



## PART SIX:

# DEVELOPMENT OF CONSERVATION POLICY

## External Influences

### Legislative Environment

#### Burial and Cremation Act 1964

Administered by the Health Department, the Burial and Cremation Act 1964 imposes on local authorities the duty of establishing and maintaining a suitable cemetery within their area of jurisdiction where sufficient provision has not otherwise been made for this purpose.

Section 4 authorises any work for the purpose of carrying out that duty and declares a cemetery to be a public work within the meaning of the Public Works Act 1981.

Section 8 enables councils to regulate the construction, placing and maintenance of graves, vaults and monuments; it also enables councils to carry out and maintain fences, walks, roads, lawns, shrubberies, etc, and to make provision for draining the cemetery to keep it dry.

Section 9 sets out the powers that relate to vaults and monuments. Local authorities have the power, upon payment of the prescribed fee (burial fee), to decide how burials should be undertaken and where. This includes the type of monument or tablet to be erected. Once the monument or tablet has been erected, the maintenance of that structure may only be undertaken with the permission of the family or representatives of the person buried (S.9(d)). This is an important principle at Waikumete where groups such as the Friends of Waikumete are interested in restoring graves.

Section 16 enables councils to make bylaws for the management of cemeteries. Standard bylaws have been produced by the Standards Association and these have been adapted by Waitakere City Council in its management of Waikumete.

Section 10 deals with the "Exclusive right of burial" S.10 (1) and enables the sale:

*"Either in perpetuity or for a limited period the exclusive right of burial in any part of a cemetery, and also the right to construct any vault or place of burial with the exclusive right of burial therein."*

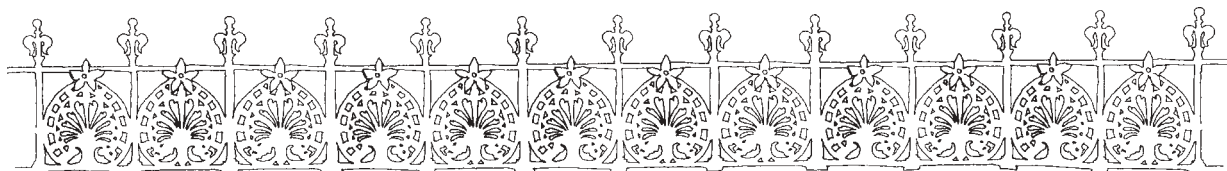
S.10 (4) however, provides that notwithstanding the earlier sub-sections of S.10:

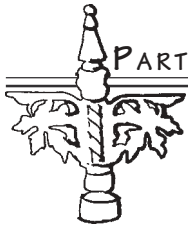
*"...any exclusive right of burial..... whether sold before or after the commencement of this Act, shall lapse if, at any time after the sale, 60 years pass without a burial taking place in that part of the cemetery..."*

This latter provision places a term on the exclusive right, though the former explicitly enables the sale of such right "in perpetuity". In practice, councils commonly establish the term of "Exclusive rights to bury" through bylaw provision. At Waikumete the term is 60 years from the date of purchase of the plot. Prior to an Act of Parliament passed in 1946, plots were sold in perpetuity.

The bylaws also regulate the location and form of graves, vaults and monuments in various parts of the Cemetery (i.e. define areas as "lawn" or "berm" and regulate the construction of vaults, mausoleums and monuments). Bylaws enable the setting of fees for various purposes, usually by resolution of the council from time to time. Bylaw powers also prohibit the carrying out of works by unauthorised persons and regulate certain aspects of cremation, including the times at which cremation services may occur and the disposal of ashes.

Section 20 enables the expenditure of money by councils for the clearing, cleaning, repairing and tidying of any closed, disused or derelict cemetery or other place of burial, and includes the removal and disposal of tablets, monuments, etc. This does not include the removal of remains.





Part V deals with regulations in relation to cremation and the erection of crematoria. It gives powers to councils to make bylaws for their management. These include the ability to regulate the manner in which cremations are to be carried out, the fixing of a scale of fees payable for cremation, as well as the use of any building provided for the preservation of ashes.

The Burial and Cremation (Removal of Monuments and Tablets) Regulations 1967 make provision for the removal of dilapidated or neglected monuments from cemeteries and burial grounds that are still in use (i.e. have not been closed).

The intention of these provisions is that once land has been used as a cemetery or a burial ground, any other use of it (apart from clearance of monuments/tablets, grassing and planting) is not permitted. When cemeteries have been needed for other purposes such as the taking of land from the Symonds Street Cemetery for the construction of Grafton Bridge, special enabling legislation was passed.

The general effect of the relevant provisions of the Burial and Cremation Act do not enable the reuse of space which has been used for burial purposes. Furthermore, it is the intention of the Act that once cemeteries are closed, they will be maintained in perpetuity by some body appointed by the Minister of Health. New legislation would be required to enable the reuse of burial plots should this ever be considered at Waikumete.

In the case of Waikumete, the initiative to prepare the Management Plan arose out of a need to provide more planned management of the area in order to be able to best direct the limited resources available for the management of the Cemetery. Concerns were also raised that the Cemetery's heritage resources were not being adequately managed and conserved.

### Resource Management Act 1991

The Resource Management Act 1991 relates to the use of land, air and water<sup>101</sup> and promotes the sustainable management of natural and physical resources<sup>102</sup> including cultural, heritage and landscape values.

Section 31 establishes the functions that Territorial Local Authorities (TLA's), in this case Waitakere City Council, shall undertake in order to give effect to the Act in their districts. As it relates to Waikumete this includes, but is not limited to:

- The protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna (S.6(c));
- Recognition and provision for the relationship of Maori with ancestral lands, water, sites, waahi tapu and other taonga (S.6(e));
- Having particular regard for the recognition and protection of heritage values of sites, buildings, places or areas (S.7(g));
- The establishment and review of objectives, policies and methods to achieve integrated management of the effects of the use, development or protection of land and associated natural and physical resources (S.31(1));
- The control of any actual or potential effects of the use, development or protection of land (S.31(2));
- The responsibility to consider the Historic Places Register when preparing a District Plan and plan changes (S.74(b)(iia));
- Consideration of the assessment of effects on the environment must recognise any effect on natural and physical resources having aesthetic, recreational, scientific, historical, spiritual or cultural, or other special value for present and future generations (Fourth Schedule).

As a heritage protection authority under this Act, Council has the power to impose heritage orders on places of significant heritage value.

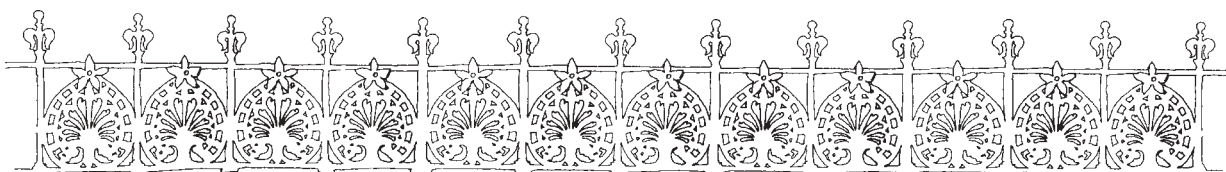
### Historic Places Act 1993

The purpose of the Historic Places Act 1993 is to:  
*"Promote the identification, protection, preservation and conservation of the historical and cultural heritage of New Zealand."*

Waikumete Cemetery is classed as an "archaeological

<sup>101</sup> Resource Management Act 1991, p.8.

<sup>102</sup> Resource Management Act 1991, (s.5 (1)).





site" under this Act due to its association with human activity prior to 1900. Archaeological sites are defined in the Act as any place in New Zealand that was associated with human history that occurred before 1900 and/or may be able through investigation by archaeological methods to provide evidence relating to the history of New Zealand.

Sections 10 and 20 apply to archaeological sites. They state that archaeological sites are not to be destroyed or modified, and provide that application can be made to do so. This requires that an 'authority to modify' is required from the Historic Places Trust prior to any work which may result in modifications in the older parts of the Cemetery.

The Act also provides for identification and registration of historic places or historic areas if the place or area possesses aesthetic, archaeological, cultural, historical, scientific, social, spiritual, technological or traditional significance. As an owner of any building registered under this Act, the Council must consult with the Historic Places Trust when work is undertaken that may affect these places. The Chapel of Faith in the Oaks (Mortuary Chapel) is registered under the Historic Places Act.

## Regulatory Environment

### Waitakere City Proposed District Plan

In order to give effect to its responsibilities under the Resource Management Act (1991), the Council is required to prepare, implement and administer a District Plan. The Proposed District Plan uses a number of regulatory layers in relation to the Cemetery to ensure the purpose of the Act is met. Firstly the site is designated for "cemetery purposes". Secondly this designation is subject to some District Plan rules, notably the Natural Area Rules and the Heritage Rules. Thirdly the site has an underlying Human Environment identification - Open Space - and fourthly it is overall a Category I Heritage item, with some trees and buildings specifically listed. Activities and works in the Cemetery may therefore be subject to both the Resource Consent process and the Outline Plan of Works process under the Resource Management Act 1991.

#### 1. Designation

The site is designated for "cemetery purposes" under the Proposed District Plan. The effect of a designation is that it

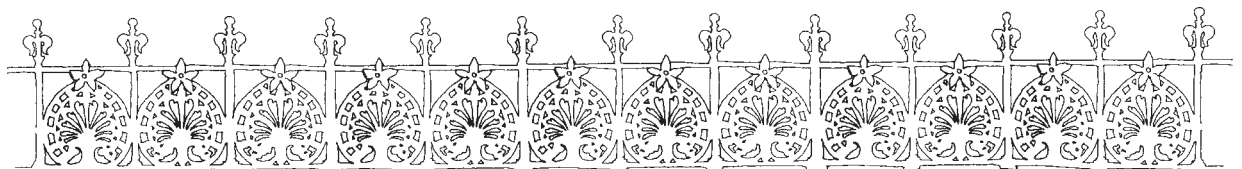
removes the requirement to obtain Resource Consents for many activities and gives the requiring authority - Waitakere City Council - the ability to do anything which is in accordance with the designation.

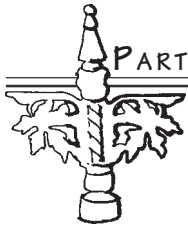
An Outline Plan of Works is required for all works that are in accordance with the designation under section 176A of the Resource Management Act 1991. An Outline Plan must show the bulk and location of a work, proposed landscaping, parking and how any adverse effects on the environment can be mitigated. Council can request the Requiring Authority to make changes to the proposals in order to avoid, remedy or mitigate environmental effects. In addition, the works must meet the Natural Area, Heritage, Natural Hazards, Contaminated Sites, and Hazardous Facilities Rules. If the proposed works would not comply with any of those rules then a Resource Consent would be required.

(It should be noted that works is defined in the RMA as something constructed - so tree trimming and grass mowing, etc for maintenance purposes and/or the day to day operations of running a cemetery would not fall into this and would therefore not require an Outline Plan. However, they would still need to meet the Natural Area, Heritage Rules and other specified rules of the Plan to which the designation is subject.)

Prior to any work being undertaken in accordance with the designation, the following information needs to be provided to the Resource Consents section of Council:

- Sufficient drawings and information to adequately illustrate the proposal (as required by section 176A of the Resource Management Act) showing:
  - height, bulk, shape of the work
  - location on the site
  - likely finished contour of the site
  - vehicle access circulation and provision for parking
  - proposed landscaping
  - details of the effects the work or project will have on the environment (having regard to the 4th Schedule of the RMA). In addition, the forecasting methods used to assess longer term and cumulative effects shall be provided
- A written statement detailing the degree to which the work meets the policies, objectives and rules of the District Plan;





- A written statement outlining what consents (if any) are required under the rules of the Plan that the designation is subject to;
- The proposed sequence and timing of implementation of the work or project, clearly identifying any part of the work which may not be commenced for 5 years or more;
- Proposals for the use and maintenance of those parts of the land which will not be developed for 5 or more years. In particular, identification of those buildings and other structures which could continue to be used and maintained in the meantime;
- Where hazardous substances may be used in the construction or operation of the work or project, the degree of risk to public health and safety arising from the storage, use, disposal or transportation of such substances shall be evaluated.

## 2. District Plan Rules

The designation is also subject to the relevant Natural Area Rules, and the City Wide Rules of the Plan relating to noise, natural hazards, hazardous facilities, and contaminated sites and heritage.

Therefore, even though works may be undertaken in accordance with the designation - (subject to an Outline Plan of Works), Resource Consents may be required in relation to these rules. The Natural Area and Heritage Rules would be the main areas where there may be an issue and compliance with the District Plan is required. Where activities are not in accordance with the designation, then they must meet the requirements of the underlying Human Environment of the Cemetery - Open Space - as well as any other relevant District Plan rule including the Heritage and Natural Area rules. This would include all activities not immediately associated with the day-to-day operation of the Cemetery.

## 3. Open Space Environment Identification

The Human Environment identification under the Proposed District Plan (or zoning) of Waikumete Cemetery is Open Space Environment. Rules in the Open Space Environment manage the effects of buildings, traffic generation, glare, noise and infrastructure on surrounding people and property,

and largely relate to whether a Reserve Management Plan is in place for the land or not. Where no Reserve Management Plan is in place, activities are generally non-complying; where a Reserve Management Plan is in place, most activities are Permitted.

## 4. Heritage Categorisation

The designation is subject to the Heritage Rules of the Proposed District Plan. The whole area of the Cemetery is listed in the Waitakere City Council District Plan as a Category 1 Heritage Item, its significance being attributed to its regional, cultural, historic, community, visual, pattern and sense of place values.

In addition, the Plan also lists various items that have heritage significance to Waitakere City. Listed items are shown as notations on the Human Environment Maps and are further detailed in the Heritage Appendix of the Proposed District Plan. Within Waikumete Cemetery these items include buildings and listed trees and are shown in Table Six.

All work to be undertaken in relation to listed heritage items must comply with the Heritage rules. A Resource Consent is required to modify, alter or demolish heritage buildings/structures or to undertake pruning, removal or any work within the dripline of a listed tree. However, it is a Permitted Activity to repair and maintain a heritage item. Trimming of trees and grass cutting essential for the day-to-day operation of the Cemetery would fall into this category, and although they would not require consent under the Heritage rules, they would be subject to the other rules that the designation is subject to, including the Natural Area Rules.

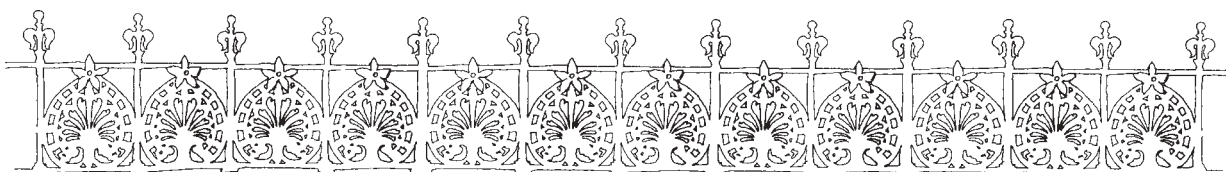
The District Plan heritage categories are defined as follows:

### Category I

Structures of high value, which should not be modified or modified only minimally. All Category I heritage items require a Conservation Plan to be prepared prior to any application for modification.

### Category II

Structures of value, but where change could be considered if it is in keeping with the character. This category mostly includes dwellings. No demolition would be considered.





*Category III*

Structures of value, but where change could be considered if it is in keeping with the character. These items are good examples of their kind. This category recognised the need for greater flexibility in terms of the management of the items. Demolition may be considered according to stipulated criteria.

Due to its classification as an archaeological site under the Historic Places Act and its ranking as a Category I Heritage Item, these rules are particularly relevant in Waikumete Cemetery, where vegetation clearance may be required or where modification or development work is to be undertaken. This includes the development of areas for new grave sites and the upgrading of roads and walking tracks.

**Listed Heritage Items within Waikumete Cemetery**

Item	Description	Category	Legal Description
<b>Listed Buildings</b>			
Faith in the Oaks Chapel	Finely detailed small masonry Chapel building built in 1880's with plaster walls and pitched slate roof - significance attributed to historic, architectural, community, visual and sense of place values.	I	Pt Allot 248 DP 11643
Mausoleums	Masonry mausoleums - significance attributed to historical values.	I	Pt Allot 248 DP 11643
Sexton's House	Triple gabled weatherboard bay villa built in 1886 - significance attributed to architectural, historical, visual and sense of place values.	II	Pt Allot 248 Parish of Waikomiti
Listed Trees	English Oak, Norfolk Pine, Southern Blue Gum.		

Table Ten: Listed Heritage Items Within Waikumete Cemetery

**5. Natural Area Identification**

The Natural Area identification in the proposed District Plan manages the effects of activities on the environment. The different parts of the Cemetery are identified as different Natural Areas within the Plan depending on their differing ecological values. In particular the significance of the gumland vegetation and much of the vegetation in the gully systems are recognised, with the majority of the gumland area identified as Managed Natural Area (significant native vegetation with a high level of protection) and a portion identified as Protected Natural Area (outstanding native vegetation with the highest level of protection given to vegetation in the Plan).

Lower quality vegetation in the gully areas is identified as Restoration Natural Area (a moderate level of protection) recognising its habitat values and contribution to the overall whole. In addition, the Gaden Stream and its tributaries are

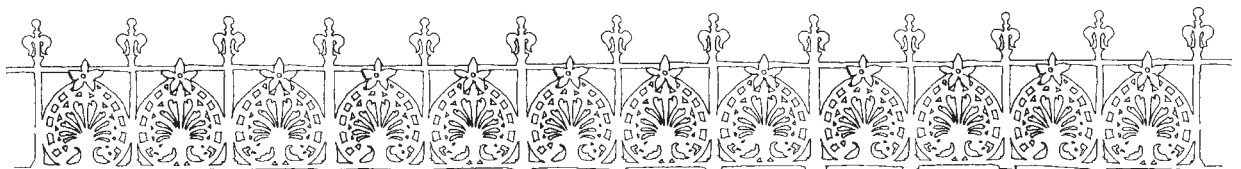
also identified as important habitat areas with Riparian Margins Natural Areas placed over them.

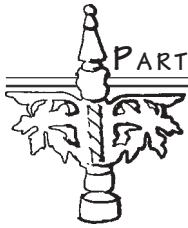
All vegetation clearance, earthworks, and establishment of impermeable surfaces within the Managed, Protected, Riparian Margins, and Restoration Natural Areas requires a Resource Consent.

The remainder of the Cemetery is identified as General Natural Area, or Ecological Linkage Opportunity. In these areas removal or work within the dripline of native trees 3m high or greater, or removal of exotic trees 6m or higher, requires a Resource Consent.

**Waitakere City Bylaws**

Waitakere City Council Bylaw No. 18 1990 relates to cemeteries and crematoria. This sets out policies and procedures relating to burials including exclusive rights, term





of purchase and plot size, and the transfer of the right of burial. It also establishes a charging regime and specifies the depths of graves as well as the plans and specifications required for vaults.

It establishes the conditions under which plots can be enclosed and memorials erected, as well as disinterments. Lawn and berm cemetery areas are subject to specific requirements relating to size and overall design, and cremations are provided for, including the times of cremations, the coffin design, the disposal of ashes, and the provision of niche walls.

### **Non Statutory Documents and Requirements**

#### **Requirements of Tangata Whenua**

As a body exercising functions and powers under the Resource Management Act 1991, the Council is required to take into account the principles of the Treaty of Waitangi (s.8). The Treaty requires that the management of all areas of land is to have due regard for the rights and traditions of Maori. Waikumete contains a Urupa, established in 1996, and there are a number of Maori buried in other areas of the Cemetery. The Urupa Committee has been involved with the development of this Conservation and Management Plan, as have Council's Te Taumata Runanga Committee.

Te Kawerau a Maki and Ngati Whatua both claim manawhenua over the area containing the Cemetery. Both iwi were sent letters advising of the preparation of the Plan followed by a copy of the Draft Plan for comment.

#### **ICOMOS New Zealand Charter**

This national charter has been adopted by a number of TLA's and national heritage protection agencies. It sets out a series of principles to guide the conservation of places of cultural heritage value. A statement of professional practice, it is intended as a frame of reference for all those who are involved in the different aspects of managing heritage places (see Appendix 13).

Waitakere City Council has formally adopted this Charter. Accordingly the management of Waikumete, especially where it is in relation to the older parts of the Cemetery and any

restoration or upgrading work, must have regard to ICOMOS principles.

#### **Waitakere City Parks Strategy**

Waikumete Cemetery has been identified within the Parks Strategy as the largest area of publicly owned open space in the urban part of Waitakere City. Many people already actively use it for recreation. The Parks Strategy identifies that provided this use does not conflict with the functioning of the Cemetery as a burial and cremation ground, passive recreational uses should be increased.

The significant ecological values of the gumland areas are recognised as being important to the Green Network. In particular, the ecological linkages to Singer Park and along the Waikumete Stream to Parris Park are recognised. A pedestrian linkage between these areas has also been signalled in the draft Parris Park Reserve Management Plan.

Waikumete Cemetery also plays an important role as part of the open space around the Glen Eden Town Centre. The Parks Strategy signals that greater integration between the town centre and the Cemetery would be desirable. Upgrading of the Eucalyptus Avenue entrance to encourage these links would be desirable.

Council is preparing a Heritage Strategy for the City to be completed within the 2002/2003 financial year. Opportunities created by the Heritage Strategy to further enhance and protect the heritage values of the Cemetery will be investigated.

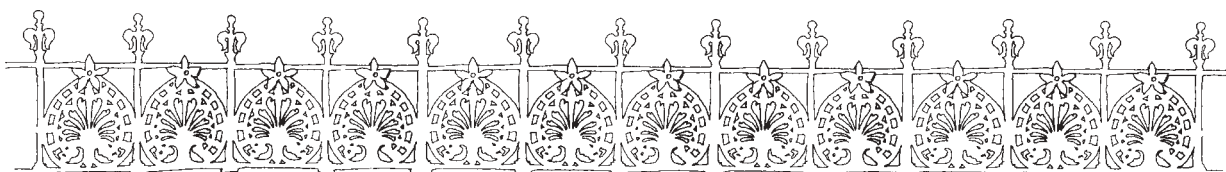
### **Requirements of Council and Business Unit**

#### **Management Structure**

Council's current Funding Policy for Waikumete Cemetery and Crematorium states:

"Burial and Crematorium services, including maintenance of plots, will be funded from user charges. The level of user charges will cover the cost of debt servicing and the decline in service potential of the assets."

Waikumete Cemetery offers a tiered price differential, based on the desirability of burial sites within Waikumete, to





recover associated costs as indicated by the Funding Policy. Though this may have resulted in increased burial revenues, it has not disadvantaged those residents with limited spending power and is comparable with other cemetery plot fees in the region.

Due to the age of the cremators at Waikumete Crematorium, the issue of their replacement needs to be addressed. They are dated, both in condition and design, and were intended to have a working life of approximately 20 years. If the decision is made to close the Crematorium, it is likely that the Chapels would still remain open to the public for services. Burials currently account for less than 5% of services undertaken in the Chapels, the majority of services being related to cremations. A cost benefit analysis for the continued provision of cremation services at Waikumete has been commenced and options are being considered by Council.

The Council is also faced with the financial cost of upgrading the Crematorium in relation to air discharges. The Auckland Regional Council (ARC) has produced legislation - 'Air, Land & Water Plan' - in relation to air discharge which is

expected to become operational in 2004. Authorities responsible for facilities that discharge material into the air will then have to comply. Failure to comply will result in closure of the facility until such time as all compliance legislation is adhered to.

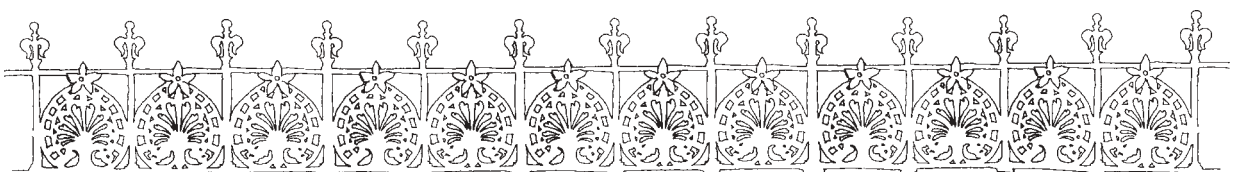
There is sufficient crematorium capacity within Auckland to cater for all deaths should Waikumete Crematorium cease to operate for any reason. North Shore Memorial Park has installed a second new cremator; Purewa Crematorium has one new cremator and is anticipating installing a second; Mangere Crematorium, which has been in operation for approximately seven years, has two low capacity cremators that will comply with any air discharge regulations; and Manukau Memorial Park has one new cremator.

**Relationships with the Funeral Industry**

Good relations with this key stakeholder group can be beneficial to the operation of the business. The qualities of services provided and staff presentation all suffer peer pressure from the funeral industry. The Manager of



Grave decoration





Waikumete visits all funeral directors that use Waikumete on a regular basis. Information discussed relates to how services can be enhanced and possible future developments. A promotional brochure for all aspects of memorial areas for the interment of ashes is forwarded to Funeral Directors and families of the deceased. The numbers of cremations at Waikumete decreased almost 40% over the 1998/99 financial year due to the emergence of a private operator in Waitakere City.

**Grave Decoration**

Guidelines for the decoration of graves have been developed in conjunction with the Pacific Island and other interested communities. These allow for both the level of decoration and commemoration felt appropriate by these communities, and the constraints of maintenance of grave

areas by the Cemetery management. A copy of these guidelines is contained in the Landscape and Enhancement Plan.

**Market and Market Share**

There are six crematoriums in the Auckland region, none of which are currently working to full capacity. As a result of this over capacity, the market is price sensitive. The lowest cost for a cremation in the Auckland region is approx \$200 (incl. GST), with the highest cost being \$255 (incl. GST). During 1998/99 Waikumete dealt with approximately 20% of the total deaths in the Auckland region. In earlier years all deaths in Auckland were serviced by only two crematoriums (Waikumete and Purewa), each crematorium conducting about 2,000 to 2,500 cremations per year.

**Market Share <sup>103</sup>**

Service Offered	Waikumete	North Shore	Purewa	Manukau Memorial Gardens	Mangere	Morrison's
Burials	23%	14%	9%	34%	20%	n/a
Cremations	12%	25%	20%	28%	6%	9%

Table Eleven: Market Share

**Constraints on Investigation and Modification**

**Burials and Cremations**

*Current Situation*

Waikumete Cemetery serves mainly the burial needs of Waitakere City and the central and western parts of Auckland. In recent years Waikumete has accounted for approximately 10% more interments than the percentage of deaths occurring in that part of Auckland. This reflects the fact that Waikumete functions as the main facility for a substantial part of the central Auckland urban area (i.e. the Auckland Isthmus).

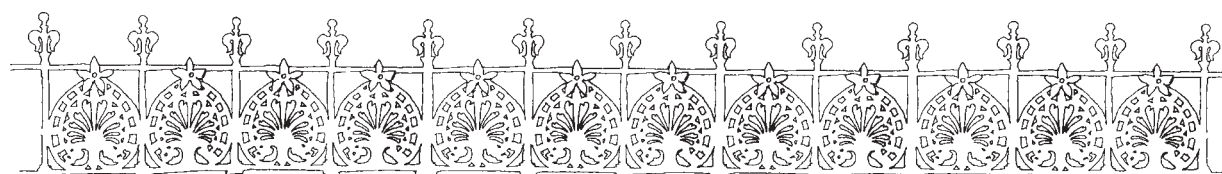
It also reflects the fact that other available cemeteries in central Auckland are situated on the eastern side of the isthmus (i.e. the cemeteries of Waikaraka, Hillsborough and

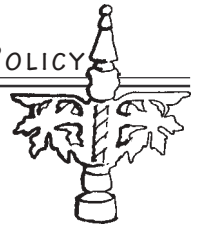
Otahuhu run by Auckland City, and the Purewa Cemetery and Crematorium run by an Anglican Trust). As a result, Waikumete is the closest cemetery for much of the population in the western part of the Auckland isthmus.

Burial plots currently cost from \$1,300 to \$2,850 (exclusive of digging fees). Adult cremations are about \$236. Burials account for about 45% of disposals at present and cremations about 55%. It is estimated in this current competitive environment that an average of some 600 cremations and 500 burials per year will occur at Waikumete.

The north-western end of the Cemetery is currently the main area of lawn cemetery for general burials. These areas are divided into lawn and berm areas and there is a relatively even preference for burial in each of these areas.

<sup>103</sup> Annual figures supplied by respective Cemetery Managers during Cemetery visits in May 1998.





The recent establishment of an Ecoburial area also provides for alternative burials for those who want to be buried in an environmentally friendly manner. The conditions for Ecoburial require that there is no provision made to reserve plots, and plots will only be dug as single depth graves. Caskets can only be made of natural untreated timbers and bodies cannot be embalmed. The cost of the Ecoburial includes the planting and maintenance of a tree over the grave. There are approximately 20 plots developed and as at November 2002, two Ecoburials have been undertaken.

Ash interment is provided in a number of areas adjacent to the Chapels. These areas include Ash Lawns, Memorial Gardens, Family Memorial Gardens, Columbarium Niche Walls, and the Returned Servicemen's Cremation Lawn. The names of those whose cremated remains have been scattered can be memorialised on the Memorial Wall of Remembrance or in the Book of Memories.

Currently Waikumete offers more memorialisation than any other cemetery in Auckland. A small number of burials also occur in the older parts of the Cemetery. This averages between six to ten burials per year as well as a small number of cremations. New burial plots tend to be at the start or end of rows and interments into existing graves are careful to minimise disturbance to the original structure.

*Current Capacity*

Based on the present trends of cremations over burials, there is at least enough capacity at Waikumete for another 10-15 years of burials in areas which are presently being used or have been set aside for this purpose (refer Map 5, Appendix 15). Currently about 10% of the Cemetery area is actively being used for interments.

Waikumete Cemetery is both a multi-cultural and inter-denominational cemetery that provides for a wide range of nationalities and religions as well as areas for the armed services. Unlike the older areas of the Cemetery that were divided into distinct groups, the modern lawn development format of the Cemetery does not tend to distinguish between religious or cultural groups. The only departure from this is where specific groups have requested their own areas. At Waikumete this is currently restricted to the armed services, Orthodox and Liberal Jews, Muslims, and the Urupa.

*Future Expansion of the Cemetery*

Due to its encirclement by urban development, future expansion of Waikumete is restricted to within the existing cemetery area. The development of additional areas for interments needs to take into account population and burial trends and also the availability of space in other cemeteries within the Auckland region. The analysis of this information will then enable more informed decision making on:

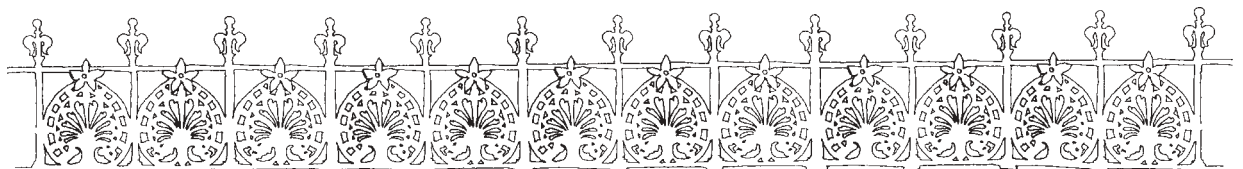
- the actual need to clear additional areas;
- the most efficient development of existing areas of the Cemetery currently being used and set aside for interments;
- the "retiring" of older parts of the Cemetery.

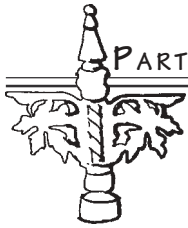
Waikumete Cemetery is operated as a business unit. The Council Funding Policy states that the Cemetery business unit must be self-funding. Revenue is largely earned through cremations, ash interment, and the selling of burial plots. To enable long term planning, the Conservation and Reserve Management Plan has assumed that the Cemetery is to continue operating for at least another 30 years.

Given that existing areas developed for burials only have enough capacity for another 10-15 years, resources need to be set aside to investigate the development of new areas. This will need to include factors such as gradient (maximum is 1:5), ground stability, access, cost effectiveness, and the need to protect areas of high vegetation and natural value.

The critical factor in assessing future requirements for interments is the availability of space for earth burials rather than ash scattering or burial. Casket or shroud burials require more room and are subject to more limiting factors than ash disposal. A preliminary investigation based on using a contour map, the ecological survey results, and a recent aerial photograph, identified a number of areas that are worthy of further investigation (refer Map 5, Appendix 15). A significant finding was that almost all of the low to moderate value vegetation areas were too steep or wet when evaluated against the site requirements for burial plots.

It is not considered prudent to seriously consider using the unused plots in the eastern area of the old part of the Cemetery. Due to the state of the roads and the general overgrown nature of the area, high costs would be involved





with the upgrading of roads and accessways as well as site preparation. There is also the risk of damage to existing features of cultural and historic significance.

Additional development in the older areas of the Cemetery, however, should not be entirely ruled out. It is possible that investigation of the better maintained areas to the west of Acmena Avenue around Narcissus Gully and Amber Crescent Gully may be worthwhile, as there are large numbers of unused plots in these areas.

Research should also be undertaken into the various options available for burials. An Australian system of pre-cast concrete vaults has recently been developed. This has the advantage of being able to be built quickly and efficiently and the method of placement in the ground substantially reduces the amount of labour required as well as the amount of ground disturbance.

Additional land for the scattering or deposition of ashes needs to take into account that the scattering of ashes can affect soil conditions because human ashes are reported to concentrate certain minerals that adversely affect plant growth. The interment of suitably contained ashes in ash plots may be preferable to scattering<sup>104</sup>. Many of the areas identified as not suitable or appropriate for burials would, however, be suitable for ash scattering.

### Invasive Plants

A number of invasive plant species have been described in Part 2 (Natural History, Environmentally Damaging Plants) of this Plan. These species continue to have a significant effect on the natural and heritage values of the Cemetery. It is intended that a Weed Management Plan will be prepared as part of the Landscape and Enhancement Plan. In the first three years of control, efforts will be focused on the initial control of a number of priority species and will target those areas of greatest ecological, botanical and heritage significance. This will concentrate on the following areas:

- Removal or poisoning *in situ* of woody weeds threatening graves in the older parts of the Cemetery;
- Control of weeds causing the greatest threat to high

ecological value areas in the Western gumlands (e.g. hakea, wattle, pines, climbing asparagus, Japanese honeysuckle, pampas, tall fescue);

- Control of ginger, mistflower and other environmental weeds in the Crocus Road to Watsonia Road gully;
- Eradication of low level infestations of priority weeds (e.g. moth plant, woolly nightshade) across the Cemetery;
- Control of herbaceous weeds in areas adjacent to the Wildflower Sanctuary (principally bulbil watsonia).

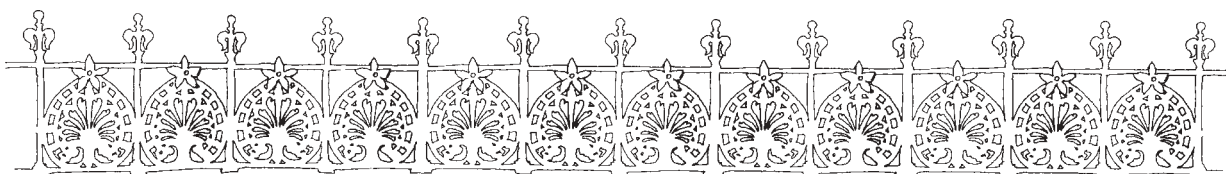
### Restoration and Enhancement Planting

A number of areas in the Cemetery have been planted as new developments have occurred or existing areas have been extended. This has served to extend the areas of native species in the Cemetery and has also provided a better buffer to existing areas of bush. It is important that this practice continues to occur in a planned form, identifying areas where this is appropriate and areas where it is not appropriate.

The eastern gullies, dominated by native forest in most cases, extend right up to or overtop the graves with their canopies sometimes extending 5-10m over graves, particularly along the north-western edges. In these areas, revegetation or enhancement planting is not an option if the graves are to be maintained. However, in places where there are open areas or weedy scrub between the forest margin and graves, there are opportunities for enhancement planting of native eco-sourced plants to increase the forest's width. Mixed plantings of native species like pukatea, maire tawake and kahikatea are appropriate in the wetter areas; and totara, matai, puriri, kohekohe, nikau, kowhai and karaka on the more fertile but drier upper slopes.

The other more weedy gullies in the central area of the Cemetery would be better candidates for more intensive weed control and planting, i.e. removal of the problem exotic canopy and understorey species and planting of conifers and broad-leaved trees in similar combinations to the forests in the east. Key weeds to be considered for control in these areas include kahili ginger, pampas, Japanese honeysuckle, wandering Jew, Chinese privet, tree privet, Sydney golden wattle, brush and black wattle, monkey apple, and woolly nightshade.

<sup>104</sup> Elliot, 1994.





A number of the gully bottoms support degraded wetlands, some of which are good candidates for weed control and enhancement planting. The worst weeds requiring some form of control in these areas are willows, kahili ginger, kikuyu grass, exotic sedges, and Japanese honeysuckle.

Native species suitable for enhancement planting in these areas include *Baumea rubiginosa*, *Carex* spp., *Juncus* spp., swamp millet (*Isachne globosa*), cabbage tree, raupo, maire tawake, and kahikatea (appropriate around some margins). The restoration of Otukaikino Swamp north of Christchurch, a joint venture between the Department of Conservation and Lamb and Hayward Funeral Directors, could provide a suitable model for this work. The swamp is systematically being cleared of grey (*Salix cinera*) and crack willow and other invasive weeds. Bereaved families donate money through the funeral directors (who also donate) for the project in memory of the deceased<sup>105</sup>.

### Fire

Fire has had a significant role to play in the development of the Cemetery to the form that it is in today. Logging of the original kauri forest cover traditionally involved the use of fire to clear the land following the removal of the trees. Fire was also used to prepare land for grazing and burial sites when the Cemetery was being established in the 1880's.

The gumland vegetation that remains today stands as testament to the successive fires that have burned through the surrounding area historically and since the development of the Cemetery. Successive arsons in the last ten years have resulted in a large area at the western end of the Cemetery being regularly burned. This area is bounded by houses and glasshouses at the northern end and is also adjacent to the area of Cemetery being used presently for burials.

The reoccurrence of fires within the Cemetery has become a major public safety issue and has resulted in firebreaks being developed along the north-western end of the gumlands. Minimising the effects of fire in these areas needs to be built into current and future Cemetery management practices. This should include removal and ongoing control of flammable species (such as pampas and hakea) from within

the gumlands (practically, this may only be achievable along the edges), the maintenance of firebreaks and the careful selection of species to be planted within and along areas prone to being burned. These will have to be hardy to cope with the infertile soils that experience soil water deficit during the summer. Suitable species include karamu, kumerahou, karaka, kohuhu, koromiko (*Hebe stricta*), and puka (*Griselinia lucida*). While controlled use of fire may be the most successful method of retaining the habitat conditions suitable for many of the uncommon and threatened plants in the gumland areas, this will need to be further investigated before any trials could be undertaken.

### Drainage and Water Reticulation

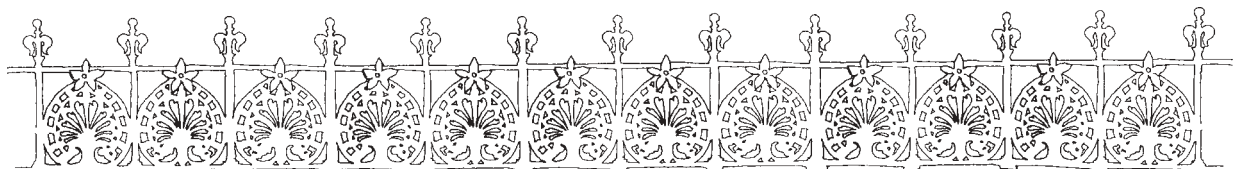
The Cemetery is underlain by predominantly heavy clay soils that are not free draining. The original planning of the Cemetery layout (which includes roads and tracks) does not appear to have effectively dealt with this limitation. As a result, a number of burial areas have been constructed on overland flow paths. Compounding the problem is that many of the old roads have problems with water running underneath or over them, causing cracking and potholes.

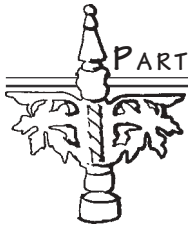
In recognition of this problem, all new berms constructed from 1996 have drainage installed underneath them. Roading upgrades have been undertaken with consideration given to improving drainage patterns.

The management of stormwater and drainage on the site needs to take into account natural water flows and the need to reduce impermeable surfaces wherever possible. New road and track upgrades need to dispense with curb and channeling and develop grass swales and flow paths away from these surfaces instead. Serious consideration should be given to the use of permeable road and track surfacing. Consideration is also to be given to the establishment of a constructed wetland at the southern end of the Cemetery, near Great North Road. This would serve as a filter for stormwater generated within the Cemetery as well as that which flows in from Great North Road.

Water reticulation in the Cemetery is also an issue. Much of the original network of pipes still remains. These pipes were

<sup>105</sup> Landcare Research Conference paper in Whaley, 1999, p.56.





only galvanised on the outside and as a result many are rotting out causing leaks and bursts throughout the Cemetery. In recent years small sections have been replaced with new pipe as problems are found. However, this problem will continue and consideration needs to be given to committing resources to a progressive programme of replacing all the old pipes. The establishment of new facilities that require water, such as additional toilets, should be planned in a manner that their use of water is minimal. The installation of rainwater tanks to catch water for toilet flushing, as has been recently installed in the new toilet along Waitakere View Road, is a good example.

### Vandalism

Vandalism is an ongoing problem in the Cemetery and tends to increase during school holidays. This is generally directed at headstones, which are broken or pushed over, and graffiti-ing of headstones and other features in the older parts of the Cemetery.

Vandalism undermines the heritage value of the Cemetery as a whole, as well as detracting from the visual environment and causing distress to the relatives of the deceased whose headstones are damaged. It is also a drain on already stretched budgets.

Experience in cemeteries around the world has shown that there are a number of effective measures to reduce the level of vandalism. These include:

- night lighting;
- regular patrols (by police or staff);
- provision of direct visual access from surrounding areas;
- community education;
- better maintenance of areas prone to vandalism;
- prompt action after attack (removal of graffiti, stacking of broken material).

Management practices in Waikumete need to incorporate these measures wherever possible in areas that are prone to vandalism.

### Ownership of Monuments

The monuments erected in the Cemetery are owned by

the families of the person buried within the grave or whose ashes are interred beneath the monument. Families are therefore responsible for the maintenance of the grave site and monument. In many instances families and communities (e.g. the Hebrew Society) are undertaking this maintenance.

Intervention by the Cemetery Management or community groups to repair or restore damaged monuments can only be undertaken, therefore, after the owners of the monuments have been notified and given the opportunity to refuse approval for such repair. Generally such notification will be given through public notices in the local papers and through signage placed on the Cemetery site.

### Visitor Use

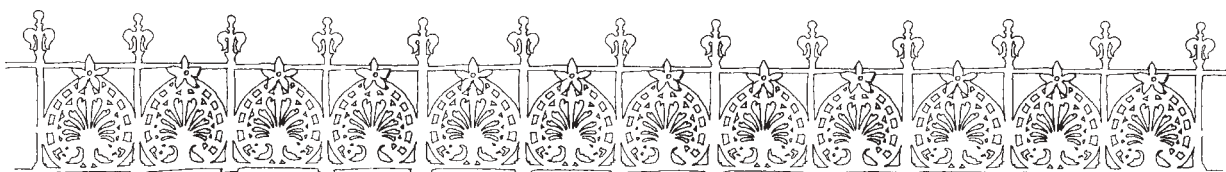
Waikumete Cemetery receives in excess of 100,000 visitors per annum. Significant numbers of these people visit the Cemetery as a recreational pastime whether it be walking, jogging or picnicking. The Cemetery also provides considerable opportunities for those interested in local and regional history and genealogy. These passive recreational activities should be encouraged as they generate a high level of support for the maintenance of the Cemetery as an open space.

Heritage walks and other events, such as wildflower management, are undertaken regularly by the Friends of Waikumete. Since they also generate a lot of interest in the Cemetery, it is important that activities such as these are supported and encouraged, as they provide opportunities for people to better appreciate the Cemetery.

Other activities such as mountain biking, horse riding and motor biking off formed roads should be actively discouraged. They disturb the tranquillity of the Cemetery, damage tracks and roads, and create new tracks which can often lead to erosion and damage to surrounding vegetation. Every effort should be taken to prevent these activities. Measures may include planting or the placement of barriers over tracks that have been formed as a result of these activities, and prosecution or fines for repeat offenders.

### Management

Poorly planned management practices can also be a threat to the cultural and heritage values of the Cemetery.





These include the dumping of rubbish and grave spoil into gullies, and the use of internal tracks in wet periods causing rutting and pooling of water as well as structural damage to surfaces. It may also include use by staff or contractors who are not fully briefed on the level of care that needs to be taken when working in areas with significant values, whether they be historic or natural.

It is vital that maintenance and management programmes are planned well in advance wherever possible and that staff, contractors and volunteers are adequately appraised of the limitations that may be placed on work in some areas as a result of the proximity of a particular feature.

There are also a number of areas of work that should only be done by suitably qualified or trained people. These include the pruning of heritage trees and plants, and the repair or maintenance of grave structures. All developments in the Cemetery must be planned in advance and include identification of significant features likely to be affected or in close proximity to the planned work. During the period that the work is being done, regular monitoring should be undertaken to ensure that these conditions are being met.

Initial work undertaken for the Landscape and Enhancement Plan has identified 6 principles to determine priorities for capital and maintenance work:

- Those that address both conservation and operational objectives, e.g. upgrading roads in older areas which can be developed for future burials.
- Projects that will reduce future maintenance costs, e.g. converting higher maintenance assets to lower maintenance assets.
- Projects where volunteers do most of the work and the cost to Council is low, e.g. Wildflower Sanctuary, Conservation Corps projects.
- Projects that, if delayed, will result in significantly higher maintenance costs to Council, e.g. control of invasive weeds currently in low numbers.
- Projects that, if delayed, will result in significant further deterioration of the conservation values of the Cemetery, e.g. preservation of archival material, stopping the dumping of grave spoil in gullies and bush areas, drainage and stormwater issues, and closing dirt tracks.

- Projects that would expand the uses of the Cemetery resulting in a greater public benefit in the use of Council funds, e.g. interpretation, self-guided walks, and foot-paths.

#### Access

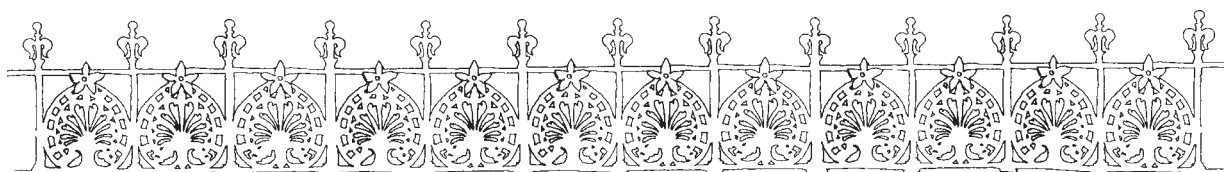
Currently there are a number of vehicle access points into the Cemetery. The main entrance is located off Great North Road, with a subsidiary entrance provided at the south-eastern end off Waikumete Road. There is also another entry in off Sunhill Road, but due to problems with high speed through-traffic, this entrance is only opened on very busy days.

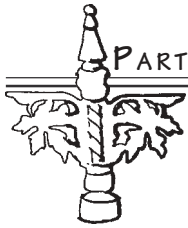
Due to the busy nature of Great North Road, it is often difficult to exit the Cemetery to go south there. This has the effect of traffic banking up inside the Cemetery and causing congestion in both directions, as all roads within the Cemetery are two-way. This can be distressing for people who are visiting the Cemetery or who are involved with a funeral.

In addition, there is considerable congestion on busy days (particularly associated with large services held in the Chapel). Cars are exiting and entering the Cemetery, mourners are trying to find parks, and pedestrians are moving in amongst the vehicles on their way to and from services. Mourners often have to park a long distance away from the Chapels, which can prove distressing when there is bad weather.

There is a very real need to address this issue. There are opportunities at the northern end of the Crematorium to develop more parking. Consideration needs to be given to establishing a one-way system around the entrance to the chapels and an investigation of an alternative route for traffic out of the Cemetery needs to be undertaken.

Within the Cemetery, vehicle access is also an issue. Many of the roads in the older parts of the Cemetery are in extremely poor condition and are hazardous to car traffic. It is intended that the Landscape and Enhancement Plan will include a review of the internal roading network with a view to retiring roads that are seldom used and likely to require large capital investment to upgrade to safe standards. These roads could be progressively grassed and turned into walking tracks.





Speed is also an issue on a number of the newer roads within the Cemetery. The speed limit within the Cemetery is set at 16km per hour. Speed limit signs need to be installed at more regular intervals and the upgrading of roads needs to be mindful of only providing the minimum width necessary.

Congestion within the Cemetery also results on busy days where funeral processions involve large numbers of vehicles following the hearse and parking on the side of the road. Very little parking is provided in the newer areas of the Cemetery along Waitakere View Road and as a consequence, parked vehicles obstruct the road or park on the grass verges. Road upgrading needs to be undertaken in this area to provide better car parking facilities. Formal car parks may not always be possible, but sensitive design should be able to incorporate road edge designs to allow people to park at the side of the road without causing congestion problems.

### **Constraints Arising from Cultural, Landscape and Natural Heritage Significance**

#### **Constraints Arising from Cultural Heritage Significance**

Although the range of items to which individual significance can be ascribed is very small, their collective significance is high. Past proposals have included removal of all or some of the headstones in the older area in order to improve ease of maintenance; the significance of these features is such that such a proposal cannot be accepted.

In addition to the cumulative significance of the graves, there are discrete features that have evident individual significance due to their architectural and aesthetic qualities rather than association with individuals or events. These include the Sexton's Cottage, the Chapel, the Crematorium, some of the mausoleums and the north-east Gates. The preparation of separate Conservation Plans for the Sexton's Cottage, Chapel of the Faith in the Oaks, the Glenview Road Cottage, and the Crematorium is recommended.

Apart from these specific items, any restoration or modification of the Cemetery fabric and individual graves needs to be viewed from the cumulative effect of the actions,

and a precautionary approach in particular with regard to the types of materials used needs to be undertaken.

#### **Constraints Arising from Landscape Heritage Significance**

There are few specific landscape elements which in themselves are of such significance that they should be retained, as much of the significance of the site in terms of landscape heritage is the culmination of all the elements combined rather than the individual components. However, it is considered that all of the individual elements of high significance should be retained wherever possible.

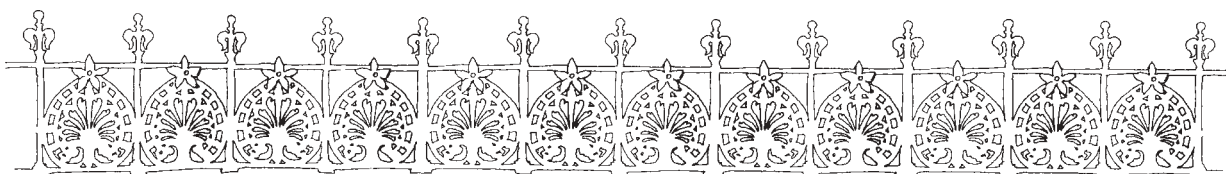
The eucalypt plantings along Glen View Road in particular are of high significance and should be retained. In addition, the protection of the small number of historic specimen trees in the older parts of the Cemetery such as the oaks, gums, Norfolk Island pines, swamp cypress, Canary Island palm, pohutakawas, and Italian cypress is a key requirement.

Those elements which have been identified as of moderate significance (e.g. the Glenview Road hedge) should be retained wherever possible, but can accommodate some degree of appropriate modification consistent with their heritage significance - including a change of species used in planted landscape elements.

#### **Constraints Arising from Natural Heritage Significance**

The areas of high natural heritage significance (Crocus Road - Watsonia Road Gully, Amber Crescent Gully, Western Gumlands - pristine gumland, Amber Crescent Wetland and the least invaded areas of the south western gumlands and burnt gumland upper slopes) should be retained, however, active management of these areas is required to ensure their high natural heritage significance remains. Without active management of the natural areas in the Cemetery, all of them will deteriorate and priority should be placed on protecting and enhancing the areas of highest value and suitable buffer areas around these sites.

In addition, protection of the species diversity, and in particular the uncommon and threatened plants within the Cemetery, is a critical requirement. Management of burial and gumland areas needs to be undertaken in such a way that





these sometimes small populations are fostered and remain, at the very least, stable in size. A key aim should be the active management of habitats suitable for all the threatened and uncommon native plants in the Cemetery.

### **Approach to Conservation Policy**

An important consequence of the Statements of Cultural Heritage, Landscape Heritage and Natural Heritage is that the whole of Waikumete Cemetery is significant to varying degrees and that a conservation policy dealing with the site as a whole is essential. Within this, however, it is recognised that the older part of the Cemetery (pre 1950) is generally the area with greatest cultural and landscape heritage significance, and that the undeveloped gumland areas are those with the greatest degree of natural heritage significance. The Conservation Policy developed, therefore, reflects that emphasis of significance.

