in areas assessed as having low Aboriginal archaeological potential.	Ongoing	RNT

7.15 Monuments—Action Plan

The outstanding array of individual monuments, sculptures and memorials is part of the heritage significance of Rookwood and their maintenance, repair and reinstatement should be a core conservation and management activity.

Area	Example Actions	Priority	Responsibility
SHR and non-SHR significant areas	Program and implement staged safety audits on a cyclical basis for use in planning repair priorities, based on level of significance.	High	Monumental Heritage reporting to Conservation Subcommittee
SHR and non-SHR significant areas	Agree on and provide a heritage induction package for all external contractors carrying out grave or memorial repairs, including vehicle, plant and access restrictions.	High	Conservation Subcommittee and Monumental Heritage
SHR and non-SHR significant areas	Identify key individual vaults and memorials for possible heritage listing at local level.	Ongoing	Conservation Subcommittee
SHR and non-SHR significant areas	Record key individual memorials (where not already registered) on non-statutory inventories or registers (including the NSW War Memorials Register and National Trust NSW Register).	Ongoing	Conservation Subcommittee
SHR and non-SHR significant areas	Implement a rolling program of stabilisation works (eg, support for damaged headstones), maintenance and repair of existing memorials and mausolea according to agreed program.	Medium	Individual trusts, Conservation Subcommittee and Monumental Heritage
SHR and non-SHR significant areas	Undertake routine maintenance works and minor repairs to memorials and graves complying with standard exemptions under Section 57(2) of the Heritage Act and in line with National Trust guidelines on cemetery conservation.	Ongoing	Monumental Heritage reporting to Conservation Subcommittee
SHR and non-SHR significant areas	Provide information needed to inform Interment Rights holders, voluntary groups or others with access to Rookwood on limitations and responsibilities for tributes, vegetation control, rubbish clearing, notification of damage, obtaining consent, and other relevant activities.	Medium	Individual trusts, Public Affairs and Conservation Subcommittee
All of Rookwood	Conduct, or actively facilitate third party involvement in, documentation of memorial heritage (eg, digitisation of burial records, inventories, mapping & photographic survey data, identification of nineteenth-century graves, relocated graves/memorials, etc).	Ongoing	Individual trusts and Public Affairs
SHR areas	Establish a dialogue with approval authorities to devise new site-specific exemptions to facilitate removal of trees and shrubs within, or likely to cause damage to, graves and monuments, and excavation or disturbance of land for the purpose of carrying out conservation or repair of monuments or grave markers.		Monumental Heritage reporting to Conservation Subcommittee

7.16 Records and Movable Heritage—Action Plan

The character of Rookwood is enriched by the fact that the cemetery forms an extensive repository for records and movable items, both those associated with individual grave plots, and those associated with landscaping and garden ornament.

Area	Example Actions	Priority	Responsibility
All of Rookwood	Provide for building access keys to be labelled and safely stored, and doubles made for significant vaults and buildings	High	Individual trusts
All of Rookwood	Obtain specialist conservation advice for rare or fragile documentary records (maps, record books, archival material, ephemera etc).	Medium	Individual trusts, Conservation Subcommittee and objects conservation specialists
All of Rookwood	Digitise valuable archival collections and deposit physical records in public archival collections.	Medium	Individual trusts, Conservation Subcommittee and objects conservation specialists
All of Rookwood	Draw up an inventory of movable items in the cemetery of potential heritage significance and produce photographic record.	Medium	Individual trusts
All of Rookwood	Ensure moveable heritage items in storage are catalogued and safely stored.	Medium	Individual trusts, Conservation Subcommittee and objects conservation specialists
All of Rookwood	Ensure risks to outdoor movable or vulnerable heritage items (such as signs, markers, metalwork, lettered plaques, door furniture, etc) are assessed and managed in periodic security reviews at Rookwood.	Medium	Conservation Subcommittee and facilities/security staff or consultants
All of Rookwood	Identify locations and develop a long-term strategy for safe permanent conservation, storage and display of historical collections.	Low	Conservation Subcommittee, Public Affairs and other stakeholders as applicable

7.17 Endnotes

[1] DECCW, *Code of Practice for the Investigation of Aboriginal Objects in New South Wales*, published 25 September 2010, viewed 11 March 2016, <http://www.environment.nsw.gov.au/resources/cultureheritage/10783FinalArchCoP.pdf>.

8.0 Heritage Interpretation Strategy

8.0 Heritage Interpretation Strategy

8.1 Introduction

Heritage interpretation is a form of communication that seeks to present the significant values and meanings of heritage places. It is developed to respond to identified audiences and endeavours to connect with people in ways that are engaging, memorable and enriching.

Interpretation can take the form of written stories that reflect different aspects of cultural significance, but it can also be presented through creative design responses that may include signage, digital technology, art, sculpture, landscape treatments, performance, festivals and other cultural activities.

The Rookwood Necropolis LMP states that:

> [Rookwood Necropolis] *is operated as a public facility. In order to sustain the significance of the place, it is essential that public awareness and public support are maintained and increased over time. As the Cemetery nears its burial capacity, it will be important for the Cemetery Managers to have recourse to other forms of income and other forms of activity that can facilitate the long term obligation to maintain and conserve the place.*[1]

Rookwood has outstanding heritage value as one of the largest and most diverse burial grounds in the world, and one of the most important cultural landscapes in Australia. Its significance regarding history, evolving religious and cultural burial practices, architecture and ecology has not been widely interpreted and remains largely unknown to the public. The interpretative stories/devices that could be created to explain this significance have the potential to encourage repeat visitation of Rookwood.

8.1.1 Methodology

This section outlines a thematic structure, overarching vision and key directions for interpretation across Rookwood. It has been informed by review and analysis of background material, including the site's history and significance, the PoM 2014 and the LMP.

This interpretation strategy (IS) has been prepared in accordance with the standards set by the Heritage Interpretation Policy and Guidelines, as endorsed by the Heritage Council of NSW in August 2005.

The framework for this interpretation strategy is provided by the specific conservation policies found at subheading 6.4.4 of this CMP. The policies state:

- Rookwood should be presented and interpreted to visitors as a single entity.

- Delivery of positive and engaging experiences, which meet or exceed visitor needs and expectations, should be a core aim of all interpretation and education experiences at Rookwood.

- Evaluation of visitor experiences and data should inform future exhibitions, interpretation initiatives and educational events at Rookwood.

- The 'Friends of Rookwood' and other interested volunteer community groups should be encouraged to participate in the delivery of interpretation activities at Rookwood.

- An inclusive and broad range of stories should be presented at Rookwood, reflecting both historical information and living cultural traditions.

- Rookwood's signs should be integrated with interpretation to enhance public appreciation, and maintain a consistency in the visual language and symbolism that characterise Rookwood and its precincts.

8.1.2 Key Recommendations

Interpretation of the history and significance of Rookwood is an integral part of the future planning and sustainability of the cemetery. The interpretive initiatives identified in this IS demonstrate the interpretation potential of Rookwood, but further work to develop, design and implement them will be required. The key recommendations for interpretation at Rookwood are:

- The Necropolis should be interpreted as a single entity. Interpretation should be guided by an overarching thematic structure in order to ensure a unified, accessible and consistent interpretive experience across the entire site.

- Interpretation initiatives should be developed in consultation with those involved in managing, promoting and conserving the site.

- The significance and values of Rookwood should be interpreted through key historical themes and stories, and be based on sound, contemporary and scholarly research.

- A visitors' study should be undertaken in order to develop an in depth understanding of visitation numbers and secondary uses of Rookwood Necropolis. This will allow for a more tailored interpretation program and ensure no markets are overlooked.

- Community collaborations should be sought for interpretive opportunities and passive recreational events.

- A design guideline for interpretation should be developed. It will allow for a consistent approach in communicating the character, quality and values across Rookwood. The design guideline for interpretation signage should reflect the wayfinding signage. Existing interpretation signs will need to be updated to meet design guidelines or replaced through digital media (smart phone apps).

- Online and digital initiatives should be maximised. This should include maintaining the primary Rookwood website as well as developing digital media smartphone apps to interpret the history and heritage of the Necropolis.

- Physical interpretation initiatives should be unobtrusive and designed as part of the landscape, but also be prominent enough for people to notice and engage with them. Initiatives could include signage, ground inlays, fences and furniture. It is important that the landscape remains uncluttered to enable full appreciation of the site.

- Where reconstruction is used as means of interpreting a place (such as the railway line), it should be based on archival research and (if relevant) archaeological evidence.

- Existing and redundant buildings could be adapted and reused for purposes such as a visitor's interpretation centre or flexible art gallery space—with alternating exhibitions based on artworks inspired by Rookwood (paintings, photographs, sculpture) or artworks by artists buried within Rookwood.

- Aboriginal stories should be interpreted. Further research and Aboriginal consultation should be undertaken in order to determine traditional and contemporary Aboriginal values of Rookwood.

8.2 Existing Interpretation

8.2.1 Signage

A range of different interpretive signs are scattered across the Rookwood landscape. These are posted at different points of interest, both as part of the self-guided walking tour as well as part of the overall interpretation of the cemetery.

The two main interpretive signage forms used are:

- hip-height free-standing posts with interpretive information panels; and

- wall-mounted information panels.

The material of interpretive signage differs as well, depending on variables such as age, location and purpose.

Figure 8.1 Example of a wall-mounted interpretive panel. (Source: GML 2015)

Figure 8.2 Example of a free-standing interpretive sign in Catholic section. (Source: GML 2015)

8.2.2 Mortuary Station and the Serpentine Canal

In 1999, restoration works initiated by the RGCRT began at the Mortuary Station 1 site and along the Serpentine Canal. Works at the Mortuary Station 1 site included exposing gutters, uncovering platform foundations, indicating the location of former columns with concrete markers and reconstructing former pathways. The site was officially reopened in 2001. A sign was erected at the same time, identifying the site and date of construction. (Figures 8.3–8.4)

According to the RGCRT website, restoration works at the Serpentine Canal involved:

> ... restoration of all 31 hectares (70 acres) of neglected landscape of the P.C.A. (Permanent Conservation Area). This included:
>
> - 100's of metres of avenue plantings
>
> - The embellishment of the canal, one fountain and four ponds with the 54 ornate urns and pedestals of numerous styles and sizes
>
> - Restoration of hundreds of meters of garden plantings that surrounded the Serpentine walls and ponds.

Restoration works to the Serpentine Canal were completed in 2001 (Figure 8.5).

Figure 8.3 Works were undertaken to the site of Mortuary Station 1 in 1999, including exposing platform footings and the construction of concrete columns denoting the former station's original location. (Source: GML Heritage, 2015)

Figure 8.4 Sign installed at Mortuary Station 1 states 'THIS IS THE SITE/OF/NO.1 MORTUARY/ RECEIVING RAILWAY STATION/COMMENCED 14 APRIL 1867/COMPLETED 10 AUGUST 1869'. (Source: GML Heritage, 2015)

Figure 8.5 The Serpentine Canal. (Source: GML Heritage, October 2015)

8.2.3 Tours

A range of tours also operate within Rookwood. These can be separated into two categories—guided and self-guided.

Guided tours

The Friends of Rookwood run volunteer-operated guided tours on the first Sunday of every month between March and November. The Friends also run twilight tours from November to March, excluding December.

The tours include a general tour of the heritage areas of Rookwood as well as a series of themed tours including:

- Heritage walks parts 1 and 2;

- The Irish Tour;

- Tales from the Twentieth Century;

- Plague and Pestilence;

- The Railway Walk;

- Ships and Shipwrecks;

- Murder and Mayhem;

- Nineteenth-Century Sydney;

- Our ANZAC/Military Tour;

- Our Convict Heritage;

- Funerary Symbolism/Flowers and Garden Landscapes.

Self-guided tours

The Catholic Metropolitan Cemeteries Trust (CMCT) has created a self-guided tour of the Catholic historic section of Rookwood. (Figure 8.6) The tour begins at the Catholic Heritage Centre, where there is a touchscreen that offers a grave search and virtual tour of the Catholic cemetery. Visitors can then undertake the walking tour guided by signs and an accompanying map. The map includes information related to:

- historic monuments;

- famous people of Rookwood's Catholic Cemetery;

- Sydney's culture; and

- war history in the Catholic Cemetery.

Figure 8.6 Self-guided tour of the Catholic historic section at Rookwood. (Source: Catholic Cemeteries and Crematoria website, viewed on 27 January 2016 <catholiccemeteries.com.au/cemeteries/rookwood/rookwood-historic-tours-rookwood/>)

8.2.4 Events

Hidden—A Rookwood Cemetery Sculptural Walk

Rookwood hosts an annual sculpture walk through the older sections of the cemetery. The project was used as an opportunity to engage the local community and other visitors with the historical and cultural significance of the site. Successfully operating since 2008, artists are 'invited to ponder the notion of history, culture, remembrance and love and allow audiences to witness creative expression hidden throughout Australia's largest and most historic cemetery'[3]. Each year the event has expanded, inviting more artists to exhibit their work for the growing audience (Figure 8.7).

Running concurrently with *Hidden* are related activities including guided tours of the sculptural walk, and a two-week program of art workshops for children between eight and 16 years old.

Rookwood Necropolis Open Day

Each year Rookwood also hosts an annual open day in order to promote its historical and cultural significance. Activities on the day include historical tours, family history and heritage services, crematorium and mausoleum tours, and grave digging and embalming demonstrations. There is also a historical and modern hearse parade. The day is intended to be family friendly and also has a live band, food stands and child-friendly activities including face painting and a jumping castle. The open day coincides with *Hidden*.

Figure 8.7 'In Loving Memory' by Mark Aylward and Helen Stronarch, part of *Hidden* 2013. (Source: Flickr. Photographed by Halans, 2013, viewed 27 January 2016 <flickr.com/photos/halans/9851595885/in/album-72157635717540415/>)

8.2.5 Rookwood Online

Rookwood Necropolis Trust Website

The primary Rookwood website is managed by the Rookwood Necropolis Trust. This website is accessed at www.rookwood.nsw.gov.au. It includes links to electronic versions of the PoM and the Rookwood Necropolis Management Unit Policies as well as general visitor information including Rookwood's opening hours, history, events/facilities, FAQs and other useful information. The site also provides links to Rookwood's member organisation websites including the Office of Australian War Graves, CMCT, RGCRT and Rookwood Memorial Gardens and Crematorium.

Rookwood General Cemeteries Trust Website

The RGCRT website is operated by RGCRT and acts as a portal to other trust websites including the Anglican and General, Jewish and Muslim cemetery trusts. The site provides general information regarding Rookwood, annual reports, and links to mortuary services. It also provides some historical information, such as the Rookwood Notables section and the Rookwood Historic Video. The site is accessed at www.rookwoodcemetery.com.au.

Catholic Metropolitan Cemeteries Trust Website

The CMCT website contains information on services the CMCT provides for the five different cemeteries within the Greater Sydney region. The CMCT Rookwood Necropolis webpage provides information on services, facilities and the self-guided tour within the Catholic historic precinct. The website is accessed at www.catholiccemeteries.com.au.

Rookwood Memorial Gardens and Crematorium website

Rookwood Memorial Gardens and Crematorium website provides information on the services and facilities provided by the Rookwood Crematorium. A brief history of the crematorium and its architect, Frank Bloomfield, is included on the About Us section. The website is accessed at www.rookwoodcrem.com.au.

Friends of Rookwood Website

The Friends of Rookwood website provides information about their volunteer-run organisation and a schedule of their tours. Their website has a list of souvenirs that can be purchased from the Friends on tour days, including self-guided tour pamphlets, t-shirts, tea towels and teaspoons. The website also has photographs of restored monuments at Rookwood. The website is accessed at www.friendsofrookwoodinc.org.au.

8.3 Interpretation Opportunities

8.3.1 'One Rookwood' Identity

Constraint

Since its establishment, Rookwood has been managed by up to seven concurrent trusts. This has resulted in a lack of a single coherent identity for the Necropolis. On the other hand, without the involvement of multiple trusts, Rookwood would not be the successful multi-cultural Necropolis that it is today.

Opportunity

The trusts recognise that the historical and cultural significance of the site needs to be interpreted. This will assist in its future maintenance by encouraging visitation. As there is a lack of interpretation at Rookwood, the trustees have the opportunity to start afresh and interpret Rookwood as a single entity from the beginning of the process. This is not to say that interpretation of Rookwood can only be rolled out in one go. Instead, all interpretation initiatives should fall under the same interpretive thematic structure—that is, have a consistent look and feel while also allowing for each trustee to express its identity.

8.3.2 Interpretation Signage

Constraint

A place's identity can be expressed through signage design, materiality, shape, form, tone of voice, typography and imagery. Signage helps to create or reinforce a sense of identity for places. At present there is no strong single identity in the interpretation provided at Rookwood.

Ad Hoc—Interpretation and associated signage is not widely used at Rookwood. While the entire landscape offers a huge range of interpretive material related to its significance and values, interpretation signage is available only at selected areas such as the Anglican section, Catholic section, and at Mortuary Station 1.

Non Cohesive—Present interpretation signage at Rookwood does not have a cohesive look and feel. It varies in materials, typefaces and is not consistent with the wayfinding signage design.

Non Engaging—Current physical interpretation at Rookwood is in the form of image and text panels. This signage format is difficult for many people to engage with—its reliance on written content isolates potential audience members like children, and is often construed by visitors as 'a lesson to endure'.

Opportunity

A Cohesive Interpretive Design Strategy—A unified image is required for the Rookwood Necropolis that both compliments and enhances the significance of the landscape. This is achievable through the use of an interconnected design language (font, colour, form) and materiality (choice of metal, wood, textile and so on). This must be sensitive enough to coexist sympathetically with the mourning landscape of the cemetery and simultaneously covey sophisticated and understandable interpretation of the history and cultural significance of the Necropolis.

A new Wayfinding Signage Strategy for Rookwood is currently being produced in order to create a cohesive look and feel for wayfinding. An interpretive design strategy needs to complement the wayfinding signage stylistically and the essential characteristics of the place. It must function across many different items within Rookwood, including at its entry and for individual buildings and monuments. As funds become available, the trust should work to update the interpretive signage suite.

Identities of Individual Trusts—Each trust needs to have a recognisable identity of its own while also being a part of a master interpretive identity signage suite. Interpretation should address the multitude of interpretive needs for each trust. These could be comprised of individual stories as well as information about buildings, monuments and themes addressed. It must also function successfully in interior and exterior places.

8.3.3 Mapping the Landscape

Constraint

Rookwood, Australia's largest cemetery, exceeds the Sydney CBD in size. The enormity of the site creates difficulty in providing fluid, comprehensive and clearly linked interpretation of the landscape. The size of the landscape combined with the existing street hierarchy has resulted in a seemingly unfriendly environment for many pedestrians. While there is access to all public areas in the Necropolis on foot, the distance between public transport routes, available parking and known rest stops discourages people from exploring beyond the main paths of Rookwood. The nature of the landscape, including hills, canals and narrow pedestrian pathways also creates questions about equitable access to many areas of existing and potential interpretation initiatives.

Opportunity

It is possible to embrace the nature of the landscape and provide a unique experience for visitors through high-level interpretation planning and design guidelines. Large-scale historical monuments could serve as anchor points, enabling visitors to explore more of the landscape and provide a sense of adventure to their time spent in the Necropolis. Unused buildings could also be adaptively reused for interpretation initiatives such as exhibitions—further encouraging visitors to associate Rookwood with passive recreation.

A map should be placed at all entrances as well as at bus set-down points to help clearly orientate visitors and inform them of interpretation routes at the start of their visit. Highlighting places for respite on such a map, such as the Anglican timber lattice shelters, would offer further incentive for people to engage with interpretive initiatives across the whole landscape.

8.3.4 Multi-Lingual Rookwood

Constraint

The existing interpretive information is currently monolingual—English. This does not continue the celebration of multiculturalism that is woven across the Rookwood landscape. It is not feasible to include multilingual information across all interpretive initiatives across the landscape. Many signs also lack braille.

Opportunity

The inclusion of a digital component for all interpretive strategies across the landscape could deliver interpretations in different languages. Braille should be included on all signs.

8.3.5 Rookwood Online

Constraint

The primary Rookwood website should, amongst other functions, effectively communicate:

- Rookwood's heritage status and significance;
- the character of Rookwood and its areas; and
- well-rounded exciting interpretive content.

Rookwood's primary website is the Rookwood Necropolis Trust Website. The various related websites managed by the individual trusts vary in their design and the range of information they provide. They do not always emphasise the notion of 'One Rookwood'. There is no consistent design or shared identity in relation to Rookwood's cultural significance.

Opportunity

Efforts should be made to link related Rookwood websites to each other and promote connectivity across the digital space. This would assist in the communication of a whole-of-site identity. This would also ensure that separate websites created to accommodate specific community or religious needs could be understood in terms of the commonality of Rookwood.

There are opportunities to integrate digital content in a user friendly way that reflects the interpretive themes and stories identified in this IS. Further interpretive content could be developed and added to the websites as interpretation planning is delivered across Rookwood, and as resources permit. It should be ensured that all websites are technologically up to date and function well across mobile devices.

8.3.6 Digital Interpretation

Constraint

There is currently no mobile interpretive media for Rookwood. Time and funds will need to be allocated in order to prepare content and resources, design applications, programs and user interfaces (UI) and to market digital initiatives. As there are several trusts that operate within Rookwood, there could be issues regarding consistency in design and content similar to the various websites.

Opportunity

Well-designed digital interpretation is effective in conveying interpretive themes and highlighting the significance of a place, object and story. Digital interpretation can be adapted for different users and it is also flexible, allowing for staging in delivery and changes over time. Most people have a smart on hand, therefore digital interpretation is also easily accessible for information for most audiences.

Digital interpretation complements physical interpretation and can be used to reveal further layers of history and significance. An interpretation design strategy could assist in creating a consistent look and feel for digital and physical interpretation.

8.3.7 Movable Heritage Items

Constraints

As with any long-running heritage site, a large and diverse collection of movable heritage items has been accumulated at Rookwood, ranging in size and material from sandstone grave markers (acquired from other Sydney cemeteries) to Victorian jet mourning jewellery. Permanent storage, cataloguing, display and interpretation of movable heritage items has been hampered at Rookwood by the fragmented management of the site and collections under different trusts in the past.

Opportunity

There are opportunities to display these items at Rookwood through either temporary or permanent exhibitions within an unused building. Items chosen for display should be carefully considered, and be based on the historical and aesthetic values of each object. Exhibitions should correspond to the interpretive themes that relate to Rookwood.

If movable heritage items are to be located within the landscape, they should be placed within a sympathetic location that is also easily accessible to visitors. Relevant movable heritage items should also be incorporated into appropriate interpretive initiatives. For example, a tour on Victorian burial practices could include a Victorian jewellery exhibition.

It is also recommended that movable heritage items be digitised and made available online via the Rookwood website.

8.3.8 Community Collaborations

Constraint

There has been minimal collaboration between the trustees of Rookwood and the local community. The exception is the Friends of Rookwood, which has been essential in the promotion and upkeep of the cemetery. Through their walking tours, the Friends have been able to highlight the historical and cultural significance of the site and demonstrate Rookwood's potential for passive recreational use.

Opportunity

The trustees need to ensure that they maintain their relationship with the Friends of Rookwood as well as supporting and promoting their activities. There are opportunities to maintain this connection via social media platforms and through web technologies, which is also an effective means of encouraging other interested members of the public to get involved. It is encouraged that The Friends be consulted regarding any new interpretive initiatives at Rookwood as the organisation may be able to assist in the development of interpretation content development and delivery.

The trustees should also investigate other collaborative opportunities with community based organisations including historical societies, social groups such as artists groups and schools. All collaborations should promote and enhance Rookwood's cultural and historical significance to the public.

8.3.9 Events

Constraint

Rookwood is a significant cultural landscape of mourning. Any events held at Rookwood should be sensitive and in keeping with it heritage values. Managing the potential impact of holding events on the physical environment and its natural and cultural significance should be a primary goal. Events should not obscure or detract from the significance of Rookwood or of the visitor's experience of it.

Opportunity

Rookwood Necropolis was designed as a place not only for mourning but also for passive recreation. The history and significance of Rookwood, combined with the interpretive themes and wide range of stories, provide an exciting range of potential options to develop calendar events that could encourage the continued use and enjoyment of the Necropolis as well as a sustainable financial return.

8.4 Potential Audiences

8.4.1 Current Visitors

There has been no data collected regarding the number of visitors and purpose of visits to Rookwood. To enable the successful implementation of an interpretation strategy, it would be recommended to undertake a detailed study into the demography and frequency of people using the landscape at Rookwood.

8.4.2 Potential Audience

Part of Rookwood's strategic plan involves increasing awareness of the cemetery for passive recreational uses, to 'raise the profile of Rookwood as a resource for the whole of Sydney'.[4] If successful, this would also increase the range of visitors and uses for the Rookwood landscape. The potential audiences for the new profile of Rookwood could include:

- mourners and returning families;

- exercisers—runners, cyclists and dog walkers;

- tourists, both Australian and international;

- historians and genealogy researchers;

- event visitors, such as the *Hidden* sculpture festival and the Rookwood open day;

- primary and high school students

- recreational/social users;

- local business employers and employees;

- ornithologists and recreational birdwatchers;

- ecologists;

- Victoriana 'steampunk' enthusiasts;

- photographers and artists;

- stone masonry enthusiasts; and

- train enthusiast.

8.5 Historical Themes

When interpreting cultural places, it is important to present their past in an informative, interesting and easily accessible way. This is achieved by communicating the history and significance of the site using key historical themes.

Themes are a simple and effective organisational tool for planning interpretation. They provide a structure for ordering and connecting cultural significance to key stories and experiences. Essentially a theme is an overarching topic. Themes need to be flexible and capable of accommodating a diverse range of stories, including those that have not previously been the subject of interpretation. If new stories and interpretive experiences are planned, they should be checked to ensure that they connect to and can be accommodated within the overarching thematic structure.

The following themes have been informed by historical research, the PoM, the LMP and other references. The Australian historic themes identified by the former Australian Heritage Commission and state historical themes by the Heritage Division of the OEH have also been used to formulate the historical themes for Rookwood Necropolis.

Rest Remember Explore

Historical Themes	Potential Storylines
Rest Sydney Necropolis 1875. (Source: *Sydney Illustrated News* 29 May 1875)	• Final resting place—over 1,000,000 epitaphs recorded on 600,000 graves and 200,000 crematoria niches, and over 90 different religious groups that utilise the cemetery grounds. • Original layout was guided by nineteenth-century gardenesque ideals for cemetery planning, creating an ideal space for contemplation, remembrance and celebrating life and death. This space still exists today.
Remember James Barnet's grave, Old Presbyterian Section (Source: GML Heritage, October 2015)	• Mourning, commemoration and celebration of past lives by family and friends. There are also people who have been forgotten but their graves remind the viewer of their presence. • A place to venerate the artistic creations and workmanship of architects, builders and stonemasons from late nineteenth-century society in Australia. Examples include the work of Colonial Architect James Barnet, F l'Anson Bloomfield, William Wardell, Charles Moore and Simeon Pearce. • Scattered amongst monuments are mausoleums and memorials of various styles, including the Frazer Mausoleum and the Quong Sin Tong monument. • The remaining areas of indigenous vegetation—Cumberland Plain Woodlands and Cook's River Castlereagh Ironbark—create a visual link to the now lost character of the greater Auburn area before and during early settlement, while also serving as a reminder of human intervention in the environment at Rookwood. • Remembering servicemen and women who have died defending their country. This narrative would include the Sydney War Graves, other military personnel buried in the Necropolis and memorials to members of the military lost at sea.

Historical Themes	Potential Storylines
Explore German signage on the gates to the World War I memorial within the Lutheran Section (Source: GML Heritage, October 2015)	• Celebrate not only past lives but also the rich and varied cultures and practices that co-exist within Australian society. With over 90 different religious and cultural groups and 15 different burial types, the variety of culture and religion at Rookwood is evidence of the increasingly diverse patterns of migration present in NSW. • Revealing multiple historical layers now blended into the contemporary physical landscape, including early development such as Harlem's Creek Cemetery and the railway connection to Sydney. Despite little remains surviving above ground, the former railway corridor provides a tangible demonstration of growth and visitation patterns at the cemetery. • Learning about the needs of a cemetery. Rookwood, like any site used by humans, was not excluded from needing utilities. The most outstanding of these are the Victorian canals such as the Serpentine Canal, designed to improve drainage in the cemetery as well as to prevent pollution of nearby water sources. • As Australia's largest cemetery, Rookwood holds an exceptional set collection of architectural and monumental memorials whose masonry craftsmanship in without parallel in Australia. Many monuments display the exceptional degree of technical accomplishment of early masonry in Australia and also demonstrate changes in social burial customs since 1867. • Behind–the–scenes at Rookwood, learning about the ongoing conservation works required to manage and maintain a historical cemetery.

8.6 Key Stories for Interpretation

The historic themes link the heritage significance of Rookwood to broader historical movements and provide the main topics for interpretation. The historic themes identified capture and accommodate a diverse range of stories, which include:

Garden of Remembrance—this story acknowledges the importance of the design of Rookwood in the creation of a remembrance landscape.

Lost in overgrown gardens and down hidden paths, the original landscape design of Rookwood still stands proud. The nineteenth-century Victorian planning of the cemetery—with symbolic plantings and meandering canals and ponds—demonstrates the gardenesque ideals for cemetery planning, creating the ideal space for contemplation, remembrance and to celebrate life and death. This successful adoption of a Victorian design into the Australian context represents only one phase of development in the history of the Necropolis. Each phase of expansion has added a new layer in landscape planning, resulting in a patchwork of landscapes of remembrance across the entire Rookwood site.

The City of the Dead—this story acknowledges all people buried in Rookwood.

As with any city, Rookwood is home to its fair share of celebrities. Hidden amongst the many monuments are the final resting places of individuals whose names and actions left impressions deep enough to withstand the passing of time. Individuals from early Australian settlement to the modern day share the spotlight in Rookwood, creating a unique hall of fame to celebrate the achievements of people from throughout Australian history.

Among the celebrities are also the common people. This story also encourages people to find out about 'ordinary' people who have had interesting lives and that are remembered by their friends and family.

A Natural Haven—This story acknowledges the protected ecological zones and endangered species within Rookwood.

As a parcel of land that has largely been spared from the urban development encroaching on all sides, Rookwood has served as a safe haven for protected and at-risk flora and fauna including Cumberland Plain Woodlands and Cook's River Castlereagh Ironbark Forest. These areas also provide visual buffers between varying areas within the cemetery. The remnant pockets of indigenous bushland offer visitors a glimpse of the indigenous environment that once covered the greater Auburn area—both before and during early settlement.

We Will Remember—This storyline acknowledges those who have been laid to rest in Rookwood after sacrificing their lives in the service of their nation.

Rookwood is home to the Sydney War Graves as well as memorials and monuments to fallen soldiers.

Diversity in Life and Death—This story celebrates the diversity of religions and cultures represented at Rookwood.

The Necropolis holds the remains of over 90 different religions and cultures—15 different types of internments are performed at Rookwood. This allows an individual's cultural and religious identity to remain with them after burial by allowing most cultural and religious mourning and burial practices to be upheld. Walking through the different sections it is possible to see the true reflection of Sydney's multiculturalism represented in the variety of burial types, monuments and grave ornamentations, granting visitors a peek into a new aspect of life for each religion and culture.

Last Stop Rookwood—This story acknowledges the important role the railway played in the development of the Necropolis.

The railway linking Rookwood to Sydney was the backbone for the development of the cemetery. While only one receiving station, Mortuary Station 1, was initially constructed, the expansion of the cemetery led to the extension of the railway line and the construction of an additional three mortuary stations. As such, it is possible to trace the development of the Necropolis along the railway corridor. While much of the remaining train line is now underground, it is still possible to interpret its route through the old cemetery as the embankments, culverts and footings of mortuary stations maintain their prominence in the landscape. The railway corridor also serves to illustrate changes occurring outside the borders of the Necropolis—the decommissioning of the mortuary train parallels the rise in private ownership of motor vehicles as well as changing views of burial processes and funeral processions.

Beautiful Necessities—This story acknowledges the functional beauty of the Victorian canals, while also recognising them as a practical nineteenth-century engineering solution to poor drainage and the potential for water pollution.

The expansion of the original Haslem's Creek Cemetery required solutions for the drainage of the lower land and areas occupied by a creek running through the southwest section. The construction of drains and canals to manage both water runoff and flooding began in 1874, with the winding Serpentine Canal designed by Simeon Pearce. Each section added drains to their designated land, providing an opportunity to beautify the landscape with canal drainage systems, which included ponds,

fountains and sculpture along their lengths. This further enhanced the Victorian landscape of remembrance that had been established with the original design of the first 200-acre allotment.

An Unusual Skyline—This story acknowledges the unique collection of monuments and memorials at Rookwood.

Rookwood is home to thousands of monuments, memorials and headstones, some of which come from the Devonshire Street Cemetery (which predated the Necropolis). Within the sea of monuments are examples of early Australian stonemasonry demonstrating high artistry and technical skill. Rookwood has ensured the survival of examples of works from well-known architects, builders and stonemasons. As there has been continued use of the landscape, the memorials and monuments offer a near complete and extensive genealogical record, as well as evidence for changes in societal attitudes towards burials and mourning.

Behind-the-Scenes—This story acknowledges the conservation work required to maintain Rookwood.

Following ongoing problems with vandalism and neglect at Rookwood, a joint committee—comprising representatives from the government, National Trust, the Heritage Council, the crematorium and members of the seven trusts—was formed in 1987 to manage the upkeep, maintenance and heritage values of the cemetery. Conservation of Rookwood continues to be managed by a joint committee with the assistance of Friends of Rookwood.

In 1981, Rookwood was recognised by the National Trust for its significant heritage and scientific values. In 1989, the NSW Heritage Council placed a Permanent Conservation Order on the site, and in 1999 Rookwood was included on the State Heritage Register. This story provides the opportunity to learn about the history and different hands-on conservation work undertaken at Rookwood, including archaeological investigations, and to view the different monuments and landscapes that have been conserved and those currently undergoing conservation.

8.7 Potential Interpretive Devices

A number of interpretive devices could be used to interpret the history and heritage of Rookwood. There is potential for more events to be held at the Rookwood that allow for passive recreational use and are sympathetic to its significance. The following tables show recommended interpretive devices for Rookwood that have been successfully integrated into other cemeteries and tourist attractions around the world.

Interpretation Platform 1: Physical Interpretation

- **Signage**—used only at appropriate key locations and including text, maps and other imagery in order to avoid confusion and clutter. Signage is not to be used to convey complex and detailed histories or stories. Interpretation signage should be consistent with wayfinding signage in visual language, with symbolism that characterises Rookwood and its precincts.

  Significant sites and self-guided interpretive routes should be identified on all wayfinding maps.

- **Visitor centre**—with interactive kiosk and information pamphlets to provide a central hub for visitor information and act as a starting point.

- **Interpretive inlays in footpaths**—used for orientation, and to identify different precincts and thematic walks that illustrate various components of Rookwood's history. Light-lined paths could also be used along suggested circulation routes for twilight visits.

- **Landscape interpretation**—use of pathways and plantings to show the alignment of the former railway.

- **Furniture**—along public footpaths could identify key historical stories.

Interpretive ground inlays by Deuce Design at Darling Quarter. (Source: Deuce Design)

Interpretive landscape elements by GTL Gnuchtel Triebswetter Landschaftsarchitektenat the Alter Flugplatz Kalbach Frankfurt am Main site—a former US Army helicopter airfield. (Source: Landezine)

Interpretive signage integrated into furniture at Meningie. (Source: Aspect Studios)

Interactive screens at the National Anzac Centre, Albany. (Source: National Anzac Centre, Albany)

Interpretive ground inlays by Emphasis Design. (Source: Ballista Magazine)

A consistent signage system for interpretation and wayfinding. (Source: FW Design)

Interpretation Platform 2: Digital Interpretation

- Online—upload more interpretive content to the primary Rookwood website and promote activities and upcoming events digitally.
- Online—create online magazine with articles on Rookwood's history, ecology, events and recent projects.
- Apps—install QR Codes at Rookwood at significant monuments and graves to show there is audio content for the visitor. The Rookwood app could also have visual content using historical images to digitally 'reconstruct' older landscapes.
- Podcasts—a series of episodes based on the key interpretive stories of Rookwood.

The small Welsh town of Monmouth is on track to install 1000 real-world QR code plaques linking back to Wikipedia articles. (Source: CNET)

QR codes linking to digital content on a heritage trail in Kingsland, New Zealand. (Source: Ideaflog)

Welford Road Cemetery Trail App by Digital Building Heritage Group. (Source: Digital Building Heritage Group)
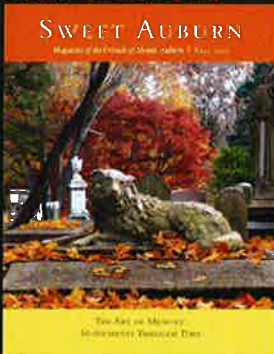
Sweet Auburn—online magazine for Mount Auburn, produced by Friends of Mount Auburn. (Source: Mount Auburn Cemetery)

Ancestral Findings podcast. (Source: Ancestral Findings on YouTube.com)

Reconstructing Victorian Newcastle App, UON Australia. (Source: University of Newcastle, Australia)

Interpretation Platform 3: Interpretive Programs, Tours and Events

- Guided tours—while there are already tours run by Friends of Rookwood society and the CMCT, there is scope for new tours to be created around different themes as well as for additional tours for holidays such as Lunar New Year.

- Self-guided tours—downloaded online via website and Apps. Printed guides should also be made available at the Rookwood office and onsite visitor facilities such as the cafe.

- Family friendly activities—'scavenger hunt' activity of things to find during your visit. This could include seeking certain grave types, statues, monuments and patches of vegetation within Rookwood. They need to be created in a format that can be downloaded from Rookwood website and printed off to complete or in a digital app format.

- Educational program/activities—in alignment with primary and secondary school curriculum exploring aspects of history, nature, science and art.

- Partnered events—regular events and organised in partnership with Friends of Rookwood, other community groups (eg historical societies, social groups and local schools), and corporate and government bodies. Events could include family events such as picnics and musical events, photograph or drawing sessions, open days, historical and genealogical research workshops, and fun runs.

- Temporary art exhibitions—within unused buildings or on lawns. Artworks for exhibits could be created for the space by contemporary artists (eg *Hidden*) submitted by community members (eg painting or photo competitions based on Rookwood), or incorporate works by artists who are buried at Rookwood.

Temporary art exhibition in an open outdoor space. (Source: Urban Exhibits Pinterest Board)

Oakland Cemetery Self-guided Audio Tours App By Chad Caswell. (Source: Oakland Cemetery)

Science Investigator's Kit for Homeschoolers, a ready-to-go kit of curriculum resources and student activities designed to foster scientific and creative thinking. (Source: Bird Sleuth)

Temporary exhibition, b3designers. (Source: b3designers)

Tours and live interpretation at Oakland Cemetery. (Source: Oakland Cemetery)

Night tours at West Terrace Cemetery Adelaide. (Source: Yelp Community Blog)

8.8 Endnotes

[1] Jaquet, F, Rookwood Necropolis Landscape Masterplan, report prepared for Rookwood Necropolis Trust, August 2014, p 165.

[2] RGCRT Website, 2011, viewed 27 January 2016 <rookwoodcemetery.com.au/index.php/about-rookwood/cemetery-projects/serpentine-canal>.

[3] Hidden Rookwood Cemetery Sculpture Walk, viewed 27 January 2016 <hiddeninrookwood.com.au/>.

[4] Rookwood Necropolis Plan of Management, NSW Department of Primary Industries Catchment and Land, February 2014.