

Christchurch City Council Cemeteries Master Plan

June 2013



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June 2013

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Cover photograph: Akaroa Catholic Cemetery

Foreword

In compiling this Cemeteries Master Plan, Bylaw and Handbook, the Councillors and staff of the Christchurch City Council have been very conscious that we are dealing with a deeply important and sensitive part of our community's life. How we care for our deceased loved ones is one of the most intimate and personal experiences for each of us. As a whole community our cemeteries are an expression of the respect we show to those who have gone before. They are to be places of contemplation, of serenity and prayer, of respect for our history and the stories of our people. They are places to come to grieve, to remember and to give thanks.

Christchurch city is made up of diverse communities of different cultures, faiths, ethnicities and values. The Cemeteries Master Plan, Bylaw and Handbook are designed to enable us all to be as sensitive as we can be to our differences while acknowledging that we are, at the end of the day, one people.

Acknowledgements

Staff and Councillors wish to acknowledge the work of the following in preparing this Cemeteries Master Plan and the Cemeteries Bylaw and Handbook:

Previous and current staff and consultants involvement –

- *Christine Heremaia, former Christchurch City Council Parks and Waterways Planner*
- *Russel Wedge, Christchurch City Council Parks and Waterways Planner*
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- *Marivee McMath, Consultation Consultant*

Councillors of the Cemeteries Hearing panel –

- *Councillor Aaron Keown*
- *Councillor Peter Beck*
- *Councillor Sally Buck*
- *Councillor Yani Johansen*
- *Councillor Barry Corbett*



Mount Magdala Cemetery of the Good Shepherd Sisters

Plan status

This Cemeteries Master Plan 2013 (the Plan) has been prepared by the Christchurch City Council (the Council) with input on the Māori content from Ngāi Tahu, through Te Rūnanga o Koukourārata, Ngāi Tūāhuriri, Te Taumutu Rūnanga, Te Hapū o Ngāti Wheke (Rāpaki Rūnanga), Ōnuku Rūnanga and Wairewa Rūnanga¹.

The Plan is not a statutory plan (as required by or prepared under legislation, such as the Reserves Act 1977) or a legal document committing the Council or any other organisation to any proposed action.

The Council's approval of the Plan will acknowledge the opportunities and consideration given to the proposed actions for implementation.

This Plan does not include a complete or scientific account of the values or issues associated with the cemeteries, but provides a summation and assessment of concerns raised and proposes solutions or investigations into the issues raised.

The Plan is only applicable to cemeteries across the Christchurch City and the former Banks Peninsula District (the Christchurch District) that the Council owns, manages or administers on behalf of another organisation. The Plan does not apply to any other cemetery, crematorium, burial ground or urupā that is under the control of another person or organisation.

There are two documents proposed alongside the Plan. The Christchurch City Council Cemeteries Bylaw 2013 (the Bylaw) is proposed to replace earlier cemetery bylaws for Christchurch and Banks Peninsula. The Bylaw will allow the Council to set rules for the operation and management of cemeteries it owns or administers. The Christchurch City Council Cemeteries Handbook 2013 (the Handbook) provides the detail of those rules including the conditions to implement and manage the day-to-day functions and activities relating to burials, individual graves and cemeteries generally.

The Plan is one of a number of overlapping plans, strategies, policies, regulations, bylaws and other planning and regulatory documents that cover the cemeteries. Refer to Appendix 4.

The Plan supports other operative planning, regulatory and legislative documents such as the Burial and Cremation Act 1964² and any amendments. The Plan also addresses Māori values, while highlighting key issues concerning public, natural and recreational open space values.

The Plan does include some principles for the management of cemeteries however the primary purpose of the Plan is to provide a strategic vision for the development and management of the Council owned or administered cemeteries across the Christchurch District. The Plan and the Handbook should be read together in order to obtain a full understanding of the proposed management and operation of these cemeteries.



Sydenham Cemetery

¹ Consultation was undertaken in 2007 and advice received from Mahaanui Kurataiao Ltd (MKT) from 2010 - 2012

² The Burial and Cremation Act 1964 is under review by the Law Commission

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1.0 Summary of actions and policies

The following list is a summary of the planning and / or management proposals in this Plan. The planning and management proposals do not constitute a commitment on the Council to implement. Approval of this Plan only indicates the Council's willingness to progress further investigation into the planning and management proposals.

Any costs stated are indicative of the costs for development and are additional to any funds already budgeted for in an existing works programme. The costs are a rough order of capital (CAPEX) and annual operational costs that can be considered for inclusion in a future Long Term Plan.

There is no certainty that the funding for the projects will be approved in the Long Term Plan.

1.1 Summary of actions and policies that apply to all cemeteries

Index	Action / Policy	Includes	Cemetery	Possible Costs	Priority*
1	After 60 years ³ an unused plot can be taken over by the Council for resale if no longer required by the family	In some cemeteries there are unused plots that have been held by the Council for more than 60 years. Under the Burial and Cremations Act 1964 the Council can claim these plots for resale or use	All Cemeteries	Operational	P
2	To include in management and operation of cemeteries, the relationship of Māori, and their culture and traditions and their connection with ancestral land, water, sites, wāhi tapu, fauna and flora, and other taonga	Engagement with the appropriate rūnanga to determine significance of existing cemeteries prior to significant decisions Engagement with the appropriate rūnanga in the planning and scoping for new sites for cemeteries, and extension of existing cemeteries The recognition of Māori cultural values within the operations of cemeteries	All Cemeteries	Operational	P
3	Acquire land for future cemetery use	Additional land will be required in the Christchurch District ⁴ in the next 10 years for cemetery use for the next 100 years, and to allow for a pandemic. Investigate the option of acquiring land for future cemetery use in the outer Christchurch District or Selwyn Districts after consultation with appropriate rūnanga Investigate opportunities for expansion of existing popular cemeteries in the west of the city Investigate the potential use of Quaifes Road Springlands Park near Halswell for use as a memorial garden for ash interments only	Future Cemetery	\$1–\$1,500,000	H
4	Addington Cemetery, Akaroa French Cemetery, Mount Magdala Cemetery of the Good Shepherd Sisters and Rutherford Cemetery are to be gazetted as closed	Addington Cemetery, Akaroa French Cemetery, Mount Magdala Cemetery of the Good Shepherd Sisters and Rutherford Cemetery are heritage cemeteries and have been closed to interments however they need to be formally gazetted under the Burial and Cremations Act 1964. Mount Magdala Cemetery of the Good Shepherd Sisters will need to be shown in the District Plan as a Conservation 2 zone in order to be subject to heritage regulations	Addington Cemetery, Akaroa French Cemetery, Mount Magdala Cemetery of the Good Shepherd Sisters and Rutherford Cemetery	Operational	M
5	All cemeteries should have clear and visible block and plot markers	To assist with the identification and location of plots and graves there should be clear, visible and readable block and plot markers in all cemeteries	All Cemeteries	Operational	M
6	Investigate an Eco-burial cemetery site after consultation with Ngāi Tahu	Investigate options for an Eco-burial site within the Christchurch District		Future development costs and possible purchase	H

³ The 60 year period is currently under review by the Law Commission.

⁴ Christchurch District refers to the Christchurch City and the former Banks Peninsula District.

*Priority: indicative timeframes for implementation

– Urgent, Very High (2013/14 – 2015/16) High (2015/16 – 2017/18), Medium (2018/19 – 2020/21), Low (2021/22 -), Policy

Index	Action / Policy	Includes	Cemetery	Possible Costs	Priority*
7	Planting on graves is to be progressively removed	Planting, including trees, on graves is to be removed as plants require pruning or when they die. This is to be done carefully with minimum intervention	All Cemeteries	Operational – part of maintenance contract	P
8	Develop a signage plan	A signage plan for cemeteries is to be developed in alignment with the Christchurch City Council Sign Guidelines June 2011. Each cemetery has its own unique style and character and the signage for each cemetery should reflect this where possible. The plan should also consider appropriate interpretation for each cemetery	All Cemeteries	Operational	H
9	Cemetery furniture to be consistent with the style and character of the cemetery	New or replacement furniture within cemeteries such as seats, watertaps, rubbish bins and gates should be consistent with the style and character of the cemetery	All Cemeteries	(ongoing capex renewals)	P
10	Install water taps at strategic locations	Where possible at least one water tap is to be placed near the entrance to each cemetery with any others located at strategic locations throughout the cemetery	All Cemeteries	Operational	M
11	A publicity programme is to be undertaken to promote cemeteries within the Christchurch District	Initiate a publicity programme to clearly inform the public as to what options for burial each cemetery offers	All Cemeteries	Operational	M
12	Rezone Banks Peninsula cemeteries	Cemeteries on Banks Peninsula, previously under the former Banks Peninsula District are to be rezoned in line with the Christchurch City Plan. It is intended zoning changes and subsequent gazettal will be implemented as part of the forthcoming District Plan review. Refer to Appendix 2	All former Banks Peninsula District cemeteries	Operational	M
13	Earthquake damaged headstones	Earthquake damaged headstones are in the process of being made safe. A set of criteria is currently being developed for prioritising the Council funded headstone restoration. Plot owners / families can have repairs undertaken by a Monumental Mason if they wish. Volunteer groups are also being coordinated by the Council to assist where possible Where a pre-purchased plot is no longer useable due to earthquake damage an alternative plot will be made available, however this may be in another cemetery	All cemeteries with damaged headstones	Operational	L
14	Cultural requirements	Additional investigations into cultural groups and their needs and requirements will be undertaken including the development of a plot allocation protocol considering the cultural needs of known groups and expected compatibilities for co-location. This may involve existing or new sites acquired for cemeteries. The holding of plots without payment will not be continued	All Cemeteries	Operational	VH
15	Cemeteries database	Investigate the possibility of combining cemetery records and information from private organisations and libraries into one central data base	All Cemeteries	Operational	M

1.2 Summary of actions that apply to individual cemeteries

Index	Action	Includes	Cemetery	Possible Costs	Priority*
16	Remove vegetation	Planting on graves is to be removed as plants require pruning or when they die. This is to be done carefully with minimum intervention	Addington Cemetery	\$5,000	L
17	Remove trees	Trees that are damaging the heritage fabric are to be removed	Addington Cemetery	\$25,000	M
18	Tree maintenance	Additional tree maintenance work including removal and limbing	Addington Cemetery	\$5,000	L
19	Centralise cemetery database and administration	The records database and administration of all the Akaroa cemeteries is to be centralised at Civic Offices (Hereford Street)	All Akaroa Cemeteries	Operational	In progress
20	Signage	Entrance signs	All Akaroa Cemeteries	\$15,000	VH
21	Rezone cemetery	Rezone the cemetery from Residential to Conservation 4	Akaroa Anglican Cemetery	Operational	Policy
22	Remove fence	Remove the post and wire fence around the cemetery boundary	Akaroa Anglican Cemetery	\$5,000	L
23	Enhance vehicle entrance	Enhance vehicle entrance and car park including signage, planting and post and chain fence	Akaroa Anglican Cemetery	\$5,000	H
24	Enhance walking track	Enhance and extend existing walking tracks including signage and entrance improvements	Akaroa Anglican Cemetery	\$10,000	M
25	Remove vegetation	Planting on graves is to be removed as plants require pruning or when they die. To be done carefully with minimum intervention	Akaroa Anglican Cemetery	\$5,000	L
26	Remove trees	Trees that are damaging the heritage fabric are to be removed	Akaroa Anglican Cemetery	\$50,000	M
27	Tree maintenance	Additional tree maintenance work including removal and limbing	Akaroa Anglican Cemetery	\$5,000	L
28	Planting	Undertake tree and landscape planting as per the Development Plan	Akaroa Catholic Cemetery	\$6,000	L
29	Rezone the cemetery	Rezone the cemetery from Residential to Conservation 4	Akaroa Catholic Cemetery	Operational	Policy
30	Negotiate with Roman Catholic Church regarding ownership of the cemetery	The cemetery is managed and maintained by the Council although the land is owned by the Roman Catholic Church. Continue negotiations with the Church for either ownership of the site or maintenance and management operations to be returned to the Church	Akaroa Catholic Cemetery	Operational	M
31	Replace fence	Replace the wood and wire fence around the cemetery with a post and chain fence	Akaroa Catholic Cemetery	\$3,500	M
32	Enhance entrance	Enhance vehicle entrance including signage, planting and post and chain fence	Akaroa Catholic Cemetery	\$5,000	L
33	Enhance walking track	Enhance and extend existing walking tracks including signage and entrance improvements	Akaroa Catholic Cemetery	\$5,000	L

*Priority: indicative timeframes for implementation

– Urgent, Very High (2013/14 – 2015/16) High (2015/16 – 2017/18),
Medium (2018/19 – 2020/21), Low (2021/22 -), Policy

Index	Action	Includes	Cemetery	Possible Costs	Priority*
34	Remove vegetation	Planting on graves is to be removed as plants require pruning or when they die. This is to be done carefully with minimum intervention	Akaroa Catholic Cemetery	\$5,000	Policy
35	Remove trees	Trees that are damaging the heritage fabric are to be removed	Akaroa Catholic Cemetery	\$5,000	M
36	Tree maintenance	Additional tree maintenance work including removal and limbing	Akaroa Catholic Cemetery	\$5,000	M
37	Rezone the cemetery	Rezone the cemetery land from Residential to Conservation 4	Akaroa Dissenters Cemetery	Operational	Policy
38	Remove fence	Remove the post and wire fence around the cemetery boundary	Akaroa Dissenters Cemetery	\$5,000	L
39	Remove vegetation	Planting on graves is to be removed as plants require pruning or when they die. This is to be done carefully with minimum intervention	Akaroa Dissenters Cemetery	\$5,000	Policy
40	Remove trees	Trees that are damaging the heritage fabric are to be removed	Akaroa Dissenters Cemetery	\$5,000	L
41	Tree maintenance	Additional tree maintenance work including removal and limbing	Akaroa Dissenters Cemetery	\$5,000	L
42	Enhance entrance	Enhance vehicle entrance including signage, planting and post and chain fence	Akaroa Dissenters Cemetery	\$5,000	H
43	Improve walking track	Enhance and extend existing walking tracks including signage and entrance improvements	Akaroa Dissenters Cemetery	\$5,000	L
44	Prepare a joint Conservation Plan for the Akaroa cemeteries	Undertake a joint Conservation Plan for all three Akaroa Cemeteries (Anglican, Catholic, and Dissenters) and align it with the Garden of Tāne Management Plan	Akaroa Anglican, Catholic and Dissenters Cemeteries	\$50,000	M
45	Prepare a Conservation Plan	Undertake a Conservation Plan for the Akaroa French Cemetery	Akaroa French Cemetery	\$10,000	L
46	Rezone cemetery	Rezone the cemetery from Residential to Conservation 2 (Historic cemetery – closed to future burials and protected)	Akaroa French Cemetery	Operational	Policy
47	Negotiate ownership	The land the cemetery is situated on is owned by the Roman Catholic Church. Negotiate with the Church for the Council to take over ownership of the cemetery	Akaroa French Cemetery	Operational	M
48	Repair signage	Repair or repaint the existing information board	Akaroa French Cemetery	\$5,000	M
49	Enhance pedestrian entrances	Enhance pedestrian entrances including signage and interpretation outlining where the extent of the original cemetery was, including historic views to Akaroa Harbour	Akaroa French Cemetery	\$5,000	M
50	Planting maintenance	Maintain planting around the cemetery ensuring it does not encroach within the concrete wall. Maintain a two metre clear area around the concrete wall at all times	Akaroa French Cemetery	Operational	Policy
51	Remove the toilets and records room	The exterior and interior of the public toilets and records room are in poor condition. Demolish these buildings and decommission the septic tank	Avonhead Park Cemetery	\$45,000	M

Index	Action	Includes	Cemetery	Possible Costs	Priority*
52	Open seating area	Provide an open seating area including planting and granite walls with plaques to include information from the existing memorial walls	Avonhead Park Cemetery	\$20,000	M
53	Enhance Entrance	Enhance entrance including signage and modifications to the concrete entrance wall	Avonhead Park Cemetery	\$10,000	L
54	Pedestrian connection	Enhance the pedestrian connection with Avonhead Park including signage indicating the location of the public toilets in Avonhead Park	Avonhead Park Cemetery	\$5,000	VH
55	Tree maintenance and removal	Additional tree maintenance work including removal and limbing. The Eucalypts in the northern area are to be progressively removed	Avonhead Park Cemetery	\$75,000	M
56	Planting	Undertake tree or landscape planting as per the Development Plan	Avonhead Park Cemetery	\$75,000	M
57	Investigate acquiring adjacent land	Investigate options for acquiring adjacent land for future cemetery expansion	Avonhead Park Cemetery	\$5,000	H
58	Buffer to adjacent zone	Ensure any adjacent city plan changes provide a suitable buffer to the cemetery and any future extensions and a connection with future adjacent public greenspace	Avonhead Park Cemetery	Operational	U
59	Enhance entrance	Enhance pedestrian entrance including signage	Barbadoes Street Cemetery	\$5,000	L
60	Commemorate the Mortuary Chapel and original Sextons House sites	The original Sextons House, Mortuary Chapel and Lych-gate sites (including history, design and location) are to be commemorated on an interpretation panel	Barbadoes Street Cemetery	\$5,000	L
61	Improve drainage	Investigate means to improve surface water flooding to be done in conjunction with the Historic Places Trust	Barbadoes Street Cemetery	Operational	M
62	Remove vegetation	Planting on graves is to be removed as plants require pruning or when they die. To be done carefully with minimum intervention	Barbadoes Street Cemetery	Operational	Policy
63	Remove trees	Trees that are damaging the heritage fabric should be removed	Barbadoes Street Cemetery	Operational and Capital	Policy
64	Extension development	Cemetery expansion including access road, fencing, footpath connection and landscaping	Belfast Cemetery	\$110,000	VH
65	Remove trees	Trees that are damaging the heritage fabric are to be removed	Belfast Cemetery	Operational and Capital	Policy
66	Planting	Undertake tree or landscape planting as per the Development Plan	Belfast Cemetery	\$10,000	L
67	Realign the vehicle entrance	The entrance to the cemetery is to be realigned to allow for access to the proposed extension. As part of the northern arterial development, the entrance location will be negotiated with NZTA ⁵	Belfast Cemetery	Negotiated with NZTA	M

⁵ NZTA (New Zealand Transport Authority)

*Priority: indicative timeframes for implementation
– Urgent, Very High (2013/14 – 2015/16) High (2015/16 – 2017/18),
Medium (2018/19 – 2020/21), Low (2021/22 -), Policy

Index	Action	Includes	Cemetery	Possible Costs	Priority*
68	Expansion	Investigate options for acquiring adjacent land for future cemetery expansion including a possible Eco-burial site	Belfast Cemetery	\$5,000	U
69	Buffer to adjacent zones	Ensure any adjacent city plan changes provide a suitable buffer to the cemetery and any extension. Ideally this should include a connection with Kaputone Stream via public openspace	Belfast Cemetery	Operational	Policy
70	Remove the Sexton's House	The Sexton's House is vacant and in poor condition, this is to be removed including out buildings so the land can be used for burials	Bromley Cemetery	\$50,000	VH
71	Remove Macrocarpa hedge along boundary and replace with fence	Open up the cemetery entranceway to improve visibility into the cemetery by removing the large overgrown Macrocarpa hedge	Bromley Cemetery	\$30,000	M
72	Replace post and wire fence	The post and wire fence around the road boundary is to be replaced with a post and chain fence and low planting	Bromley Cemetery	\$25,000	L
73	Improve visibility	Remove hedges and replace with low planting and post and chain fence	Bromley Cemetery	\$20,000	M
74	Entrance enhancement	Enhance entrance including replanting, signage and modifications to the entrance wall	Bromley Cemetery	\$5,000	VH
75	Tree maintenance	Additional tree maintenance work including removal and limbing	Bromley Cemetery	\$5,000	M
76	Remove vegetation	Planting on graves is to be removed as plants require pruning or die, to be done carefully with minimum intervention	Bromley Cemetery	Operational	Policy
77	Planting	Undertake tree or landscape planting as per the Development Plan	Bromley Cemetery	\$30,000	M
78	Rezone the cemetery	Rezone the cemetery from Recreation to Conservation 4	Diamond Harbour Memorial Gardens Cemetery	Operational	Policy
79	Redevelop top level sunken seating area	Construct a memorial wall for ashes and plaques (including commemorative plaques for ashes or burials at sea) utilising the sunken area	Diamond Harbour Memorial Gardens Cemetery	\$20,000	Policy
80	Enhance entrance	Enhance entrance including gates, signage and planting	Diamond Harbour Memorial Gardens Cemetery	\$5,000	M
81	Improve vehicle and pedestrian access	Form vehicle access to top of first terrace and provide a footpath to all three levels including steps and handrails where required	Diamond Harbour Memorial Gardens Cemetery	\$15,000	M
82	Improve connection to Stoddart Point Recreation Reserve	Enhance pedestrian access from adjacent Stoddart Point Recreation Reserve, including signage and removal of fence where required	Diamond Harbour Memorial Gardens Cemetery	\$5,000	L
83	Tree maintenance and removals	Tree maintenance work	Diamond Harbour Memorial Gardens Cemetery	\$25,000	M

Index	Action	Includes	Cemetery	Possible Costs	Priority*
84	Planting	Undertake tree or landscape planting as per the Development Plan	Diamond Harbour Memorial Gardens Cemetery	\$25,000	L
85	Investigate potential Eco-burial areas	Investigations have revealed that no area within the cemetery is suitable for Eco-burials due to the water and clay content of the soil. Potential alternative sites in the Southern Harbour area will be investigated	Diamond Harbour Memorial Gardens Cemetery	\$5,000	H
86	Rezone the cemetery	Rezone the cemetery from Rural to Conservation 4	Duvauchelle Cemetery	Operational	Policy
87	Remove car park and fencing	Remove the existing car park, post and wire fence and trees in the fruit trial area	Duvauchelle Cemetery	\$15,000	M
88	Entrance enhancement	Enhance vehicle and pedestrian entrances including gates, fencing and signage, internal access road and compacted chip footpaths	Duvauchelle Cemetery	\$30,000	H
89	Extend the car park	New car park area including retaining where required	Duvauchelle Cemetery	\$30,000	H
90	Public toilet	Construct a toilet with disabled access	Duvauchelle Cemetery	\$150,000	H
91	Planting	Undertake tree or landscape planting as per the Development Plan	Duvauchelle Cemetery	\$20,000	L
92	Rezone the cemetery	Rezone the cemetery land from Rural to Conservation 4	Kaituna Valley Cemetery	Operational	Policy
93	Formalise cemetery boundary	Formalise the boundary and reclaim the cemetery land for cemetery purposes including removing existing post and wire fencing, and any new fencing required	Kaituna Valley Cemetery	\$15,000	VH
94	Formalise entrance	Formalise entrance to the cemetery with a gravel driveway from Kaituna Valley Road to the cemetery including wooden entrance gates (in a similar style to the church gates), signage and any retaining required	Kaituna Valley Cemetery	\$40,000	H
95	Planting	Undertake tree or landscape planting as per the Development Plan	Kaituna Valley Cemetery	\$4,000	L
96	Rezone the cemetery	Rezone the cemetery from Rural to Conservation 4	Le Bons Bay Cemetery	Operational	Policy
97	Headstones in grazed area need to be fenced from stock either individually or as a group	Some marked graves are outside the fenced area and susceptible to damage from stock, these need to be fenced either individually or collectively to protect the headstones	Le Bons Bay Cemetery	\$2,000	M
98	Entrance signage	Entrance signage	Le Bons Bay Cemetery	\$2,500	M
99	Formalise lease arrangement	Formalise a lease arrangement with the farmer to continue grazing the area of the cemetery where there are no headstones	Le Bons Bay Cemetery	Operational	M
100	Investigate as a potential Eco – burial site	Investigate as a potential Eco – burial site location	Le Bons Bay Cemetery	\$5,000	H

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Medium (2018/19 – 2020/21), Low (2021/22 -), Policy

Index	Action	Includes	Cemetery	Possible Costs	Priority*
101	Planting	Undertake tree or landscape planting as per the Development Plan.	Le Bons Bay Cemetery	\$3,000	L
102	Replace fence	Replace existing post and wire fence around the boundary of the cemetery with a post and chain fence and low planting	Linwood Cemetery	\$25,000	L
103	Reveal historic tram tracks	Remove asphalt cover over the buried tramlines leaving the adjacent asphalt for vehicle access, following guidance from the Historic Places Trust	Linwood Cemetery	\$15,000	L
104	Pedestrian entrance	Enhance pedestrian entrances including disabled access, planting and signage	Linwood Cemetery	\$20,000	VH
105	Vehicle access	Enhance car park area including signage	Linwood Cemetery	\$10,000	L
106	Enhance turning circle	Enhance turning circle area with seating and planting	Linwood Cemetery	\$10,000	L
107	Interpretation	Interpretation outlining the original location of the Sextons Lodge, tramway and mourning kiosk	Linwood Cemetery	\$6,000	M
108	Remove vegetation	Planting on graves is to be removed as plants require pruning or die. To be done carefully with minimum intervention	Linwood Cemetery	\$5,000	Policy
109	Remove trees	Trees that are damaging the heritage fabric to be removed	Linwood Cemetery	\$5,000	Policy
110	Tree maintenance and removal	Additional tree maintenance work including removal of pines in southern area	Linwood Cemetery	\$50,000	H
111	Planting	Undertake tree or landscape planting as per the Development Plan	Linwood Cemetery	\$40,000	M
112	Rezone the cemetery	Rezone the cemetery from Rural to Conservation 4	Little River Cemetery	Operational	H
113	Install barrier between the car park and cemetery grounds	Develop vehicle access into the cemetery from the church car park and define the area between the car park and the cemetery with a post and chain fence	Little River Cemetery	\$5,000	M
114	Enhance entrances	Enhance the existing wooden vehicle and pedestrian gates including signage	Little River Cemetery	\$5,000	M
115	Tree maintenance	Additional tree maintenance work including removal and limbing	Little River Cemetery	\$5,000	L
116	Planting	Undertake tree or landscape planting as per the Development Plan	Little River Cemetery	\$10,000	L
117	Enhance entrance	Enhance vehicle entrance including plastering concrete block pillars and any repairs required to the volcanic stone retaining wall and signage	Lyttelton Anglican Cemetery	\$5,000	M
118	Pedestrian entrances	Enhance pedestrian entrances including reconditioning existing wrought iron gates, signage and fencing	Lyttelton Anglican Cemetery	\$5,000	M
119	Tree maintenance	Additional tree maintenance work including removal and limbing	Lyttelton Anglican Cemetery	\$5,000	L
120	Planting	Undertake tree or landscape planting as per the Development Plan	Lyttelton Anglican Cemetery	\$5,000	L

Index	Action	Includes	Cemetery	Possible Costs	Priority*
121	Boundary check	Check the northern cemetery boundary as current fence may not be in the correct location	Lyttelton Anglican Cemetery	\$2,000	L
122	Steps and Memorial Wall	Investigate suitable locations for steps and a Memorial Wall to be installed, the wall is to include provision for lost-at-sea commemoration	Lyttelton Anglican Cemetery	\$5,000	M
123	Signage	Provide clear signage to show where the existing water tap is	Lyttelton Anglican Cemetery	\$1,000	H
124	Pedestrian entrances	Enhance the pedestrian entrances including reconditioning existing wrought iron gates and signage	Lyttelton Catholic and Public Cemetery	\$10,000	M
125	Continue retaining wall	Continue the stone retaining wall along the Reserve Terrace frontage	Lyttelton Catholic and Public Cemetery	\$10,000	M
126	Tree maintenance	Additional tree maintenance work including removal and limbing	Lyttelton Catholic and Public Cemetery	\$5,000	L
127	Planting	Undertake tree or landscape planting as per the Development Plan	Lyttelton Catholic and Public Cemetery	\$3,000	L
128	Ongoing management protocol	Develop protocol to manage areas of the cemetery with badly damaged graves, broken headstones and concrete kerbing	Lyttelton Catholic and Public Cemetery	Operational	H
129	Land damage	Investigate earthquake land damage	Both Lyttelton Cemeteries	Earthquake Funding	U
130	Possible unused cemetery area	Investigate the possibility that some areas of the cemetery may be unused (using ground penetrating radar)	Both Lyttelton Cemeteries	\$2,000	VH
131	Enhance entrances	Enhance vehicle and pedestrian entrances including signage and post and chain fencing	Memorial Park Cemetery	\$30,000	L
132	Remove fencing	Remove existing fencing along street boundaries and replace with post and chain fencing and low planting	Memorial Park Cemetery	\$15,000	L
133	Cycleway	Shared cycle / pedestrian pathway to link Ruru Road and Taurus Road	Memorial Park Cemetery	\$25,000	L
134	Tree maintenance and removal	Additional tree maintenance work including removal and limbing on north and east boundaries	Memorial Park Cemetery	\$30,000	H
135	Planting	Undertake tree or landscape planting as per the Development Plan	Memorial Park Cemetery	\$90,000	M
136	Rezone the cemetery to Conservation Zone	Rezone the cemetery from Business 1, to Conservation 2 (Historic Cemetery). Closed to future burials and protected. Gazette	Mount Magdala Cemetery of the Good Shepherd Sisters	Operational	Policy
137	Signage and interpretation	Signage and interpretation outlining the history of the Good Shepherd Convent at Mount Magdala and the cemetery	Mount Magdala Cemetery of the Good Shepherd Sisters	\$5,000	M
138	Tree maintenance	Additional tree maintenance work including removal and limbing	Mount Magdala Cemetery of the Good Shepherd Sisters	\$5,000	M

*Priority: indicative timeframes for implementation
– Urgent, Very High (2013/14 – 2015/16) High (2015/16 – 2017/18),
Medium (2018/19 – 2020/21), Low (2021/22 -), Policy

Index	Action	Includes	Cemetery	Possible Costs	Priority*
139	Planting	Undertake tree planting as per the Development Plan	Mount Magdala Cemetery of the Good Shepherd Sisters	\$3,000	L
140	Entrance enhancement	Enhance entrance including signage and removal of shrubs	Okains Bay Cemetery ⁶	\$2,500	M
141	Tree maintenance	Additional tree maintenance work including removal and limbing	Okains Bay Cemetery ⁶	\$5,000	L
142	Planting	Undertake tree planting as per the Development Plan	Okains Bay Cemetery ⁶	\$3,000	L
143	Protect headstones	Fence cemetery boundary and remove from grazing to protect the headstones and unmarked graves	Pigeon Bay Cemetery	\$10,000	H
144	Entrance improvements	Reconfigure entrance including wooden gates and signage and an informal car park area on cemetery land	Pigeon Bay Cemetery	\$15,000	VH
145	Tree maintenance and removal	Additional tree maintenance work including removal and limbing	Pigeon Bay Cemetery	\$10,000	M
146	Planting	Undertake tree or landscape planting as per the Development Plan	Pigeon Bay Cemetery	\$10,000	L
147	Enhance entrance	Enhance entrance including signage	Ruru Lawn Cemetery	\$5,000	VH
148	Sextons House	Sextons House and grounds to be refurbished in line with heritage principles for use by the Council and City Care as a secure working yard. All other sheds or buildings to be removed	Ruru Lawn Cemetery	\$40,000	H
149	Ballantynes Fire Memorial	Rebuild the Ballantynes Fire Memorial including enhancement work as required	Ruru Lawn Cemetery	Earthquake Insurance	VH
150	Entrance enhancements	Close Raymond Road entrance to public vehicles and provide signage at both entrances	Ruru Lawn Cemetery	\$10,000	L
151	Tree maintenance and removal	Additional tree maintenance work including removal and limbing, including removals of pine, macrocarpa and eucalypts on the eastern boundary	Ruru Lawn Cemetery	\$100,000	H
152	Planting	Undertake tree or landscape planting as per the Development Plan	Ruru Lawn Cemetery	\$75,000	M
153	Improve entrances	Enhance pedestrian entrances including signage. Rebuild brick wall on Connal Street to a lower level to improve visibility into the cemetery	Rutherford Cemetery	\$8,000	L
154	Remove vegetation	Planting on graves is to be removed as plants require pruning or when they die. This is to be done carefully with minimum intervention	Rutherford Cemetery	\$5,000	Policy
155	Tree maintenance and removal	Additional tree maintenance work including removal and limbing and the removal of (Maytenus) trees along North West boundary	Rutherford Cemetery	\$25,000	M
156	Remove trees	Trees that are damaging the heritage fabric should be removed, including removal of heritage/notable trees if required for health and safety reasons	Rutherford Cemetery	Operational and Capital	Policy
157	Planting	Undertake tree or landscape planting as per the Development Plan	Rutherford Cemetery	\$25,000	M

⁶ Okains Bay development by the Council is dependant upon resolution of investigation into legal responsibility for management

Index	Action	Includes	Cemetery	Possible Costs	Priority*
158	Rezone portion for park use	The open ground adjacent to Somerfield Park currently used as part of the park along the southern side of the cemetery is to be rezoned for park use due to the high water table. Survey, classify, gazette, and zone Open Space 2	Sydenham Cemetery	Operational	M
159	Define cemetery boundary with park	Define the edge of the cemetery and Somerfield Park with low planting and a post and chain fence	Sydenham Cemetery	\$5,000	M
160	Enhance car park area	Enhance car park area including planting and interpretation outlining the original Sextons House location. Remove reference to Somerfield Residents Association from existing interpretation	Sydenham Cemetery	\$10,000	L
161	Replace planting	Remove planting in raised ashes area and replant	Sydenham Cemetery	\$5,000	L
162	Remove vegetation	Planting on graves is to be removed as plants require pruning or when they die. This is to be done carefully with minimum intervention	Sydenham Cemetery	Operational	Policy
163	Remove trees	Trees that are damaging the heritage fabric to be removed	Sydenham Cemetery	Operational and Capital	Policy
164	Tree maintenance and removal	Additional tree maintenance work including removal and limbing including the Lombardy Poplar trees along the eastern boundary and Silver Birch trees along the northern boundary	Sydenham Cemetery	\$70,000	H
165	Planting	Undertake tree or landscape planting as per the Development Plan	Sydenham Cemetery	\$20,000	M
166	Enhance entrance	Enhance entrance including signage and removal of any inappropriate planting	Waimairi Cemetery	\$15,000	L
167	Remove planting around toilets	Overgrown shrubs and trees that are growing around the toilet block are to be lifted to improve visibility and safety and comply with CPTED ⁷ principles	Waimairi Cemetery	\$5,000	VH
168	Remove vegetation	Planting on graves is to be removed as plants require pruning or when they die. This is to be done carefully with minimum intervention	Waimairi Cemetery	Operational	Policy
169	Remove trees	Trees that are damaging the heritage fabric to be removed	Waimairi Cemetery	Operational and Capital	Policy
170	Tree maintenance and removal	Additional tree maintenance work including removal and limbing including the removal of trees in the transmission line corridor	Waimairi Cemetery	\$10,000	H
171	Planting	Undertake tree and landscape planting as per the Development Plan	Waimairi Cemetery	\$10,000	L
172	Rezone the cemetery to Conservation zone	Rezone the cemetery from Rural to Conservation 4	Wainui Cemetery	Operational	Policy
173	Increase capacity of working cemetery	Expand the working cemetery out to the east and west boundaries including fencing	Wainui Cemetery	\$20,000	H

⁷ CPTED (Crime Prevention Through Environmental Design)

*Priority: indicative timeframes for implementation
 – Urgent, Very High (2013/14 – 2015/16) High (2015/16 – 2017/18),
 Medium (2018/19 – 2020/21), Low (2021/22 -), Policy

Index	Action	Includes	Cemetery	Possible Costs	Priority*
174	New vehicle access	New vehicle access/ driveway to be developed on the northern side of the working cemetery area including wood gates and signage	Wainui Cemetery	\$15,000	L
175	Enhance entrance	Enhance entrance (including any renovation required on the brick pillars and steel gates) and signage	Wainui Cemetery	\$5,000	M
176	Tree maintenance	Additional tree maintenance work including removal and limbing	Wainui Cemetery	\$5,000	L
177	Planting	Undertake tree or landscape planting as per the Development Plan	Wainui Cemetery	\$8,000	M
178	Complete fencing boundary	Post and rail wood fence along the West Coast Road boundary	Yaldhurst Cemetery	\$10,000	M
179	Tree maintenance	Additional tree maintenance work including removal and limbing	Yaldhurst Cemetery	\$15,000	M
180	Planting	Undertake tree or landscape planting as per the Development Plan	Yaldhurst Cemetery	\$15,000	M
181	Formalise lease arrangement	Formalise a lease arrangement with the farmer to continue grazing the area of the cemetery where there are no headstones	Yaldhurst Cemetery	Operational	M

*Priority: indicative timeframes for implementation
– Urgent, Very High (2013/14 – 2015/16) High (2015/16 – 2017/18),
Medium (2018/19 – 2020/21), Low (2021/22 -), Policy



2.0 Introduction

There are a total of twenty seven cemeteries within the Christchurch District which the Council owns, manages or administers on behalf of other organisations. Thirteen of the cemeteries are within the Christchurch City area and fourteen are on Banks Peninsula. Refer to figure 1.

Within the Christchurch City area four cemeteries are closed; Addington Cemetery, Barbadoes Street Cemetery, Mount Magdala Cemetery of the Good Shepherd Sisters and Rutherford Cemetery. Five are reaching capacity (generally burials are only available in pre – purchased plots or second interments); Belfast Cemetery, Bromley Cemetery, Linwood Cemetery, Sydenham Cemetery and Waimairi Cemetery. Four cemeteries are still open for all burials; Avonhead Park Cemetery, Memorial Park Cemetery, Ruru Lawn Cemetery and Yaldhurst Cemetery. An extension to Belfast Cemetery will also provide an additional working cemetery in the next few years.

With the exception of Belfast Cemetery which is owned by the Crown and Mount Magdala Cemetery of the Good Shepherd Sisters which is owned by the Good Shepherd Convent Trust Board (Australia) all other city cemeteries are owned by the Council.

Within the Banks Peninsula area one cemetery is closed; Akaroa French Cemetery. Five are reaching capacity (generally burials are only available in pre – purchased plots or second interments); Akaroa Anglican Cemetery, Akaroa Catholic Cemetery, Akaroa Dissenters Cemetery, Lyttelton Anglican Cemetery and Lyttelton Catholic and Public Cemetery. Eight cemeteries are still open for all burials; Diamond Harbour Memorial Gardens Cemetery, Duvauchelle Cemetery, Kaituna Valley Cemetery, Le Bons Bay Cemetery, Little River Cemetery, Okains Bay Cemetery, Pigeon Bay Cemetery and Wainui Cemetery.

Ten cemeteries on Banks Peninsula are owned by the Council; Akaroa Anglican Cemetery, Akaroa Dissenters Cemetery, Diamond Harbour Memorial Gardens Cemetery, Duvauchelle Cemetery, Kaituna Valley Cemetery, Little River Cemetery, Lyttelton Anglican Cemetery, Lyttelton Catholic and Public Cemetery, Pigeon Bay Cemetery and Wainui Cemetery. Two cemeteries are owned by the Roman Catholic Diocese; Akaroa French Cemetery and Akaroa Catholic Cemetery. Both are managed and maintained by the Council. The Council and the

Roman Catholic Church are in negotiations over the future use of the cemeteries and ownership. Le Bons Bay Cemetery and Okains Bay Cemetery are owned by the Crown. Intended changes to the administration of Okains Bay Cemetery may require future modification to projects contained within this Plan or result in the non-applicability of the Development Plan to that cemetery.

The Plan provides a strategic vision that sets the direction for the development and management of the Council owned, administered or managed cemeteries for the next 50 years. The Plan also includes a breakdown of projects with approximate costings to enable future Long Term Plan budget planning to be undertaken. There is no certainty that any project raised for funding through the Long Term Plan will be funded.

The purpose of the Plan is to:

- Retain, manage and promote the unique character of each cemetery.
- Guide, influence and advocate for the on-going integrated management and development of cemeteries as public open space.
- Recognise the cultural and spiritual values in relation to burials and cemeteries and the sites of significance to Ngāi Tahu.
- Promote the protection and enhancement of the cultural and historical features of cemeteries.
- Ensure provision of land suitable for burial and ash interments for future generations.
- Promote and ensure safe public access in all cemeteries.
- Ensure the right of residents to be interred in any of the “open” cemeteries in the Christchurch District.
- Encourage the use of some cemeteries for public social activities.



Addington Cemetery

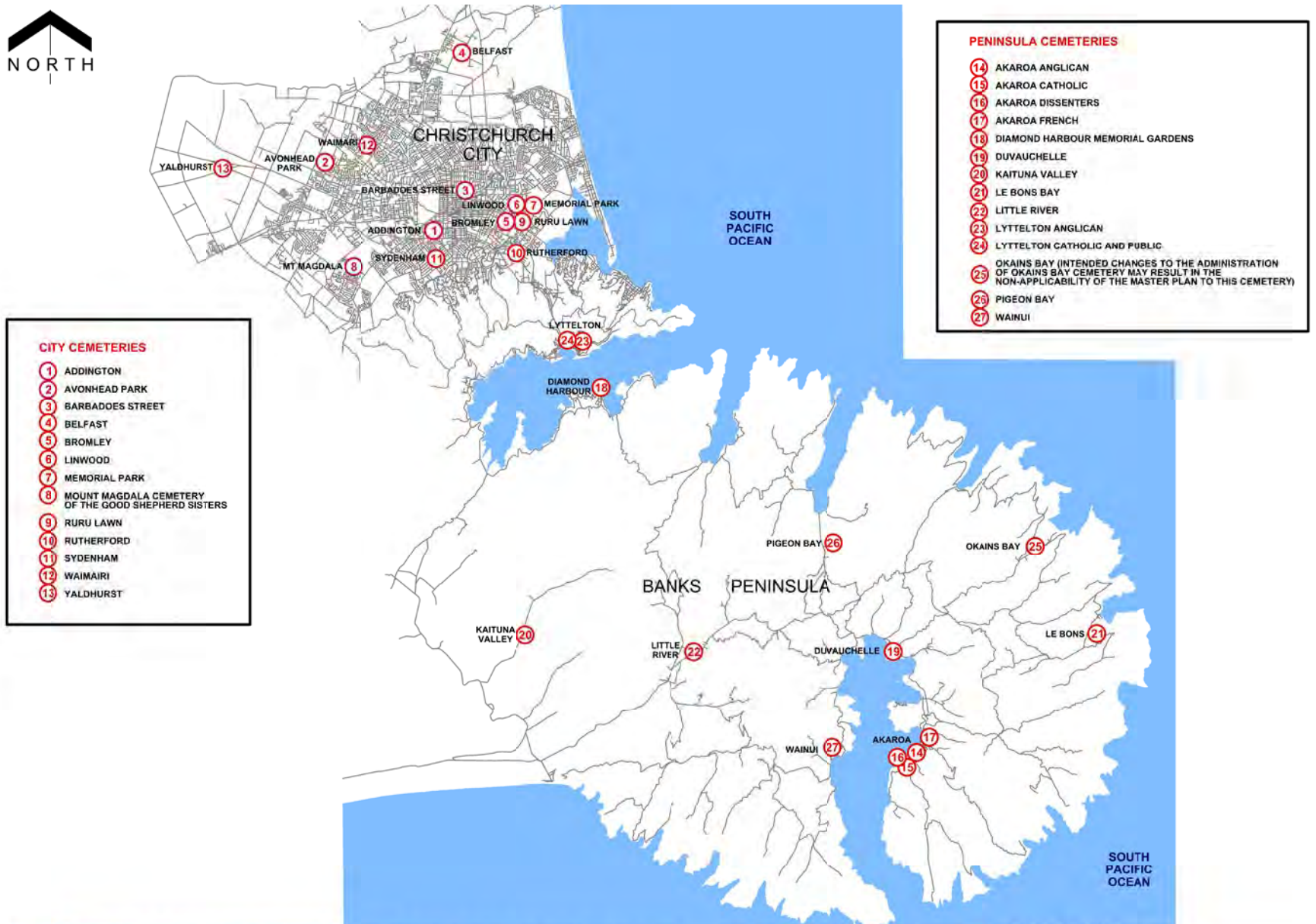


Figure 1: Cemeteries within the Christchurch District which the Council owns, maintains or administers on behalf of other organisations

3.0 Planning drivers

- The review of the Bylaw to include all the Council owned and administered cemeteries in the Christchurch District under one Bylaw.
- An aging population and the demand for burial sites with limited land available for cemeteries.
- Recognition of the historic, cultural, spiritual and religious differences of each cemetery and to protect and conserve these values – the cemetery character.
- To include in decision-making the relationship of Māori and their culture and traditions to their ancestral land, water, sites, wāhi tapu, fauna and flora, other taonga, and tikanga associated with burials.
- A growing demand for Eco-burials (natural burials) and a location for these burials.
- The improved management of historic cemeteries, recognising their cultural, heritage and conservation values.
- Provision to accommodate a mass burial in the event of a pandemic.
- Rezoning the Banks Peninsula cemeteries to align with the zoning of the Christchurch City cemeteries for consistency.
- The planning, operation and maintenance of cemeteries owned and administered by the Council is consistent throughout the Christchurch District.



Belfast Cemetery

4.0 Consultation summary

Community consultation was initially undertaken in 2005, with further consultation from 2007–09 using a questionnaire, focus groups and workshops. There were a number of issues that repeatedly arose during the consultation that are applicable to the majority of the cemeteries, these are a summary of the main points:

Presence/absence of trees and shrubs

Advocates of natural burials wanted to see burial sites become areas of regenerating native bush. For other people the idea of trees in a cemetery especially on top of a grave was deeply disturbing.

Grave decoration

Extensive grave decoration is desirable for some people who can become very distressed if it is removed. Other people who expect and prefer a neat and tidy lawn cemetery can become very upset if an adjacent grave has been extensively decorated.

Presence of food

Food left on a headstone as a sign of respect or consumed by visitors during feasting/picnicking in a cemetery is common. This may be acceptable among some cultures however it is highly offensive, abhorrent or forbidden to others, especially Māori culture.

Presence/absence of grave marker/headstone

Grave sites need to be locatable by GPS/GIS with on-site maps and electronic forms available.

Maintenance

Mowers running over graves and/or headstones was considered disrespectful by some people. Other people wanted neat edges and tidy lawns. While others would like no maintenance or very little maintenance.

Identification of place

Designated burial areas to be clearly set aside and identifiable as a special place of tranquillity and respect: not obviously a cemetery but integrated into parks and walkway areas.

Grave security

Graves should have a concrete cover and some sort of fencing or concrete kerbing to act as a barrier to prevent people (or mowers) from walking over the grave.

Disposal of ashes

Scattering of ashes in rivers and waterways is desirable by some but abhorrent to others, especially Māori.

Accommodating different requirements

All ethnic and religious groups believed different requirements should be addressed, some preferred to have separate areas set aside. The sentiment that one rule should be for all and enforced by a bylaw was of a minority opinion.

Extension of existing cemeteries and acquisition of land for new cemeteries

The need to consult with Ngāi Tahu regarding the extension of existing cemeteries and any proposal to acquire land to establish new cemeteries was identified.

Cemetery design

Design considerations for cemeteries should include:

- Incorporation of Māori values .
- Gathering areas for large groups of people without having to stand on graves.
- The orientation of graves.
- The recognition that each cemetery has its own style or theme and not all cemeteries have the same look.
- An entranceway that signifies the entrance to a special place of remembrance and respect.
- Built structures for multiple storage of ashes.
- Paths and shelter from adverse weather.
- Seating to enable people to rest and reflect while walking through the cemetery.
- Car park areas to restrict cars from parking on grassed areas or too close to graves.
- Not being situated close to areas of industrial noise or excessive traffic noise.
- Landscaping should create smaller private spaces, assist in buffering noise and provide seasonal colour.
- Water outlets should be available near grave sites.
- Grave markings to identify the location of the grave, with the exception of natural burials.

Consultation on this plan was undertaken between 14 December 2012 and 19 February 2013. A total of 100 submissions were received and considered by a Council hearings panel prior to Councils approval in June 2013.

5.0 Vision

To provide direction for the development and management of the cemeteries owned, managed or maintained by the Council for the next 50 years,

and

the natural, cultural, heritage, landscape and spiritual values are protected and enhanced by the integrated management of these areas as reserves and open spaces,

while

Māori values and traditions to their ancestral land, water, sites, wāhi tapu, fauna and flora, and other taonga are protected and culture are enhanced.



Ruru Lawn Cemetery

6.0 Planning objectives

- The future provision of cemetery land within the next 10 years for a minimum use of 100 years. The working cemeteries in Christchurch City are estimated to reach their capacity for burials in approximately 10 years time. After this time period additional land will be required to undertake burials.
- To recognise and acknowledge Ngāi Tahu objectives in the operation and management of cemeteries.
- To recognise and manage heritage cemeteries sites and the values associated with them.
- Align the operational and management practices for the cemeteries of similar type and location within the Christchurch District.
- To provide the same planning principles applied to public open space reserves to all cemeteries, such as public access, recognition of historic features and protection of the ecological, landscape, cultural, spiritual and religious values.



Avonhead Park Cemetery

7.0 Tangata Whenua

Tangata whenua is the Māori name for ‘people of the land’. In the Plan area, the tangata whenua are Ngāi Tahu, through Te Rūnanga o Koukourārata, Te Ngāi Tūāhuriri, Te Taumutu Rūnanga, Te Hapū o Ngāti Wheke (Rāpaki Rūnanga), Ōnuku Rūnanga and Wairewa Rūnanga.

The iwi of Ngāi Tahu comprises whānau who descend from both the northern ancestor Tahu and the peoples who were here before the Ngāi Tahu southward migration: Ngāti Mamoe and before them Waitaha. Ngāi Tahu rangatira (leaders/chiefs) gained control of the land and resources from Ngāti Mamoe through acquisition and intermarriage to become the rangatira of the area and to hold manawhenua (tribal authority) over the lands, waters and other taonga. Ngāi Tahu holds the ancestral and spiritual relationships within the area of this Plan.

7.1 Ngāi Tahu issues

There are several key matters that arise for Ngāi Tahu in relation to the development of the Plan.

- Spiritual and cultural values. The departure of *mate* has significant spiritual and cultural meaning to Māori. The main identified spiritual requirements are; the provision of a watertap for safety and spiritual well being, whānau being able to fill the grave, and determine the placement of headstones, undertake unveiling ceremonies and be involved in the maintenance of grave sites. Consideration is also required regarding the dispersal of human ashes into water ways as it is considered to be culturally inappropriate unless it is in an area specifically agreed to by tangata whenua.
- Ngāi Tahu also advocate for the provision of special areas within cemeteries for Māori from other places that recognize and provide for Māori spiritual values including ensuring that provision for placement of bodies for Māori people in ways and orientation that reflect their ancestral connections. Ngāi Tahu support recognition of other cultural practices as long as tikanga Māori is protected.
- Cemeteries management and future planning should focus on the recognition of kaitiakitanga, sustainability and long term protection of the environment. In addition, the management and maintenance of cemeteries is of importance to Ngāi Tahu. All cemeteries should be maintained to a standard that reflects their cultural and spiritual significance. It is important that

databases of bodies and ashes are well managed and publicly accessible to allow for the easy identification of hapu and whānau. Ngāi Tahu supports the introduction of systems that plot each grave site using GIS. It is expected that names and signage in cemeteries reflect Māori associations.

- Procedures to be followed when whānau are burying their members need to be developed that take into account spiritual values.
- Cemetery expansion and new sites is a culturally significant issue that requires consultation in the early stage of considering options.
- Interment of human bodies can lead to adverse environmental effects that result in effects on tangata whenua values. Of particular concern are effects on ground water levels and the need to ensure that water is not contaminated. The spreading of ashes is also sensitive to tangata whenua.
- Ngāi Tahu urupā (ancestral and contemporary) are not under the control of the Council, but issues surrounding them have arisen from consultation with Ngāi Tahu, and is a specific area for follow up by the Council in this Plan.

7.2 Planning proposals

To enable Māori values and relationships to be recognised and provided for by the Council in the management of cemeteries in the Christchurch District, the following planning proposals are listed below⁸:

Provision to allow Māori to meet their cultural and spiritual requirements regarding *mate* departure.

- To allow for Māori to meet their cultural and spiritual requirements it is necessary that special arrangements be implemented in all public cemeteries. This includes provision of a water tap at each cemetery and the development of procedures between the Council and Māori that will allow whānau to fill in grave sites as well as determine the placement of headstones and accommodate any special protocols for unveiling of graves. The Council will work with Ngāi Tahu to develop special procedures to provide for this.
- Engage with Ngāi Tahu on issues and protocols regarding the management of urupā.

Naming and involvement of Ngāi Tahu in the design, landscaping and development of structures and facilities in public cemeteries (in relevant locations).

- Recognition of Ngāi Tahu’s mana through identification of Māori issues in planning documents and through the use of appropriate names in location and directional signage, management plans, maps, information tools and interpretation panels, for cemetery management.
- Involvement of Ngāi Tahu with the naming of structures and facilities within public cemeteries and through advice on constructions in cemeteries.
- Dual names to be used where specifically requested.

Protection, restoration and enhancement of natural values in some cemeteries (as appropriate).

- The Council will engage with Ngāi Tahu for review of relevant operating and closed cemeteries to determine if any indigenous plantings are necessary.
- In the event that cemeteries are identified by Ngāi Tahu for this purpose, the Council will work with Ngāi Tahu to identify appropriate landscape design and planting requirements.

New cemetery planning and scoping.

- Ngāi Tahu will be consulted regarding the extension of existing cemeteries and the identification of sites for new cemeteries.
- The Council will consult further with Ngāi Tahu for planning and management of new and extended cemeteries within the Christchurch District.
- The Council will actively protect tangata whenua values in the establishment of new cemeteries or extensions to existing cemeteries.

⁸ *Mahaanui Iwi Management Plan 2013 will be consulted as a first step in future proposals likely to affect Ngāi Tahu.*

Research and monitoring.

The Council will consider the following research and monitoring proposals for public cemeteries.

- Identification of ground water levels in relation to the siting of graves for all public cemeteries.
- To support regular monitoring of cultural health of any waterways that are nearby cemeteries using the Ngāi Tahu State of the Takiwā⁹ methodology.



Avonhead Park Cemetery

⁹ *State of the Takiwā, Te Āhuetanga o Te Ihutai – Cultural Health Assessment of the Avon-Heathcote Estuary and its Catchment, July 2007, Craig Pauling (Te Rūnanga o Ngāi Tahu) et al.*

8.0 Cemetery development in the Christchurch District

The earliest burials in the Christchurch District were on Banks Peninsula. Akaroa was the main resort for the whaling ships working around the Peninsula coast from the early 1830s. The oldest consecrated cemetery is the Akaroa French Cemetery on L'Aube Hill which opened in 1840.

A small number of church graveyards were established in the 1850s and 1860s in Christchurch City, however the earliest public cemetery was the Barbadoes Street Cemetery which opened in 1851. The cemetery was located on the perimeter of the central city with Barbadoes Street separating the Anglican (Church of England) section from the Roman Catholic and Dissenters sections. The denominational exclusivity of Barbadoes Street Cemetery prompted the establishment of Addington Cemetery in 1858 by the Presbyterian Church. The cemetery was effectively the first public cemetery open to all denominations. Rutherford Cemetery opened in 1866 and was associated with St John's Church, Ferry Road. Mount Magdala Cemetery of the Good Shepherd Sisters opened in 1888 to cater for the Good Shepherd Convent which was a self sufficient community at Halswell.

On Banks Peninsula separate denominational cemeteries were established in the 1850s at Akaroa and Lyttelton. Akaroa Anglican Cemetery 1857, Akaroa Catholic Cemetery 1863, Akaroa Dissenters Cemetery 1873, Lyttelton Anglican Cemetery 1850 and Lyttelton Catholic and Public Cemetery 1873. The Anglican cemeteries took precedence at both locations being established first and occupying the most advantageous sites. A number of church graveyards were established including Little River Cemetery adjacent to St Andrews Church which opened in 1878 and Kaituna Valley Cemetery adjacent to St Kentigans Church which opened in 1935. A number of cemeteries developed on the Peninsula to cater for the small rural communities developing around sawmilling and farming. The earliest was Le Bons Bay Cemetery which opened in 1862. Others include Duvauchelle Cemetery 1881, Okains Bay Cemetery 1869, Pigeon Bay Cemetery 1865 and Wainui Cemetery 1890. The majority of the Peninsula cemeteries have the topographical advantage of being located on hill sites that provide good views and drainage.

Linwood Cemetery opened on the edge of the city in 1884 and was open to all denominations. As the city grew, further public cemeteries were later established to cater for growing demands particularly in the south and west of the city including Belfast Cemetery 1904, Sydenham Cemetery in 1896, Waimairi Cemetery 1909, and Yaldhurst Cemetery 1887. All of these cemeteries are similar in layout and monumental styles. As the Linwood Cemetery was filling rapidly Bromley Cemetery opened in 1918 coinciding with the outbreak of influenza in the same year. Bromley Cemetery became the main cemetery for the eastern side of the city. Due to demand further land was purchased near Bromley Cemetery in the 1930s at the time the concept of a lawn

cemetery was becoming popular. The lawn cemetery concept included creating restful surroundings and providing greater control and easier maintenance than traditional cemeteries which were filled with cold stone and harsh concrete kerbing. Ruru Lawn Cemetery opened in 1941 as a lawn cemetery, incorporating planting and avenues of trees and shrubs. There were no upright headstones only regulation sized plaques set into the ground. Additional land was purchased opposite Ruru Lawn Cemetery and Memorial Park Cemetery was developed throughout the 1940s and early 1950s. The Memorial Park Cemetery opened in 1956 and allowed for upright headstones.

For many years the lawn cemetery concept was the most popular. When Avonhead Park Cemetery opened in 1983 it aimed to take the lawn cemetery concept a step further than Ruru Lawn Cemetery had done 40 years earlier proposing a complete absence of headstones, however this scheme did not find favour with the community and plaques were eventually allowed. Later areas of the cemetery allowed for memorial style headstones which are the most popular today.

Diamond Harbour Memorial Gardens Cemetery is the Council's most recent cemetery opening in Diamond Harbour in 2002. The cemetery is designed in terraces in accordance with the topography of the site¹⁰.



Addington Cemetery

¹⁰ Overview of Cemetery Development in Christchurch and Banks Peninsula by Helen Brown and Jenny May

9.0 Issues and opportunities

9.1 Cemeteries as public open space

Cemeteries in the Christchurch District have developed in response to changing trends. The traditional style of elaborate headstones and concrete kerbing has been replaced with the lawn concept which provides for a more open park like environment particularly at Avonhead Park Cemetery and Ruru Lawn Cemetery.

While the trend is now tending back towards a preference for headstones allowing families to mark a grave the lack of elaborate concrete kerbing and a restriction in the size of monuments is providing for open park like environments.

Cemeteries are places where people can go and grieve and for quiet contemplation, however they also provide a real opportunity as multi – functional open spaces. Older open style cemeteries (where visiting is not so regular), for example, Barbadoes Street Cemetery, can become places for social activities such as informal free weekend concerts, social gatherings or public tours. Such events must be carefully considered to minimise disturbance to visitors requiring quiet contemplation. In New Zealand, the cultural considerations for tikanga Māori would need careful consideration in an event where the Council would be considering such multiple uses.

9.2 Eco-burials

The most recent trend is a move towards a more ‘ecological’ process of burial related to the broader shifts in the relationship between humans and their environment. There has been an increasing demand from residents to have an Eco-burial cemetery within the Christchurch District.

Eco-burials (also referred to as natural burials) are a form of burial where no chemicals or toxic substances are used to preserve or embalm the body or in the burial process. Decomposition is encouraged. The aim of an Eco-burial site is to encourage indigenous restoration. Refer to the Handbook for rules and criteria for Eco-burials.

A suitable site has not been selected, however, the following options are being considered:

- The use of unused cemetery land at existing cemeteries. Le Bons Bay Cemetery has been identified as a suitable site as a large area of the cemetery is not used for cemetery purposes and the setting would be appropriate to establish native plantings.
- Utilise land owned by the Council to the west of the city.
- Purchase land in the west of the city adjacent to an existing cemetery.
- A regional site shared with an adjacent District. Selwyn District Council is currently looking at the possibility of acquiring a suitable site close to Christchurch City.

As well as the selection of the site there are a number of other considerations that need to be considered including:

- The site should be accessible to Christchurch city, the main population base for the Christchurch District.
- Aerobic, organically active soil suitable for decomposition.
- Low risk of contamination of groundwater or surface water.

Any possible site will be assessed in regard to tangata whenua values and interests. The site selection must recognise and provide for protection of the cultural and spiritual values of Ngāi Tahu and early consultation initiated with the relevant rūnanga.

Consideration will be made for setting aside an additional area(s) for Eco-burials where no surgical implants are permitted.

As the selection and establishment of an Eco-burial cemetery within the Christchurch District may take a few years, Green Burials are also being offered as an option. The difference between Eco-burials and Green Burials is that Green Burials may take place in any operational cemetery. Green Burials therefore are subject to the same monument rules that apply to other burials in that particular cemetery. The rule prohibiting planting on top of graves in operating cemeteries also applies to Green Burials in those cemeteries. Refer to the Handbook for criteria for a Green Burial.

9.3 Vegetation

Vegetation is one of the universal dimensions of cemetery design. Particular plants appear repetitively in burial sites all around the world including;

- **The Yew tree:** symbolises life, rebirth, protection, strength, power and honour. It is also seen as the guardian of the underworld, death and afterlife.
- **Weeping Willow trees:** are symbolic of the mourning process, death, tears, reflection, grief and healing. They are also associated with life, inspiration and dreams.
- **Rosemary:** is symbolic of remembrance, fidelity and death.
- **Lilies:** are symbolic of faith, promise, fertility, cleansing and remembrance.
- **Ivy:** is symbolic of fidelity, love, growth, renewal and opportunity. In England it was believed that if ivy did not grow on a grave it meant the soul was unhappy in its other world.
- **Lavender:** symbolises devotion, purity and solitude.
- **Cherry trees:** symbolise devotion, purity and solitude.
- **Cedar trees:** are said to help balance the emotion and mental state bringing calm and inspiration. They symbolise healing, cleansing and protection.
- **Pine trees:** are symbolic of creativity, life, longevity and immortality.
- **Roses:** symbolise contemplation, love and beauty.
- **Oak trees:** symbolise life, strength, wisdom, family, loyalty, power and honour.

Many of the Christchurch District cemeteries date back to the 19th Century and contain established plantings of oak and yew trees brought with the early settlers from Europe to remind them of home. More recent plantings have included native trees and shrubs as planting trends change. In the past the Council has undertaken planting on graves particularly at Addington Cemetery, Linwood Cemetery, Rutherford Cemetery and Sydenham Cemetery, however, this practice is no longer acceptable as plants are damaging the fabric of graves, monuments and concrete kerbing. Plants are proposed to be progressively removed (including trees) as they require pruning or as they die. This will be done carefully with minimal intervention. The exception to removing a shrub or tree would be if the family

or relative of the person buried in the grave, or tangata whenua requested the plant to remain and there was no damage to other graves or monuments in the vicinity. Inappropriate planting within wider cemetery areas will also be progressively removed. Refer to the Handbook for maintenance of plots and graves (including Eco-burials and Green Burials) which clearly outlines that new planting on graves is no longer acceptable.

9.4 Heritage

All Christchurch District Cemeteries reveal a wealth of historical detail, genealogical and social history and also varying attitudes towards death. They tell of hardship, the tragedies of child death, and specific events such as the 1918 flu epidemic, world wars, the 1947 Ballantynes Fire and the 2011 Christchurch Earthquake. Cemeteries are trapped in a time warp and have not been modified, adapted or destroyed as has so much else in the historic fabric. The main change over time is planting as differing trends come and go.

Five cemeteries in the Christchurch District are closed; Addington Cemetery, Barbadoes Street Cemetery, Mount Magdala Cemetery of the Good Shepherd Sisters, Rutherford Cemetery and Akaroa French Cemetery. Any work undertaken in any of these cemeteries requires a resource consent and should also be undertaken with reference to the Conservation Plans and align with the ICOMOS New Zealand Charter¹¹, the Historic Places Trust, the Historic Cemeteries Conservation Trust of New Zealand, the community and relatives. Addington Cemetery, Barbadoes Street Cemetery and Linwood Cemetery are subject to Conservation Plans.

All cemeteries in the Christchurch District were damaged during the September 2010 and February 2011 Christchurch Earthquakes. There is currently a 'make – safe' programme in progress (as of June 2013). Additional protocol for managing the future use and access to some of the more badly damaged cemeteries such as Lyttelton Catholic and Public Cemetery will also need to be developed.

There are currently cemetery records and information of historic Christchurch District cemeteries held by private organisations and libraries.

The practicality of establishing a central database will be investigated. This will be done without impinging on the rights of individual organisations.

9.5 Culturally specific areas within cemeteries

Historically in Christchurch District cemeteries there have always been areas set aside for religious denominations. It is the Council's responsibility to consider such requests under the Burial and Cremation Act 1964.

Māori have cultural and spiritual requirements regarding the departure of *mate* (dead people) and these requirements need to be provided for in cemeteries.

The diversity of cultures within Christchurch and different cultures have different religious requirements. More recently there have been requests for areas to be set aside for ethnic groups. Some already exist such as the Muslim area at Memorial Park Cemetery.

Different ethnic groups also have different customs for grave decoration and the burial ceremony. In some Christchurch District cemeteries grave adornment is a problem with personal items such as windmills or even rocks and stones and fences providing problems for maintenance crews. Lightweight items can easily blow over other graves which may be offensive to others. Refer to the section on wreaths and other tributes in the Handbook. One of the most common requests is for an area to be set aside for exclusive use by a particular group.

Options the Council has considered include:

- Providing an area within an existing or new cemetery to be divided into separate areas for cultural groups. Planting may be required for visual separation. This option may require families entering into a maintenance agreement (with the Council) so the individual family maintain the top of the grave instead of the Council. This would be in perpetuity.
- Group's pre-purchase plots. This has been discouraged in the past as there are many unused plots in Christchurch District cemeteries.
- Groups purchase land for a private cemetery. This option is provided for under the Burial and Cremation Act 1964, however it is an expensive and time consuming process that could well be beyond the means of many groups.

Additional investigation into cultural groups and their needs and requirements will be undertaken including the development of a plot allocation protocol considering the cultural needs of known groups and expected compatibilities for co-location. This investigation may involve existing or new sites acquired for cemeteries. Notably the holding of plots without payment will not be continued.

9.6 Pandemic

In the event of a pandemic or large scale disaster the Council is required under the Burial and Cremation Act 1964 to accommodate a mass burial.

The Christchurch District is required to allow for up to 3,000 burials. The bodies would be buried shoulder to shoulder (on average allowing one metre width per body) and would be covered with a minimum of one metre of soil.

Alternatives such as freezing bodies at a temporary facility could be investigated so that bodies could be buried when and where requested rather than a mass site.

Both Avonhead Park Cemetery and Memorial Park Cemetery would be available to accommodate a mass burial (as of June 2013) both have suitable ground conditions, are easily accessible for vehicles and have a large enough area of vacant land.

¹¹ ICOMOS (New Zealand Charter for the Conservation of Places of Cultural Heritage Value)

9.7 Maintenance

The Council has statutory obligations to operate and maintain public cemeteries in the Christchurch District under the Burial and Cremation Act 1964.

Cemeteries within the Christchurch District which are either owned by or under the administration of the Council are managed and maintained as per the Handbook and the Christchurch City Council Maintenance Contract for Urban Parks 2012. This document gives direction as to how cemeteries are to be maintained including mowing regimes, planting and Sexton Services.

The following set of guidelines should be followed when undertaking any work in the five closed cemeteries as well as areas of any other cemetery within the Christchurch District which dates back to the 19th Century. In some cases there may be different maintenance regimes required for cemeteries dating back to the 19th Century which are still open. Examples are Belfast Cemetery and Yaldhurst Cemetery.

- Maintenance should be kept to a minimum with little disturbance to the heritage fabric.
- Let the natural process of decay continue with repairs only being made where absolutely necessary and where the fabric of the cemetery is not changed in any way.
- Don't add any features unless absolutely necessary.
- Where possible retain historic plantings as long as they are not damaging the fabric of the cemetery.
- Remove inappropriate tree and plant species as they die.
- Remove inappropriate plantings on graves.
- Restrict new plantings – keep minimal and simple.

Maintenance within working areas of a cemetery should be in keeping with the style and character of the cemetery and align with the Development Plans prepared for each cemetery in this Plan. Trees and planting have been kept to a minimum and should be chosen appropriately for the site.

9.8 Community involvement

The Council recognises the importance of community involvement particularly community groups.

Linwood Cemetery has an active community group dedicated to assisting with the maintenance and preservation of this cemetery. The Council awareness of community 'ownership' of other cemeteries within the Christchurch District has developed following the public consultation process. In order to better achieve community outcomes and tap into local knowledge and experience the Council will proactively engage with local communities who have expressed an interest in the future development of their 'local' cemetery. The scope of the Council's relationship with any community group will be considered on a case-by-case-basis. This may be limited to future consultation over cemetery development detail or may develop into a formal agreement with groups which are more organised and have a legal entity for cemetery maintenance, tour guiding or supply of genealogical information.

9.9 Cemeteries in the future

Within the next 15 years it is anticipated that cemeteries located within Christchurch City will reach their capacity for burials. The Christchurch City Councils Water and Services Assessment – Cemeteries and Crematoria Report (2005) identified a substantial increase in predicted deaths over the next 20 years due to an aging population and an increase in the population within the Christchurch District. The assessment indicated that the current areas of land available for cemetery purposes was adequate to meet overall demand within the Christchurch District for the next 10 years but would reach full capacity by 2028.

With the recent extension to Belfast Cemetery in the north, there will be a cemetery open for burials in each of the four main areas of Christchurch City for the next 10 years; Avonhead Park Cemetery in the west, Belfast Cemetery in the north, Memorial Park Cemetery in the east and Yaldhurst Cemetery in the south – west. It is anticipated that these cemeteries will be reaching their capacity for burials in the next 10 to 20 years. There is also a chance that residential displacement due to the earthquakes may put more pressure on the cemeteries to the north and south of the city.

Ash interments, burials in pre-purchased plots and second interments will still remain available in the remaining city cemeteries which are approaching capacity and the Peninsula cemeteries will still be available for the local communities. Lyttelton Anglican and Lyttelton Catholic and Public cemeteries are at capacity and have suffered considerable earthquake damage. Ash interments are still available at both cemeteries however unless a burial is a second interment or in a pre-purchased plot burials will need to be accommodated at Diamond Harbour Memorial Gardens Cemetery or in the Christchurch City cemeteries. Akaroa Anglican, Akaroa Catholic and Akaroa Dissenters cemeteries are almost at capacity even for ash interments and in the next five years it is anticipated that all Akaroa burials will be accommodated at Duvauchelle Cemetery unless it is a second interment or a burial or ash interment in a pre-purchased plot.

It is recommended that additional land is acquired in the next 10 years. Options should include;

- A review of extending existing cemeteries which are not surrounded by housing including: Avonhead Park Cemetery and Belfast Cemetery.
- Consider a large new site to the west or southwest of the city away from underground aquifers, with a low water table, no flooding issues, not on an old riverbed, flat terrain and not an area of cultural and spiritual significance to Ngāi Tahu.
- If required the Council may need to go into partnership with an adjoining Territorial Authority and develop a formal agreement to comply with the Burial and Cremation Act 1964.

Consultation with Ngāi Tahu will take place regarding the extension of existing cemeteries and the siting and management of new cemeteries.

10.0 Cemeteries

Many of the early cemeteries in the Christchurch District were managed by Cemetery Boards until the mid 1930s when Cemetery Boards were disbanded by Central Government. The control of the cemetery was then vested in the County Councils, who often established Independent Trustee Boards to operate the cemeteries. Many of the cemeteries only came under County Council control when the Cemetery Boards faced financial difficulties and maintenance issues. The County Councils were later amalgamated to form the Christchurch City Council. In 2006 the Christchurch City Council and Banks Peninsula District Council were amalgamated.

This section of the Plan covers each of the twenty-seven cemeteries the Council owns, maintains or administers within the Christchurch District. Each cemetery includes a plan of the existing layout and a future Development Plan. This plan, along with the Bylaw and Handbook, provides direction for the management of each individual cemetery. Each cemetery has a unique character and style that is to be protected and enhanced through the policies and actions provided. The costs and timing for proposed actions and policies for each cemetery are listed in the Summary of Actions and Policies at the beginning of this Plan.



Lyttelton Anglican Cemetery



Linwood Cemetery