

Under the District Plan, both Cemeteries are zoned Open Space B. The Chapel, Mortuary Chapel and Lychgate, (all located at Karori Cemetery) are listed as heritage buildings in the District Plan.

- **Building Act 1991**

The *Building Act 1991* administered by territorial authorities controls the construction and alteration of buildings. It is unlawful to carry out any new building work (as distinct from maintenance and repair) without a building consent however it is presumed that graves do not come within the definition of buildings.

- **Reserves Act 1977**

A Management Plan is not statutorily required for Makara Cemetery, but is required for Karori Cemetery because some of the land within the cemetery boundaries is Local Purpose Reserve. Because of the specific management requirements of both the cemeteries, a plan under the specifications of the Reserves Act 1977 is the most suitable management tool. There is also potential for Karori Cemetery to be classified under the Reserves Act 1977 when it closes in the future. Refer to Appendix Three for the reserve status of the land at both cemeteries.

## 7. MANAGEMENT POLICIES

### 7.1 INFORMATION INTEGRITY

Under section 50 of Burial and Cremation Act the local authority must register all burials/cremations that occur within the cemetery. The register must distinguish the area of the cemetery the burial took place, with a description of the grave, and be indexed to facilitate searches. The register is open for inspection for a small fee.

Access to data and genealogical information is currently available at Karori Cemetery. This information will be updated and continue to be developed as a resource for the public and for historical records. It is important that this information is held securely due to the historical and heritage aspects contained within this data.

Part of respecting those who have been interred or cremated at the cemeteries, is ensuring the integrity of cemetery records and information. It is therefore important that the recording, transferring and releasing of information is done in a manner that guarantees (as far as possible) that it is free from errors. Strict procedures will be maintained to ensure the integrity of data capture associated with interments and cremations.

*P1. Complete, up to date and accurate records of the cemeteries will be kept.*

#### **Implementation**

- *A register of burials will be kept in accordance with the Burials and Cremations Act 1964 Section 50.*
- *This data will be held securely to ensure integrity, accuracy and historical values are maintained.*
- *The development of a web-based system to allow the public access to records will continue. Links to websites which contain relevant information (such as the Ministry of Culture and Heritage Website) will also be included on the system.*

## 7.2 ADMINISTRATION AND COMMUNICATION

Communication to the general public will focus on the use of the cemeteries and what they have to offer.

Regular communication and consultation with stakeholders about processes and services will occur through advertising and work with community groups. The development of a 'Friends of Karori Cemetery' group will allow feedback and consultation with the community about processes and services the cemetery offers.

*P2. Liaison and co-operation with organisations, groups and individuals shall be maintained and encouraged.*

### **Implementation**

- *The development of a 'Friends of Karori Cemetery' group will assist with community consultation and involvement in the Cemeteries management.*
- *The council will maintain a range of information brochures identifying burial and cremation options, the procedures that will be followed, and the fees for each option.*
- *As resources permit, further leaflets providing information on the cemetery's history, sculpture, funerary monuments, ecology and significant people will be developed.*
- *Communication to stakeholder user groups will occur in relation to:*
  - a) *Any changes to procedures*
  - b) *Planning for new or improved services.*

## 7.3 WORKING WITH COMMUNITY GROUPS

The ongoing care and maintenance of Karori Cemetery will be aided by the support and energy of the community. The cemetery management will establish a 'Friends of Karori Cemetery' group, and will seek ways to involve the community (both local and citywide) in the care of the cemetery. This may involve coordinating and providing support for working parties, as well as promoting contact numbers so visitors can report activities that are damaging the cemetery.

*P3. The Council will seek to improve the management of the cemeteries by involving community groups wherever possible.*

*P4. In the development of work recommendations and programmes, the active participation of ethnic, cultural and religious denominations that have a stake in this important historic place will be sought.*

### **Implementation**

- *Where possible and appropriate, working parties from the community will be involved in improving the cemeteries*
- *Contact numbers will be publicised through signage to allow the public to report any damage, safety or security issues.*

## 7.4 RECOGNITION OF ETHNIC, CULTURAL AND RELIGIOUS DENOMINATIONS

Recognising individuals, ethnic, culture and religious denominations is important within a cemetery. Allowing diversity of burial methods and memorials allows family and friends to capture the individuality of their loved one, as well as providing a valuable heritage and cultural record of society for the particular time period.

Under Section 11 of the Burial and Cremations Act, religious denominations may make an application to a local authority to permanently set aside a portion of the cemetery to be used only for members of such denomination. Under the Act, a religious denomination means the adherents of any religion and includes any church, sect, or other subdivision of such adherents. This area may, at the expense of the particular religious denomination, be enclosed with a suitable open fence of a character appropriate to the cemetery. The religious denomination may also be permitted by the local authority to build, at their own expense, a suitable mortuary church or chapel for the performance of rites and ceremonies.

*P5. Individuals, ethnicities, cultures and religious denominations and the diversity of their respective burial methods will be recognised and provided for.*

### **Implementation**

- *Areas for different religions and cultural groups may be located in a particular area, or sited in a particular direction.*
- *Information will be available regarding different cultures' burial proceedings, so that people are aware of and respect the different processes of burial, grief and gravesites markings.*
- *Diversity will be allowed among memorials. This is partly achieved by providing different areas for different cultures or religious groups, but there will be some ability to have more diverse memorial/headstone options (see section 8.3).*



**Figure 4 - Photo of Jewish Prayer House, 2003.**

## 7.5 MAINTENANCE STANDARDS

The Council aims for a high standard of maintenance that reflects the importance of the cemeteries' role within the community. At Makara Cemetery, the focus is on a lawn quality and maintenance regime. At Karori Cemetery the focus is on incrementally bringing areas into a maintenance programme and adopting methods that provide long-term solutions to maintenance issues. Bolton Street Cemetery is an example of how a closed cemetery has been successfully turned into a park, while maintaining heritage and societal values.

### 7.5.1 THE ISSUE OF GRAVESITE MAINTENANCE AT KARORI CEMETERY

One key area that impacts on the level of service experienced by visitors to the Karori Cemetery, and possibly in the future for Makara, is gravesite maintenance. Under the Burial and Cremations Act, it is not the Council's responsibility to maintain gravesites. This responsibility rests with either the person who has purchased a plot in advance, or representatives or successors in perpetuity of the person buried therein.

Section 9(d) of the Burials and Cremation Act entitles people to access a cemetery for the purposes of maintenance. Non-maintained vaults, headstones and gravesite structures can be removed by the Council.

The Council has the obligation to maintain reasonable access gravesites and to not to allow planted vegetation to encroach or damage gravesites. In situations where there is no 'next-of-kin' there is a gap in terms of maintenance responsibility. In this case the Council may accept it has a role to play (see table below).

#### Responsibilities for Gravesite Maintenance

<b>Council is responsible for:</b>	<b>Individuals are responsible for:</b>
<ul style="list-style-type: none"><li>• Maintaining adequate access to gravesites.</li><li>• Maintaining any communal spaces (such as lawns).</li><li>• Constructing and maintaining structures used by more than one burial plot (such as concrete beams or niche walls).</li></ul>	<ul style="list-style-type: none"><li>• Payment of fees for services and for the use of structures used by more than one burial plot (such as concrete beams or niche walls).</li><li>• Maintaining any private structures erected within the burial plot (vaults, headstones, fences).</li></ul>

Unfortunately a combination of neither party (individuals or the Council) carrying out their responsibilities to the necessary extent has led to difficulties with access and loss of gravesite integrity at Karori Cemetery. This is a cause for concern to the community. It is not appropriate to allow the area to remain overgrown and to regenerate to a more natural state. Karori Cemetery is a repository of Wellington's heritage and history, and it is important people are able to physically access gravesites and, as far as is possible, to be able to view them and read the inscriptions identifying them.

There are deferred maintenance issues at Karori Cemetery that relate mainly to vegetation control and tree removal. The following sections detail the recommended approach to addressing this problem.

At Karori Cemetery the Council accepts that it needs to increase its responsibility for maintaining the cemetery and cemetery assets. This means that significant vegetation control and selective tree removal will need to occur.

In places, vegetation has created a dense barrier to access. Weed species (such as broom, gorse and blackberry) represent a continuing source of infestation and an ongoing risk to the neighbouring Otari Wilton's Bush and Outer Green Belt.

Karori Cemetery has a large number of significant sized trees and while some are well sited, a number are creating a hazard to the public and their roots are damaging gravesites. Falling trees or branches can destroy headstones, fences and vaults. The trees are growing amongst the gravesites and the removal must be done carefully to avoid damage to the gravesites. This increases the cost of the work significantly.

There are some historic agreements existing for Council to maintain plots in perpetuity for families. These agreements are registered on the Cemetery system and will continue to be managed as the contract specifies. There will not be new contracts entered into.

## **7.5.2 FEES AND CHARGES**

Fees and charges are developed under the Council's Funding Policy. Fifty percent of funding is allocated from user charges and the other half is allocated through ratepayer charges. This is due to the family of the deceased receiving a benefit from access to an appropriate place of burial or cremation services, as well as the community receiving a range of benefits in relation to heritage, recreation, cultural and religious needs.

A schedule of fees and charges is available from the Cemeteries and Crematorium Administration. These fees are subject to review during each Draft Annual Plan process.

This Management Plan recommends that the fees and charges be reviewed for implementation in the 2004/05 financial year. This review will look at Wellington's fees and charges in relation to other Council's funding and against decisions made under this Management Plan and the Asset Management Plan. An incremental increase occurred for the 2003/04 financial year, but this was not subject to a full review or comparison to other Councils.

*P6. A best practice maintenance regime will be implemented to ensure memorials, access ways and facilities within the cemetery meet the standard required within that area.*

### **Implementation**

- *At Karori Cemetery, the Council will accept that it needs to take increased responsibility for maintaining the gravesites, however individuals will still be encouraged to assist.*
- *Removal of vegetation and trees in close proximity to graves shall occur in such a way that future damage to graves is minimised.*
- *Planning for services within the cemeteries will take into account the role cemeteries provide as a recreational and community facility.*

- *A review of the burial and cremation fees and charges will be carried out for implementation in the 2004/5 financial year.*

## 7.6 RIGHTS OF BURIAL

The Council has an 'in perpetuity' policy for burials (except at Makara Cemetery where the lawn cemeteries may be developed in the future by moving the plaques to a memorial setting and creating amenity areas (lawns, plantings and flower beds)).

*P7. Pre-purchased plots allow for Exclusive Right of Interment for a period of either 50 years (for Makara Lawn Plots) or in perpetuity (for all other plots).*

The Council will continue the practice of selling pre-purchased plots. The policies for burial in existing plots are as follows:

*P8. A pre-purchaser of a plot holds a 'Deed for Exclusive Right of Interment', which gives the deed holder the right to determine which parties may be interred in the plot and to place a memorial on the plot.*

*P9. In the case where a deed-holder is deceased an authority to use the plot must be provided by the immediate next of kin or person acting on behalf of the deceased or estate.*

*P10. If at any time the sexton is not satisfied that the person to be interred in the plot is a deed holder or other person with a Right of Interment, he or she may refuse interment to proceed.*

*P11. Allocation of plots is at the sole discretion of the sexton, who will endeavour to accommodate any specific requests for allocation of particular plots.*

*P12. Ethnic, cultural and religious areas are available for burial, and although no specific permission is required from the particular group, the authority remains with the sexton to make a final decision regarding burial location.*

## 7.7 PUBLIC USE

Use of both cemeteries will be covered generically by the new Open Space Bylaws, which will then allow specific activities to be controlled by the cemeteries manager and handbook.

*P13. Activities which reflect the historic, cultural and aesthetic attributes of the cemetery and passive recreation activities shall be encouraged.*

### **Implementation**

- *Activities within the cemeteries will generally be controlled by the Bylaw applying to the area.*
- *Specific activities which compromise the values or detract from the passive and contemplative nature of the cemeteries will not be permitted, and these activities will be determined by the cemeteries manager.*

## 7.8 MANAGEMENT OF NATURAL AREAS

Within both Makara and Karori Cemeteries there are significant natural environments. Karori Cemetery includes a stream corridor and bush surrounds which merge into the Otari Wiltons Bush. Makara Cemetery incorporates a bush gully within the central area of the cemetery. As well as encompassing ecological values, these areas also provide a natural setting which is important as a contemplative setting for loved ones and a respectful resting place for those buried within the cemetery. The bush areas can also provide alternatives for ash scattering or native tree memorials.

There are sections of both cemeteries which could be incorporated into other management areas if it would allow for more consistent management. For example, some land areas of Karori Cemetery may be better managed as part of the Outer Green Belt. This would also mean it would come under other strategies such as the Wellington Regional Council Pest Management Strategy and the Bush and Streams Policy.

*P14. Protect and enhance natural features and ecosystems and recognise the spiritual values which are held by these areas.*

### **Implementation**

- *Weed control regimes will progressively be introduced throughout both cemeteries. This is especially important where Karori Cemetery borders Otari Wiltons Bush.*
- *At Makara Cemetery areas of land not currently being used for cemetery purposes will be put to alternative uses (such as leasing). There are some steep areas which will be revegetated as resources allow, and encouraged to regenerate into native bush.*
- *At Karori Cemetery the 'Natural Area' as identified on the map in Appendix One will be managed as part of the Outer Green Belt Management Plan.*
- *Pest management will be aligned with the Key Native Ecosystem Pest Management, Wellington Regional Council Pest Management Strategy and the Bush and Streams Policy.*
- *Where appropriate native eco-sourced trees and shrubs will be used for revegetation and planting within the Cemetery.*
- *Using native eco-sourced trees as memorials or ash scattering within the native bush areas will be provided as alternative memorial options.*

## 7.9 STATUTORY IDENTIFICATION AND PROTECTION

Recently completed heritage research for Karori Cemetery has indicated the importance and significance of Karori Cemetery as a heritage asset. Karori Cemetery had been assessed to meet all 13 of the criteria for inclusion in the Heritage Building Inventory in the District Plan. The criteria requires a place to have significant historic, social, aesthetic and scientific value. The assessment for this is included in Appendix Five.

The physical legacy of over 110 years of burial and cremations, is 35.5 hectares of graves, memorials, mausolea, columbaria, buildings of various kinds, paths and roads, trees, shrubs, gardens, fences, walls and gates. The collection of built structures and the landscape they occupy, represents a unique and diverse cultural heritage landscape. As a result of the sloping and greatly varied nature of the landscape and the mixed vegetation cover, the cemetery offers a considerable range of landscape

experiences in a relatively small area. The cemetery is also a place where, through plot purchase, burial, cremation and genealogical connections, most families in Wellington (and many elsewhere) have some stake in its future. Public interest in the cemetery is therefore high.

*P15. The heritage values associated with Karori Cemetery will be recognised and protected as appropriate to the status of the cemetery.*

To protect and recognise the importance of this heritage it is recommended:

- *Karori Cemetery (in its entirety) be proposed for registration as a Category I Historic Place in the New Zealand Historic Places Trust Register / Rarangi Taonga.*

At a time that Karori Cemetery is closed, the following protection methods will be considered:

- *Karori Cemetery (in its entirety) be included in the Wellington City Council Heritage Building Inventory, and be listed as a historic area on the District Plan.*
- *Classification of Karori Cemetery under the Reserves Act 1977 as a Historic Reserve.*
- *That the Main Chapel and the Servicemen's Arch – be fully researched and included in the Wellington City Council Heritage Building Inventory. Subject to a detailed assessment, these two buildings should be listed on the District Plan.*
- *That the two columbaria (adjacent to the crematorium and old chapel) be fully researched and included in the Wellington City Council Heritage Building Inventory. Subject to a detailed assessment, the columbaria should be listed on the District Plan.*

It is important that full consideration is given to these protection measures to ensure that operations such as vegetation management and gravesite restoration are not restricted.



**Figure 5 - The drive of Karori Cemetery from the main entrance, 1927. The former sexton's cottage on the right as since been replaced.**

## 8. ASSET MANAGEMENT

### **Karori**

Karori Cemetery will be broken down into management areas requiring differing levels of maintenance depending on age, location and accessibility (Refer to Appendix One). Certain areas will be zoned:

- Formal Lawn
- Amenity Lawn
- Bush Setting
- Garden Setting.

For each of these areas the work required to raise the condition to a suitable standard will be specified, as will the maintenance levels required to keep this standard. General standards will be applied to these areas according to the facilities required in each area.

### **Makara Cemetery**

Makara requires a maintenance regime to be established and maintained over future years. Infrastructure planning is also important to ensure the cemetery provides for the future needs. This will involve providing new facilities and services.

The landscape development at Makara Cemetery will occur in a staged process, allowing for development of currently unused areas before burial needs to occur (refer to Appendix Two). This will ensure that areas have time to mature into a sheltered and pleasant environment before they need to be used. The development of services at Makara Cemetery requires planning and implementation. Currently there is no shelter