THE CORPORATION OF THE CITY OF PETERBOROUGH

BY-LAW NUMBER 09-097

BEING A BY-LAW TO AUTHORIZE THE EXECUTION OF AN
AGREEMENT BETWEEN THE CORPORATION OF THE CITY OF
PETERBOROUGH AND THE LITTLE LAKE CEMETERY COMPANY

THE CORPORATION OF THE CITY OF PETERBOROUGH BY THE COUNCIL
THEREOF HEREBY ENACTS AS FOLLOWS:

That the Mayor and the Clerk be and they are hereby authorized to execute an
Agreement between The Corporation of the City of Peterborough and The Little
Lake Cemetery Company, implementing the Little Lake Cemetery Conservation
Plan, in the form attached hereto as Schedule “A”, and to affix the seal of the
Corporation thereto.

By-law read a first, second and third time this 6th day of July, 2009

(Sgd.) D. Paul Ayotte, Mayor

(Sgd.) Nancy Wright-Laking, City Clerk
Little Lake Cemetery Conservation Plan
THIS AGREEMENT made in triplicate on the ___ day of ______________ 2009
(Date to be filled in by City)

BETWEEN:

THE LITTLE LAKE CEMETERY COMPANY
("Little Lake Cemetery")

and

THE CORPORATION OF THE CITY OF PETERBOROUGH
(the "City")

WHEREAS the Little Lake Cemetery Company is the owner of the property known as
915 Haggart Street ("Little Lake Cemetery") in the City of Peterborough, being a
property of cultural value or interest;

AND WHEREAS the purpose of this document is to outline best practices for ensuring
that the historic landscape of Little Lake Cemetery is maintained and its meaning,
importance and cultural heritage value are preserved for present and future
generations;

AND WHEREAS this document provides background historical description, assessment
practices and general recommendations intended to assist in the conservation of the
site;

AND WHEREAS this document is intended to augment current policy, maintenance and
conservation programming already in place at Little Lake Cemetery, given that it is a
site of the highest heritage significance.

NOW THE PARTIES AGREE AS FOLLOWS:

Little Lake Cemetery shall use its best efforts to apply best practices to the conservation
of Little Lake Cemetery as an historic landscape of high cultural significance within the
City of Peterborough in accordance with the principles, purposes and recommendations
as set out in Sections 1 and 2 and in Appendix 1 of this Agreement.

1. PURPOSE

The purpose of this document is to outline best practices for ensuring that the
historic landscape of Little Lake Cemetery in Peterborough Ontario is maintained
and its meaning, importance and cultural heritage value are preserved for
present and future generations. The plan provides background historical
description, assessment practices and general recommendations intended to
assist in the conservation of the site. The plan is intended to augment current
policy, maintenance and conservation programming already in place at Little Lake Cemetery, given that it is a site of the highest heritage significance.

1.1 Ownership and Legal Status

The property occupied by the Little Lake Cemetery is owned and operated by the Little Lake Cemetery Company.

1.2 Significance of the Site

Founded in 1850, Little Lake Cemetery Company was the first private, non-profit cemetery company chartered under the then newly-adopted Cemeteries Act of Upper Canada. Little Lake Cemetery is the only "rural landscape" cemetery in Peterborough; it is the resting place for numerous historic figures of both local and provincial importance. The cemetery has been non-denominational since its incorporation, and encompasses the burials, monuments and memorials of people of different religions, cultures, and nationalities. By virtue of architectural, historical, and environmental criteria, and overall integrity of design and construction, Little Lake Cemetery has excellent cultural heritage value and has been identified by the City's Municipal Heritage Committee (PACAC) as a Category "A" heritage property. Category "A" properties are individually outstanding and have the broadest possible heritage significance to the City.

2. CONSERVATION RECOMMENDATIONS

2.1 Statement of Intent

The principles of conservation outlined in this section codify the best practices for the conservation of Little Lake Cemetery as an historic landscape of high cultural significance for the City of Peterborough. The recommendations in this section pertain to the monuments, markers, structures and features of the site that have the highest historic significance as identified by City Staff in conjunction with the staff of Little Lake Cemetery.

The principles seek to recognize the long-standing good stewardship the management of Little Lake Cemetery Company has brought to the site over the years while underscoring the need for best efforts in continued management.

2.2 City Consultation on Capital Projects

Principle:
Little Lake Cemetery is an important place to the Peterborough community. When the cemetery corporation’s property committee meets to discuss major capital work programs that pertain to Little Lake Cemetery, the City’s Heritage Resources Coordinator (or mutually agreed upon designate) will be invited to attend to provide advice on the preservation of impacted heritage features. The
Heritage Resources Coordinator will be subject to the company policy regarding confidentiality in the same manner that all Board Members and Committee Members are subject to a signed agreement.

Purpose:
Timely consultation and open communication with City staff will ensure that a proposed action preserves the heritage value of the site.

2.3 Documentation of Work

Principle:
All work on monuments, markers, structures and other historic features of Little Lake Cemetery, identified as being of high historic significance, should be documented and recorded. This documentation should be kept well organized and easily accessible to those undertaking both routine maintenance and conservation work.

Purpose:
To properly understand and interpret a site, there should be a comprehensive investigation of all qualities that invest its individual features with significance. The better a resource's condition and provenance is understood, the better it will be protected.

2.4 Regular Maintenance

Principle:
Regular maintenance should be carried out to maintain the cemetery in good condition.

Purpose:
Regular maintenance is essential to the long life of historic places. A well-maintained historic place is better used and enjoyed and is less likely to suffer damage in the event of a natural disaster.

2.5 Site and Landscape

2.5.1 General

Principle:
A plan should be developed and maintained outlining vegetation management requirements in areas of the cemetery where heritage attributes could be damaged by uncontrolled plant growth.

Purpose:
Little Lake Cemetery is a cultural heritage landscape composed of a number of interrelated, significant natural and cultural physical features and spaces. An
adequate and appropriate level of vegetation maintenance is key to ensuring the ongoing protection of heritage features and the creation of a more inviting space.

The maintenance of common areas will be immediately noticed and will contribute greatly to an atmosphere of care and attention at the cemetery. A higher level of vegetation management, such as the removal of decaying trees or overgrown bushes may be necessary to ensure the conservation of heritage attributes.

2.5.2 Lawns

**Principle:**
Care should be taken to ensure that machinery used around monuments does not harm the bases of monuments constructed of material that may be easily damaged.

Vegetation growth around monuments, especially stones that have been laid flat, should be controlled to minimize deterioration of features of cultural significance.

**Purpose:**
Uncontrolled vegetation is a constant threat to the cultural heritage value of a cemetery. While organic material such as the lawn, trees, bushes, flowers, and plants of Little Lake Cemetery are essential to the atmosphere and landscape of the cemetery, vegetation can, when not properly regulated, cause great damage to a heritage attribute.

Overgrown grass can cover a flat monument making the inscription illegible, and eventually covering the stone entirely, causing the monument to be lost. Soil will form over the stone, increasing the erosion of the inscription. If weeds and lawn are not properly cut back, loss of heritage value is almost immediate, and the consequences of neglecting to do so will result in more expensive excavation.

Long grass can cause the build-up of moisture, including acid rain, which leads to the increased erosion of monuments and their inscriptions.

2.5.3 Weeds, Trees and Bushes

**Principle:**
The location of trees and bushes should be monitored to ensure that the roots of trees will not interfere with an interment or monument. Care should be taken when removing plant life growing close to monuments.

**Purpose:**
Threats to the monuments and vaults from vegetation are a complex concern. Grass lawns provide a good surface cover to prevent erosion and allow visibility for upright markers. When grass cover is properly maintained, detrimental
impacts from overgrowth are minimized. However, ground cover can also mask underlying problems with the condition of graves or soil erosion. Long grass can trap moisture against a memorial and contribute to decay. Unchecked weed growth and bushes allowed to grow against stones can trap moisture leading to deterioration whether through the transpiration of acidic water or through freeze-thaw cycling. This can damage statuary or cause the loss of detail to ornament and inscriptions. Excessive growth can obscure flush markers or low profile stones, which can compromise visitor experience.

In some parts of the cemetery there is a dense tree canopy. The roots of large trees and shrubs can cause memorials to fracture or split and uplift. Tree branches can fall and break gravestones, statuary or monuments.

Careless removal of plant materials can damage stones if the root systems or stems and stalks have taken hold in cracks or joints of a monument.

2.5.4 Lichens and Moss

Principle:
Lichens and moss should not be removed from memorials using chemicals or biocides or through scraping. Dry and flaking parts of organic materials can be removed using a soft brush.

Purpose:
Soft carbonate stones are susceptible to decay as they are capable of supporting growth of organisms like algae and lichens. Historic monuments are ideal hosts for algae and lichen because the stone types range widely in pH, texture, and water-bearing capacity. It is important to understand that organic material removed from gravestones will return within a short period of time.

Generally, it is not advisable to remove lichens from monuments, as more damage can be done during the removal process. Certain lichens can literally eat stone. It is very difficult to remove this sort of lichen without removing part of the stone as well. Rather, it is best to try and control the accumulation of lichens on the surface of the stone.

Herbicides and biocides can be toxic to humans, domestic animals, and other mammals, fish, and birds. Others, (i.e. Borax) may be less toxic to animals, but cause crystal growth that can damage stone monuments.

2.5.5 Leaves

Principle:
 Fallen leaves should be cleared from around monuments as part of seasonal grounds keeping.
Purpose:
Leaves can obstruct the view of a monument, cause moisture to build up against a monument’s surface and facilitate the growth of moss, lichen, and fungus over a monument’s surface, especially when it is damp.

2.5.6 Water Drainage

Principle:
The area around a monument should be designed to allow water to drain away from it. Best efforts should be made to use grading to create drainage rather than by raising monuments onto new plinths.

Purpose:
Allowing water to pool in low areas on either the base or the foundation of the monument can be harmful to the stone. Chronic moisture promotes the growth of lichens and other organic material that lodges in cracks and small fissures in stones. Standing water that freezes will expand and can split stones as it expands in cracks. Water pooling at the base of a monument can cause subsidence or heaving as temperature changes. In damp areas, a border of gravel surrounding the monument will help drain moisture and keep vegetation and lawnmowers from damaging stones. On the monument itself low areas should be filled with a soft mortar to create a positive pitch away from joints and seams. It is important to ensure that landscaping and drainage issues are corrected before conserving individual monuments.

2.5.7 Paths and Roads

Principle:
Any remaining features of the original cemetery layout, as well as historic modifications to the original plan, contribute to the cemetery’s character and should be conserved wherever possible.

Prior to closing or altering in a major way any roads or paths, a public notice should be made to advise the community of the change.

In repairing and maintaining the site features, the introduction of incompatible modern materials, such as concrete, should be avoided or minimized.

Purpose:
Cemetery fencing and gates have significance beyond their utilitarian aspect for defining the character of the landscape. Original signs and section markers were carefully designed to fit the concept and character of Little Lake Cemetery. The routes of paths and roads were a deliberate part of the design of the cemetery. The preservation of their scale, route and materials assists in the understanding and interpretation of the original design intent of the landscape.
2.5.8 Future Development

**Principle:**
Best efforts should be made to ensure that new development and construction, such as columbaria, in the cemetery acknowledges the special character of the heritage landscape, and complements the historic original cemetery design.

**Purpose:**
The Cemetery comprises a unique heritage landscape within the Peterborough community. The management of the many features that make up this landscape requires clear recognition that new work complements old.

2.6 Stabilization and Preservation

2.6.1 Monitoring

**Principle:**
Regular monitoring of the safety status of monuments should be a part of the cyclical maintenance program at Little Lake Cemetery.

**Purpose:**
Tilted or unstable monuments can easily be tipped or broken. Incorporating a program of repairing tilted monuments into the regular maintenance schedule will minimize the need for extensive restoration work later.

2.6.2 Natural Decay Processes

**Principle:**
Cemetery staff should be aware of the natural process of decay to memorials.

**Purpose:**
If maintenance and conservation measures are required, it is advantageous for staff to have a clear understanding of the root causes of the deterioration.

2.6.3 Vandalism

**Principle:**
Stones that have been deliberately toppled, but are unbroken should be reinstated. Stones that have sustained damage through acts of vandalism should be stabilized, have the parts or pieces collected and recorded and stored in a secure place.

Graffiti should be removed using the gentlest means possible and using materials appropriate to the type of stone vandalized.

**Purpose:**
Monuments tend to be brittle and increasingly fragile as they become older and more weathered. If tablets, columns, or headstones are overturned they may be easily broken into fragments, or broken off at their bases. Intentional damage can be wrought by a range of acts like arson, graffiti, the purposeful breaking of monuments and forcible entry into vaults.

Fractured stones and pieces of stones will absorb water quickly and the loss of detail may occur rapidly if spalling or freeze-thaw cycling is present. The collection, recording and securing of the parts of significant stones will provide the best chance for a successful restoration of the memorial.

2.6.4 Disaster

Principle:
The risk of damage posed by natural disaster should be reviewed and plans made accordingly.

Purpose:
Natural disasters, such as flooding, heavy rains and winter storms may represent threats to the cultural heritage value of Little Lake Cemetery.

2.6.5 Visitor Impacts

Principle:
Visitors should be made aware of the historic and fragile nature of the cemetery through appropriate means.

Purpose:
General wear and tear to surfaces, climbing on unsound structures, or accidental damage from vehicles can cause detrimental effects to the heritage attributes of Little Lake Cemetery. Visitors should be aware that the cleaning or repair of any monument could be severely detrimental, without proper conservation guidance.

2.7 Recommended Repair Program

2.7.1 General

Principle:
All conservation work in cemeteries should be preceded by careful inventory and analysis and following a process of stabilization.

The repair of damaged monuments is strongly recommended when sufficient funds are available for professional work. Repairs to monuments should ideally be made in accordance with the recommendations of a coordinated conservation plan, and in accordance with best conservation practices recognized within the industry.
Attempts by unskilled workers to make repairs should be avoided, as they may result in additional or long-term damage.

**Purpose:**
Interment sites may consist of several elements, including grave markers such as a headstone or monument, a footstone, grave plantings and grave furnishings like ornaments, vases, tiles, curbing, and fences. Each element is regarded as a significant part of the overall landscape, and should not be removed with the aim of 'cleaning up' a cemetery.

Conservation professionals may be the best equipped people to make the choice of repair technique and will have the skills needed to exercise these techniques.

### 2.7.2 Remedial Work

**Principle:**
Remedial work should be undertaken where necessary, and in keeping with heritage conservation principles.

**Purpose:**
Where threats have been allowed to manifest over a long period, significant attributes may have deteriorated to the point where remedial work is required. It is expected that a range of remedial work, from stabilization to restoration, may be appropriate depending on circumstances.

### 2.7.3 Identification of Monuments at Risk

**Principle:**
City staff work in partnership with staff of the Cemetery to identify monuments at risk and that City Staff may make recommendations identifying monuments of high historical significance that are in need of conservation to assist Cemetery staff with prioritisation of repairs.

**Purpose:**
It is important to distinguish between significant and non-significant heritage attributes and to identify current conditions so that conservation work can be properly targeted where needed. This is particularly important for monuments where limited funds can be allocated for conservation work.

As ensuring the survival of every stone is a significant task, striking the balance between what is desirable and what is achievable can be extremely difficult, especially when funds and skills are at a premium.

Where extensive repairs and large funds are required, the simple problems should be dealt with first. The primary purpose of repair is to slow or stop the
process of decay so that the monument remains safe, without damaging its character. Repair work should be kept to the minimum required to stabilize and conserve, with the goal of achieving sufficiently a safe structural condition to ensure the long-term survival of the historic components of the cemetery.

2.7.4 Cleaning Monuments

Principle:
The cleaning of monuments generally should be avoided. Cleaning stones with particularly badly obscured inscriptions should be considered, if it is likely that unreadable inscriptions will prompt visitors to scrape at surfaces, causing damage in the process.

Purpose:
Most stones will not benefit from cleaning from a conservation standpoint. Atmospheric particles like soot and airborne dirt will not cause substantial deterioration of most stone. Some soft stone like marble will be adversely affected by acid rain, but only when the acids are soluble on a wet stone.

Cleaning may be required if organic material such as lichen has begun to form on the stone and may cause damage in its own right. If this is the case, the generally accepted rule is to use little or no chemical and always use the lowest pressure water delivery system possible.

The most effective system with the least damaging effect on any masonry surface is low pressure, long duration spraying, in which a mist or fine spray is trained on a stone for a long period.

Soft stone should only be scrubbed using a soft bristled nylon brush. Acid washing monuments is extremely harmful to stones, and should never be considered.

2.7.5 Temporary Props and Protection

Principle:
Where a monument has been structurally distressed, a temporary holding framework may be erected to stabilize it. If a stone has cracked, this framework can also be employed to hold the pieces in place temporarily.

Purpose:
Temporary stabilization will halt further damage to a distressed stone or monument. However, it is important that a frame not be considered as a permanent solution. Simple wood supports are best used to brace or stabilize a monument because the wood is typically softer than the stone and contact will not damage a monument further.
2.7.6 Lifting Stones

**Principle:**
If a stone is to be lifted, machinery rated to the task should be used. The operation of the machinery should only be undertaken by qualified staff. In restricted areas, scaffolding supporting a block and a tackle arrangement may be a simpler method for lifting slabs.

**Purpose:**
On occasion it will be necessary to lift stones, either to repair or re-site them. If a stone is obviously brittle it should not be lifted, and extreme caution should be taken to ensure that the stone is not damaged.

2.7.7 Resetting Tilted Monuments

**Principle:**
Monuments that have settled and tilted out of plumb should be reset to a vertical aspect using approved conservation practices.

**Purpose:**
Many monuments develop a lean or tilt over time. Tilted obelisks can be dangerous to cemetery patrons and increase the chance of structural failure of the monument. Tilted upright tablets are more prone to breaking, and correction of the tilt can help avoid the cost of repairing the monument. Special attention should be placed on marble monuments because the softer stone is more susceptible to failure if they tilt out of plumb.

2.7.8 Relocation of Monuments

**Principle:**
Grave markers should only be relocated or rearranged in exceptional circumstances. The relative position of grave markers should be preserved, even if this causes minor problems in mowing and routine maintenance.

**Purpose:**
The significance of monuments is greatly reduced if they are removed from their original context. In particular, monuments should not be rearranged in artificial rows or embedded in concrete. An odd alignment of monuments may give clues to the early arrangement of internments or may indicate relationships among those interred.

The same applies to smaller parts of the monument such as footstones, which are easily lost or damaged. Footstones are an integral part of a grave and have an important spatial relationship to the headstone.
Removal of a monument should only be considered in very rare circumstances, and should be regarded as a temporary measure.

2.7.9 Re-Erection of Fallen or Broken Fragments

Principle:
Consideration should be given to stabilization and repair of markers that have fallen or have lost pieces and are now lying on the ground.

In cases where a monument is in many pieces and reconstruction is impractical, it is acceptable to attach the pieces to a wall or slab of appropriate design, incorporating material sympathetic to the cemetery.

Purpose:
Fallen and broken monuments are particularly susceptible to deterioration. Monuments left in contact with the ground will continue to absorb moisture and deteriorate, making them susceptible to further breaking.

In cases where monuments have been shattered, severely damaged, or are missing pieces, to the point where re-erection over the grave is considered impractical, it is still desirable that the fragments are retained within the cemetery. Fragments may, in such circumstances, be attached to a wall or slab of appropriate design, incorporating material sympathetic to the cemetery.

Details of the original location of the fragments should be documented prior to removal and re-erection. If the fragments are to be reassembled in a supporting structure, it should be designed to resist weathering but, as much as possible, mimic the performance of the fragmented material. The use of mortar or cement should be minimized, and no iron or steel dowels should be used in attaching broken fragments. No such work should be undertaken without professional advice.

2.7.10 Conserving Inscriptions

Principle:
The re-inscription of a historic monument is strongly discouraged, but it is recognized that the stone owner may have the right to re-cut an inscription. In the case where a stone owner wants to re-inscribe a stone for legibility, alternatives should be considered.

Purpose:
The inscriptions on a monument have very strong heritage value, as they record genealogical information, such as birth dates, death dates, and familial relationships.
The natural process of weathering gradually makes inscriptions harder to read. Engraved letters on granite may lose original highlighting and be obscured by organic material. Sandstone engraving becomes less sharp and may fade away. Marble slowly dissolves at the surface, and lead lettering may become loose and fall out. When inscriptions have deteriorated severely, it is often hard to identify the best conservation practice.

Inscriptions can be copied to a plaque of bronze or stainless steel, and then attached to an inconspicuous part of the monument. Fixing metal plates to existing monuments is acceptable, providing that the plaque does not detract from the appearance of the original memorial. The plaque should preferably give a full transcription. Where such a full transcription has been made and lodged in an archive (preferably with a photograph), the plaque may just give a name, or name/ date/ age at death. The plaque should be clearly identified as a transcription, and include the date of attachment to the monument.

2.7.11 Painting of Monuments and Inscriptions

Principle:
The repainting of stones and the use of stone sealers should be avoided.

Purpose:
Some monuments may have been originally painted, especially sandstone altar tombs, which were often painted white or whitewashed to give a marble-like effect. Lettering on whitewashed sandstone was usually picked out in black, and occasionally, unpainted sandstone was similarly treated.

Sealants designed to stop water infiltration may also stop the stone from expelling trapped moisture.

2.7.12 Metal Conservation

Principle:
Exposed Metalwork should be maintained against corrosion.

Purpose:
Metal ornamentation for gravesites was popular in the 19th century. Typically made of iron or, in some cases steel, such gravesite features are technologically significant but need a high level of maintenance. Regular monitoring of conditions and a cyclical program of touching up rust spots will keep service requirements to a minimum.
Appendix 1- Summary of Recommendations

2.2 City Consultation on Capital Projects

Principle:
Little Lake Cemetery is an important place to the Peterborough community. When the cemetery corporation's property committee meets to discuss major capital work programs that pertain to Little Lake Cemetery, the City’s Heritage Resources Coordinator (or mutually agreed upon designate) will be invited to attend to provide advice on the preservation of impacted heritage features.

2.3 Documentation of Work

Principle:
All work on monuments, markers, structures and other historic features of Little Lake Cemetery, identified as being of high historic significance, should be documented and recorded. This documentation should be kept well organized and easily accessible to those undertaking both routine maintenance and conservation work.

2.4 Regular Maintenance

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2.5 Site and Landscape

2.5.1 General

Principle:
A plan should be developed and maintained outlining vegetation management requirements in areas of the cemetery where heritage attributes could be damaged by uncontrolled plant growth.

2.5.2 Lawns

Principle:
Care should be taken to ensure that machinery used around monuments does not harm the bases of monuments constructed of material that may be easily damaged.

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Principle:
The location of trees and bushes should be monitored to ensure that the roots of trees will not interfere with an interment or monument. Care should be taken when removing plant life growing close to monuments.

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Any remaining features of the original cemetery layout, as well as historic modifications to the original plan, contribute to the cemetery's character and should be conserved wherever possible.

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THE NEXT SECTION IS 2.7.12
2.7.12 Metal Conservation

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Exposed Metalwork should be maintained against corrosion.

SIGNED, SEALED AND DELIVERED

THE LITTLE LAKE CEMETERY COMPANY

Per: __________________________
Name: _________________________
Office: _________________________

Per: __________________________
Name: _________________________
Office: _________________________

I/we have authority to bind Little Lake Cemetery Company

THE CORPORATION OF THE CITY OF PETERBOROUGH

_________________________________________
D. Paul Ayotte, Mayor

_________________________________________
Nancy Wright-Laking, City Clerk