


KADINA CEMETERY

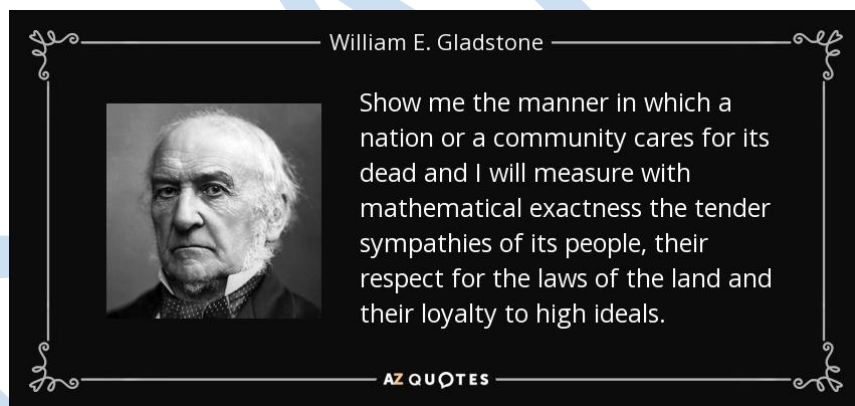
MANAGEMENT PLAN



changing
P L A C E S

report prepared for: 
COPPER COAST
COUNCIL

April 2021



William Ewart Gladstone served as Prime Minister of Great Britain on four separate occasions, starting in December of 1868, during the reign of Queen Victoria.

Kadina Cemetery Management Plan

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Scope

Being mindful of the need to balance its community service obligations with appropriately conducting the business of supplying services related to the disposition of bodily remains and related memorialisation, the Copper Coast Council (CCC) engaged Changing Places to develop individual Cemetery Management Plans for each of its four cemeteries.

Commentary on amenity, landscaping and the condition of the cemetery, graves, monuments and other buildings, was to include a general description along with more detail in relation to the key factors in need of attention, along with suggested rectification actions. Related costings will be developed with CCC staff, rather than by engaging third party consultants.

Each of the four individual site reports plans should be read in conjunction with the fifth report... the Cemetery Management Plan for the Copper Coast. That plan would address overall issues, rather than repeating specific site details.

The engagement was awarded in February 2020. Implementation was delayed until 2021 by COVID travel restrictions.

References

In addition to stakeholder responses to inquiries, key references were

- Cemetery Management Policy (5 May 2020)
- Copper Brought Them Here Volume One (April 2017 Revision)
- Dressing the Graves 2019
- The Copper Coast Council web site
- Yorke Peninsula Heritage Survey 1997

Process

Prior to preparing this report, consultations took place with a variety of stakeholders (see **Appendix A**). Some related council records and documents were reviewed. The desk top review material was considered in conjunction with observations made during the site visit and the responses received in relation to subsequent inquiries.

Since its appointment to conduct this review, Changing Places has

- visited the area for three days in February 2021
- attended a meeting of the Cemeteries Working Party
- conducted face to face interviews with a variety of internal stakeholders
- discussed matters with CCC's two main client funeral directors and a local monumental mason
- gained general insight into SA cemetery operating environments from representatives of the Adelaide Cemeteries Authority and CCASA
- clarified matters as necessary with internal and external stakeholders
- prepared and submitted a draft of this report and responded to feedback.

All the stakeholders were most helpful. Significant assistance was received from Andrea Thomas, Katrina Borlace and Matthew Rose. Substantial insights into local history were provided by Robyn Knight and Liz Coole. Whilst all their input was appreciated, Changing Places remains responsible for the content of this report.

1 Introduction

The goal that is being addressed within this management plan is: *“To provide dignified, functional interment facilities, whilst acknowledging the cemeteries heritage, that are compatible with their environment and capable of meeting the evolving needs of the community.”*

This management plan concisely identifies existing issues, sets out potential rectification strategies and the means by which the CCC can appropriately enhance the provision of cemetery facilities. It considers the needs of the community and the expectations for arrangements to be conducted with dignity and accuracy, within settings that are aesthetic and affordable.

The management plan is:

- intended to be understood by all stakeholders including clients, the general community, the funeral industry and government authorities
- flexible to enable it to be used as a contemporary management tool, reflecting community trends and the need to tailor projects to budgets within an achievable time frame.
- a concise and succinct statement of the strategic direction of the Council, which identifies the means of achieving goals and objectives.

This plan has been prepared in consultation with community representatives, Copper Coast Council staff and councillors, local funeral directors and monumental masons.

2 Applicable legislation, regulations and charters

In the management of its cemeteries CCC will comply with the

- SA Burial and Cremation Act 2013
- SA Burial and Cremation Regulations 2014
- SA Heritage Places Act 1993
- SA Heritage Places Regulations 2020
- SA Local Government (General) Regulations 2013
- SA Local Government Act 1999
- Standards Australia - Headstones and cemetery monuments AS 4204:2019
- The Burra Charter (for Places of Cultural Significance) 1999

3 Site overview

a) Cemetery history

The cemetery is a part of Narungga Land and CCC recognises the Narungga people as the traditional and continuing custodians of the land.

The Kadina Cemetery opened around 1861 and was managed by a trust. In May 1932, the Corporation of the Town of Kadina ‘reluctantly’ took over. Subsequent amalgamations saw responsibility for the site fall to District Council of Northern Yorke Peninsula. In turn when that Council merged with the Corporation of the Town of Wallaroo, in May 1997, it became the responsibility of the District Council of the Copper Coast. That Council changed its name in 2017 to Copper Coast Council (CCC).

The CCC has some interment records dating back to 1867. Details of earlier interments were either not recorded or lost when the Sexton’s house and the cemetery were devastated by fire in 1867.

Notwithstanding the details listed in the SA Heritage Register, there continues to be speculation amongst local historians in relation to the initial burials in Kadina Cemetery.

This reflects a lack of clarity pertaining to the previous interments, in the closed Wallaroo Mines Cemetery (now called Pioneer) and which of them were actually exhumed and reinterred in Kadina Cemetery when it opened.

i) Statement of Heritage Value

The Kadina Cemetery, Mortuary and Wall obtained State Heritage Status with Registration on 28 November 1985 (SHR File No 11165). Its heritage value is stated as:

"The mortuary is the significant feature of the Kadina Cemetery, not only in itself as a remarkable articulation of Victorian attitudes to death and the rituals of death, but for the way it emphasises the highly formal layout of the burial ground, which belongs to a genre of cemetery design fashionable in the mid-19th century. The Mortuary is an excellent and rare example of a cemetery shelter, sited to accentuate the axial layout. The surrounding stone walls are also typical features of Victorian cemetery design."

A more complete description of the Kadina Cemetery is accessible from the Yorke Peninsula Heritage Survey 1997 [11165 Research.pdf \(environment.sa.gov.au\)](https://www.environment.sa.gov.au/research/11165).

The mortuary building includes two adjoining rooms. One of them is accessible from within the mortuary. Its external appearance and internal sheltered space are dominant site features.

Whilst the mortuary is still referred to by that name, the function of body preparation no longer occurs on site. It is now a gathering space i.e. a shelter for mourners or for unloading hearses. It is also used for storing old bricks, reclaimed from local demolished properties. They are being saved for use in repairing boundary walls. Tools and supplies for wall repairs are stored in an adjacent room within the mortuary building.



As the volume of funeral traffic is limited and the number of bodily interments is unlikely to increase, it is an opportune time to laterally consider how this sheltered space can be better utilised to communicate history and benefit the community.

It has been suggested that the sheltered area could be used to display related historic information. It could also potentially accommodate suitably designed, freestanding cremation memorials (as distinct from the unpopular brick wall niches). Some seating would be a welcome addition.

b) Location & title details

The Kadina Cemetery is located at 122 Russack Road, Kadina, SA 5554. Its extensive frontage is delineated by a high limestone and pug wall (random rubble stone) and runs parallel with the road. That wall is set back from the road.



VALUER GENERAL - 3402598854 - ASSESSMENT A2090

VALUER GENERAL - 3402598803 - ASSESSMENT A2086

VALUER GENERAL - 3402598758 - ASSESSMENT A2072

CR or Title	Owner	Custodian	Section	Schedule of Interests/Conditions
CR 6015 710	The Crown	Copper Coast Council	2179	Land dedicated for parkland purposes GG 18/5/89
CT 6197 32	Copper Coast Council		2179	In permit to be used at all times as public cemetery
CR 5756 452	The Crown	Copper Coast Council	2180	Land dedicated for plantation purposes GG 2/8/19797

The scope for cemetery activity is red lined. Some title boundaries are yellow.

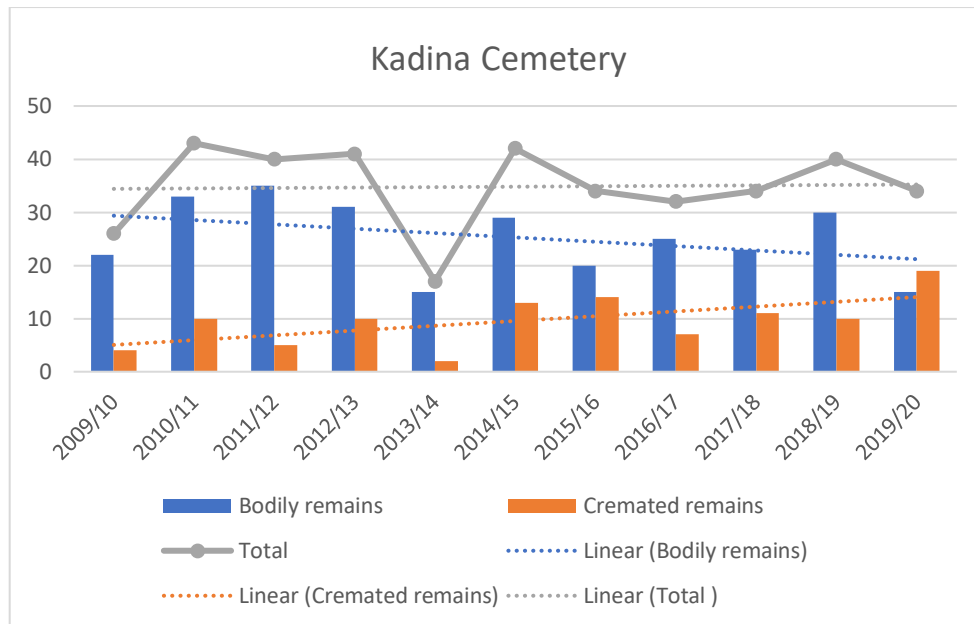


Image supplied by CCC, enhanced by Florence Jaquet Landscape Architects

c) Capacity and activity

Year Opened	Site area		Ave. interments last 11 years		Available graves	Site life Years
	Ha	M2	Bodily	Ash		
1861	5.45	54,551	25	10	800	General 1-2, Lawn 10-15

During the last 11 years, Kadina has averaged 25 bodily and 11 cremated remains interments annually. Only in 2019/20 did the number of cremated remains interments exceed bodily.



Whilst the overall volume of activity has been relatively consistent, bodily interments are a declining proportion of interment activity. This trend is likely to continue.

The opening of the Central Region Crematorium (Moonta) in February 2021, will inevitably induce an increase in the regional proportion of disposition by cremation. The challenge for CCC is to offer cremation interment positions that attract commemoration. If it does not do so, the community will adopt alternate approaches eg scattering and CCC will have to directly bear more of the intergenerational cemetery costs out of rate payers funds.

Notwithstanding that trend, it would be prudent for CCC to plan for new bodily interment areas

- within the walls for additional headstone lawn beams
- between the side wall and Drain Road
- at the rear of the site, between the wall remnants and the treatment plant boundary.

Natural burials spaces may be identified within these areas.

Progressive, planned additions of individual graves may occur on ends of rows or within unused access/pathways.

Doing so will ensure effective utilisation of the relatively constrained space.



Rear boundary, viewed from Drain Road



Existing potential extension of the headstone lawn section



Apparently unused land between the headstone lawn and the rear fence.

d) General description

The site is relatively flat, neat and tidy. Soils are predominantly clay and sand. At times limestone rock has impeded excavation and a rock breaker needs to be used. In winter water tends to travel through the limestone seams and can come within 1,500mm of the surface.

Its visual amenity is dominated by the surrounding walls, the heritage listed mortuary building and a large eucalypt. A mixture of other trees are spread randomly around the sides of the property. The rear, south eastern, boundary has a number of large pine trees, most of which are potentially impacting the walls.

Monumental graves are laid out predominantly in double sided (head to head) rows. Most of the surface area is treated with crushed rock.



Whilst impressive structures, the walls diminish the visibility of the cemetery from the road. Apart from a notification to monumental masons re permit requirements, the entrance has no signage to clearly name the site. A Kernewek Lowender sign, just inside the gate, explains the placement of the related logo upon memorials.

The road from the entrance to the mortuary building is sealed. Either side of that road, there are rose garden beds. They are underutilised for cremation memorialisation and offer significant scope for enhancement.

The internal roads, either side of the entrance, are broad and unsealed. They continue around the internal walls.

Apart from the mortuary building, its adjoining rooms and an adjacent modern toilet facility, there are no other buildings on site. There are numerous taps and bins. There are a number of seats, but none within the sheltered mortuary space.



Unisex toilet adjacent to the rear of the Mortuary building.

The more recently established headstone lawn beam section creates aesthetically pleasing, efficient, double sided headstone grid rows. It is a very well maintained section and utilises water from the nearby treatment plant. This grassed area is in stark contrast to its monumental surrounds. It is 'softer on the eye' and more conducive to passive reflection. It is also close to the toilet facility and the sheltered area created by the old mortuary building.

From a sustainability perspective, going forward, it would be prudent to utilise a drought tolerant grass within these sections. This would reduce the reliance on irrigation and promote community understanding that water (potable or recycled) is a scarce resource.

e) Access and parking

There is ample space to park cars along the street, near the wall and also upon internal road spaces. There is some concern that parking in proximity to the walls may lead to accidental damage. Delineating parking spaces or installing bumper barriers may be a solution.

In addition to the main entrance, there is a pedestrian gate in the front wall. A gate within the rear fence, near the soil dumps, provides maintenance access to the strip of land outside, between the wall and the title boundary.



Front pedestrian gate

Soil heaps, adjacent to rear gate

Back wall gap (SSE rear)

f) Wall repairs

CCC has already committed considerable funds to repairing the walls. Contract stone masons have been ably assisted by a small but dedicated number of community volunteers. Despite these good works, there are significant remaining gaps in the rear and back side walls.



NNE section of the back wall the soil heaps i.e. North of the soil heaps

The damage to the walls is directly related to

- historic approaches to wall construction. No damp course was installed when the walls were built. With no damp course, the comparatively high water table has fostered issues with salt dampness.
- the impact of tree roots.

As a result the walls need stabilising and ongoing refurbishment. Fortunately, limestone is still able to be sourced locally.

CCC cannot retrospectively resolve the construction method. It can progressively remove the trees. Implementing a progressive tree removal programme is consistent with past practice.

“In early 1996 the District Council of Northern Yorke Peninsula restored the mortuary and at the same time the three local service clubs undertook the removal of several hundred pine trees which had been planted in the cemetery around 1900. The trees had become a menace to graves, when their roots began destroying historic graves and footpaths.” [Kadina Cemetery in Kadina, South Australia - Find A Grave Cemetery](#)

We were informed that the well explained 1996 tree removal project was supported by the community.

Within the interment areas, trees and shrubs should not be allowed to be planted within or on top of interment spaces, without written authorisation of CCC. Unauthorised plantings should be consistently removed. Where trees or their roots are impacting or are likely to impact memorials or the walls, they should either be removed or root barriers installed. The back wall area is of particular concern.

g) Planning ahead

It is important that the decision about which sections of the wall are repaired and in what order, is part of an overall plan for cemetery operations. It appears that a recent repair to the Drain Road boundary wall inadvertently blocked off a planned access way to an ‘outside the wall’ future burial area. Operations staff had envisaged using the gap to create either a gate (like in the back wall) or a pillared entrance (like at the front).



Rear gate created in a wall gap



Front entrance gate pillar repairs.

This comment should not be interpreted as a criticism of the stone mason or the volunteers. It simply illustrates the issues that potentially arise when planned future uses are not formally documented.

A masterplan to guide the sequencing of wall repairs, interment area development and site preservation approaches, would be worth considering. It should also take into account and highlight the historic features of the site.

In turn a plan would also facilitate the development of necessary interpretive signage.

4 Plot mapping

Each of the CCC cemeteries have maintained their individual but different historic approaches to site mapping.

At Kadina site maps reference the plots each side of a numbered path. Either side of each pathway has similar plot numbers. As a consequence a family needs to know the path number and the plot number to find the grave.

The CCC web site provides the community with access to a detailed map of interment plots within Kadina Cemetery [Kadina-1.pdf \(coppercoast.sa.gov.au\)](http://coppercoast.sa.gov.au/Kadina-1.pdf) For someone with cemetery experience it is a clear workable document. Regrettably when printed on an A4 page it becomes far less legible. The map provided within Copper Brought Them Here – Volume One (see **Appendix B**) is simpler for a lay person to follow. Whilst it does not show individual plots, it does have a compass reference point and delineates rows (including number ranges).

Having a simpler map available on the web site and within the cemetery, would assist the community and visitors during the Kernewek Lowender Festival.

It is not practical to retrospectively re number plots. Moving forward, interpretative signage is needed at the entrance and within new rows. A uniform CCC approach to plot numbering should be adopted.

The interment areas are laid out in a grid pattern, with monumental graves predominantly in dual rows i.e. head to head, in a regular pattern. Whilst the memorialisation indicates religious differentiation within the grids, regrettably there are no markers or displayed site maps to assist visitors with religious section or row identification.



Low level wooden pegs have been consistently placed at the ends of monumental rows to identify path numbers. Some pegs and numbers are missing or illegible. As numbers repeat themselves within adjoining rows it can be very confusing.

The approach adopted at Wallaroo is much easier to follow.

5 Aspects of interments

Mention has already been made of the potential to create new bodily interment areas. It is critical that the site plan should be marked up showing the specific placement of plots for new interment positions. It is preferable that eventually this is done as a formal landscape masterplan.

a) Unmarked graves.

Concerns were expressed in relation to the unmarked graves and the need to recognise those interments. Given the inconsistencies in historic records and the potential number of unmarked graves, it is not practical to expect CCC to mark and memorialise them all.

It may be possible to create a token memorial upon which descendants or other interested persons could recognise the deceased.

Where it appears that vehicular traffic is passing over unmarked graves, consideration should be given to installing a simple post and chain barrier (like that just inside the Wallaroo entrance).

b) Deteriorating memorials

Whilst the deterioration of monuments is of concern, it is not the Council's responsibility to repair them. That lies with the descendants of the historic holders of the burial licences (interment rights). Where a repair is to be undertaken it should be in accordance with the Burra Charter. It advocates *"a cautious approach to change: do as much as necessary to care for the place and make it useable, but otherwise do as little as possible to ensure that its cultural significance is retained"*.

c) Cremation memorialisation

The real challenge for CCC is to harness the trend towards cremations by promoting Kadina as an attractive interment option for the community and Kernewek Lowender participants.

In terms of modern cemetery approaches, brick wall niches are a thing of the past. Those at Kadina are neat and tidy but do not hold a complete set of human remains. It is a Catch 22. With space available in the existing wall, arguably Kadina needs no more cremation interment capacity. The Catch is that the vacancies reflect an aversion to splitting remains and memorialising in an old fashioned wall.



Kadina wall niche



Robe Cemetery SA

In reality, the practical way forward is to

- provide a higher level of care to the entrance drive rose beds. Make them more attractive.
- enable interment of remains within the bed to be accompanied by an appropriate marker. Something more substantial than a small plaque placed upon a weathered concrete bed edge.
- Update the Cemetery Management Policy to enable dual (even family) positions to be sold at all sites (not just end of rows at Moonta).

The entrance gardens are a significant asset in need of rejuvenation. If CCC is not interested in marketing plaques and granite desks for placement in those beds, its highly likely that the local funeral directors and masons would do so. Acceptable specifications need incorporation in the Cemetery Management Policy.

Seats can also be made available for commemoration.



Rose garden beds could offer significant interment capacity

The potential to create interment niches within parts of the wall was raised as an option. This has been done within the Robe Council Cemetery stone wall (built 1857-58). We would not advocate doing so at Kadina unless it was able to be incorporated within a wall section repair.

d) Memorialisation policy

The enforcement of the current dimension restrictions for memorials on the lawn beams has resulted in a neat, tidy, visual appealing image. In our view, allowing any variation to those maximum dimensions would be a retrograde step.

Doing so would

- potentially alienate existing interment right holders, who were attracted to the area because of its visual consistency
- open the door for additional variation applications, based on the precedent set by an initial variation
- arguably breach the implied contract that CCC has with existing interment right holders. They accepted the acceptable dimensions offered by CCC, as stated for the area (not just that particular grave), when they purchased the interment right. Such matters have resulted in legal proceedings elsewhere.

Despite the existing dimension restrictions, there is variation within the style and colour of existing headstones. Client families have room to tailor headstone design elements to their personal preferences.



The scoring (line) on the beam surface clearly delineates the available position. The acceptable headstone depth ensures that a mower strip is created along the beam edge. It is a practical design approach, which diminishes the risk of maintenance activity damaging memorials.

The requirement that the headstones back onto each other, should be applied to all headstones and monuments across CCC sites. Should a prospective client wish to erect a more substantial headstone, they could do so within the monumental section.

6 Indicative action programme

The recommended actions derived from this Cemetery Management Plan are summarised in the following table.

Time periods and indicative costs are to be discussed with CCC staff as part of the feedback on this draft report.

Activity	Maintenance		Budget Allocation	
	As Req.	Annual	0-2 years	2 years +
Annual site inspection		√		
Cemetery Policy revision		√	√	
Creating Ash positions		√		
Entrance naming				
Entrance rose bed rejuvenation			√	
Fence maintenance		√	TBD	
Gate - pedestrian and road	√			
Grass cutting		√		
Grave identification	√			
Grave top up after burial	√			
Interpretive entrance sign			TBD	
Landscape masterplan the site				TBD
Monument completion inspection	√			
Monument foundation inspection	√			
Natural burial positions				TBD
Pathway top ups	√			
Plot map upgrade	√			
Plot next available graves		√		
Plot numbers - consistent method			TBD	
Plot prospective site expansion			√	
Road - internal		√		
Rose bed rejuvenation		√		
Rubbish removal	√			
Seats		√		
Seats - progressive installation			TBD	
Shelter		√		
Signage re points of interest			TBD	
Signage re section/row/plot			TBD	
Tap installation	n/a	n/a	n/a	n/a
Toilet	n/a	n/a	n/a	n/a
Token memorial			TBD	
Tree inspections		√		TBD
Tree removal (if roots near graves)	√			
Tree removal to protect walls	√			
Tree stump removal	√			

Unmarked grave barriers			TBD	
Unmarked grave crushed rock		√		
Vermin remediation	√			
Wall repairs			TBD	
Weed remediation	√			

7 Limitation of our Work

General use restriction:

This report is prepared solely for the internal use of the Copper Coast Council. It is not intended to and should not be used or relied upon by anyone else and we accept no duty of care to any other person or entity.

In conducting our work we have relied on the information provided to us by Council and representations made by the Council and management. We have not performed an audit or verification of the information that we have been provided.

The report has been prepared for the purpose set out in the Scope of this document. You should not refer to or use our name or the advice for any other purpose.

Appendix A... Contributors

Assistance with provision of information and insights pertaining to this report was received from a variety of sources. Their direct input and co-operation was appreciated.

a) Internal

Andrea Thomas	Records Management Governance Officer
Cathy Vluggen	Copper Coast Councillor
Katrina Borlace	Director Corporate and Community Services
Matthew Rose	Parks and Operations Coordinator
Peter Oswald	Copper Coast Councillor
Roylene Schild	Personal Assistant to CEO
Russell Peate	Chief Executive Officer
Steve Edwards	Maintenance Team Leader.
Tim Neuman	Director Infrastructure Services
Wanita Gregory	Executive Assistant to CEO

b) External

Andrew Skinner	Director: Skinner Family Funerals, Seeley Funerals and Central Region Crematorium
Barbara Schilling	Cemeteries Working Party
Claire Skinner	Manager - Skinner Family Funerals
Clayton Scott	Copper Coast Funerals
Colin Boase	Wallaroo Museum
David Cook	Cook Memorials
Glenys Blacker	Moonta National Trust
Graham Hancock	National Trust representative - Cemeteries Working Party
Iain McQueen	McQueen Funeral Services Pty Ltd
Jim Wheeler	Newtown Bobcats
Liz Coole	Cemeteries Working Party
Marilyn Philbey	Moonta Family History and Resource Centre
Maxine Tulley	President - YP Family History Group
Mike Rusby	President – CCASA, Centennial Park Operations Manager
Robyn Knight	Dressing the Graves Convenor, Vice Chair - Moonta National Trust
Rowley Woods	Cemetery Working Party, cemetery wall restoration volunteer
Robert Pitt	CEO – Adelaide Cemeteries Authority
Shaun Mercer	Goerecke Memorials and Pearse Memorials

Appendix B... CBTH Plot Map

10 Copper Brought Them Here Volume One

