



9: Cemeteries

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9 Cemeteries

9.1 Service Description

The Cemeteries Service encompasses the planning, provision, maintenance, development, operation and administration of public cemeteries and associated facilities that service the burial and remembrance needs of the various communities within the District.

A total of 19 cemeteries are managed and owned by Council to service the District's needs and these are distributed to cater for the township, village and rural communities. In addition to Council operated cemeteries there are a number of others within the District that are privately owned and generally managed through church establishments.

The Council maintains the cemeteries to appropriate standards and develops the sites with suitable assets and landscape treatment to create a pleasant and peaceful environment for visitors. The Council provides for interments and Sexton Duties at the cemeteries through a contract arrangement (Contract No. 1419).

Cemetery administration services are undertaken by the Council and this includes maintenance of burial and plot purchase records which are kept in both electronic and hard copy form. Customer information services are also provided in terms of plot locations, genealogical searches and general cemetery enquiries. The Council's website provides information on Council cemeteries and the services available.

9.1.1 Rationale for Council's Involvement

The Council considers the provision of cemeteries to be a core service required to satisfy the burial and remembrance needs of the District's population. Delivery of this service contributes to achievement of community outcomes related to the promotion of a healthy community. The Council has adopted the role of primary service provider as, although there are some private cemeteries managed through churches, these do not make a significant contribution. Council has a statutory responsibility to provide for the current and future burial needs of the district's residents as prescribed in Section 4 of the Burial and Cremation Act 1964.

Planning for cemeteries is required to meet both short term and long term requirements and to realise Council's strategic direction. As the District's population grows and changes the Council will need to plan and provide for future cemetery requirements.

Cemeteries serve a number of functions that contribute to the social, cultural and environmental wellbeing of the community. These include the following:

- Provide for the burial needs of the District including both full burial and ashes interments
- Provide places for celebrating and remembering the lives of friends and family
- Cater for a diversity of cultural and ethnic requirements
- Create visual amenity (such as gardens, tree plantings, and green open space)
- Provide passive areas of open space for quiet contemplation, walking and sitting
- Contribute to the rural landscape character of the district
- Provide opportunities to explore and research social and genealogical history
- Provide physical records of the district's social history
- Enable preservation of historic sites and features.

9.1.2 Strategic Direction

The Council provides a network of cemeteries to meet the burial and remembrance needs of district communities. The Council is required under the Burial and Cremation Act to provide this service for both current and future residents. The following strategic issues have been identified in relation to cemeteries.

Council's strategic direction in relation to the activity is to ensure there is sufficient provision of cemeteries to meet community requirements. This is in terms of:

- Capacity for future burial requirements;
- Distribution to ensure communities have access to a cemetery;
- A range of burial options are provided for;
- Cemeteries are maintained and developed to the standard expected by the community

There is no dedicated cemetery for Rolleston at the present time and the desire for this facility has been expressed via a number of planning exercises. This plan does not foresee the need for a cemetery in Rolleston at this point in time as it is adequately serviced by both Springston and Shands Road cemeteries that are located in relatively close proximity to the township. This matter will be reviewed in the future as Rolleston grows to gauge demand and, if needed, there is space at the Large Scale Park site to accommodate this proposal.

Key drivers that guide the strategic direction for cemetery provision and development are noted as follows:

Cemeteries Capacity – The death rate is projected to gradually increase which will impact on cemetery capacity but, overall, there is sufficient space to accommodate this situation. It is expected that space for full burials will be exhausted at Prebbleton Cemetery during the 10 year planning period. It is anticipated that demand for Prebbleton will be absorbed by the nearby Shands Road Cemetery which has significant capacity available (50 years plus). Burial space in the developed part of Ellesmere Public cemetery will also be consumed in the near future which requires development of a further burial area (in 2021).

Burial Trends – There is a gradual move toward a greater proportion of ashes burials although the ratio is still significantly in favour of full burials in Selwyn District. It is expected that, as the towns grow and become more urban in nature, the preference for ash burial will increase. Council will need to develop cemeteries in the future to cater for this demand.

Changing Customer Needs – It is evident that there are changing needs in terms of burial choices, memorial types and provision of ornamentation and other remembrance requirements. This is partly attributable to the changing ethnic composition of the community. It is important that Council responds to this need in the way it designs, develops and manages cemeteries in the future.

Cemetery Facilities – Currently none of the district's cemeteries provide toilet facilities for visitors. Council needs to be mindful of providing a level of service commensurate with the customer expectations particularly for cemeteries with a high level of use and there may be a need to provide improved facilities at the higher use cemeteries in the future. At this point Council has decided not to invest in the provision of toilet facilities but will continue to monitor demand.

The Council provides a network of cemeteries to meet the burial and remembrance needs of district communities. The Council is required under the Burial and Cremation Act to provide this service for both current and future residents. The following strategic issues have been identified in relation to cemeteries.

9.1.3 Designations

As part of the district plan review process all Council owned cemeteries will be designated. This will ensure that Council can continue to provide areas to meet the burial and remembrance needs of district residents as required by the Burial and Cremations Act 1964, and to assist in the preservation of the district's social history. By designating the districts cemeteries this will ensure that land is secured and supporting infrastructure and facilities are provided to enable the operation of a public cemetery for the interment of human remains and installation of memorials for remembrance purposes.

A designation will allow more flexibility for local authorities to develop long term projects (consistent with the long term plan) with the capability of modifying the activities and facilities to suit changing community needs. A designation will also allow the land needed for the works to be identified in the District Plan, clearly indicating the intended use of the land, and providing ongoing protection for the designated purpose.

There are no specific conditions required for the designations applying to cemeteries as the cemetery operation is managed and controlled under the Council's Cemetery Bylaw 2017.

9.2 Levels of Service

This section defines the levels of service (LOS) for Cemeteries that are required to meet customer expectations. It also sets out the performance targets identified for each LOS to enable achievement to be measured.

9.2.1 Customers and Stakeholders

Customers and stakeholders with an interest in the cemeteries service include the following:

- Selwyn District residents
- Families of those buried in Council cemeteries
- Local Iwi/Ngai Tahu
- Funeral Directors
- Returned Services Association
- Veterans Affairs New Zealand
- Churches and Religious groups
- Cultural and ethnic groups
- Heritage New Zealand
- Environment Canterbury
- Department of Conservation
- New Zealand Society of Genealogists
- Local Historical Societies
- Township Advisory Committees

9.2.2 Contribution to Community Outcomes

The following table sets out the community outcomes that are relevant to the cemetery service and describes how the service contributes to outcomes.

Community Outcome	How Cemeteries Contribute
A living environment where the rural theme of Selwyn is maintained	Cemeteries contribute to the overall green-space of the District and complement the rural character and surrounding environment
A Healthy Community Selwyn people have access to appropriate health, social and community services	Residents have a place for burial and to remember the lives of friends and family
An ability to experience cultural activities	Residents have a place to remember the lives of past members of the District's communities Heritage aspects of cemeteries are preserved

Table 9-1: Cemeteries Contribution to Community Outcomes

9.2.3 Service Drivers

The key service drivers for cemeteries primarily relate to meeting customer expectations and compliance with statutory requirements. Service objectives specific to cemeteries include the following:

- Ensure there is sufficient cemetery space to accommodate the current and future burial and remembrance needs of the District and its communities.
- Provide a network of cemeteries across the district that enable access to communities within reasonable travelling distances.
- Ensure cemeteries provide attractive landscaped areas that contribute to the District's green space.
- Protect the health and safety of the community.
- Provide for the sustainable management of cemetery assets and facilities.
- Ensure the environment is protected and that any adverse impacts on the environment resulting from the management and maintenance of cemeteries is minimised.
- Provide for burials in Council cemeteries in a respectful, efficient and accurate manner.

- Ensure the communities' investment in cemetery infrastructural assets is protected.
- Ensure the usefulness and availability of cemeteries is maintained.
- Ensure the operation and maintenance of cemeteries complies with all legal requirements, New Zealand Standards, Selwyn District Council Policies and Bylaws.
- Ensure the heritage values of cemeteries are protected.

Legislation, Standards and Policies

Specific legislation, standards and planning documents that apply to the cemeteries service are described in the tables below. This also explains the implications for levels of service.

Legislation/Standard	LOS Implications
Burial and Cremation Act 1964	<ul style="list-style-type: none"> • A duty on local authorities to establish and maintain a suitable cemetery for the burial of persons dying within its district • Requirement to set aside burial grounds for religious denominations and defence force personnel • Establishment of bylaws to regulate burial practices and to control the erection of monuments.
Heritage New Zealand Pouhere Taonga Act 2014	<ul style="list-style-type: none"> • Protection of "archaeological sites" (sites or structures associated with human activity prior to 1900)
Health Act 1956	<ul style="list-style-type: none"> • Local authority to provide cemeteries and other sanitary services for the benefit of its district • ensuring identified health risks are managed to within acceptable levels
Civil Defence Emergency Management Act 2002	<ul style="list-style-type: none"> • Provision of space for emergency disposal of the dead
Selwyn District Council District Plan (RMA)	<ul style="list-style-type: none"> • Rules related to heritage features (trees, buildings, structure or sites)
Natural Resources Regional Plan (RMA)	<ul style="list-style-type: none"> • Rules on protecting ground water from contamination with new cemeteries or extensions (Rule WQL48)
Local Government Act 2002	<ul style="list-style-type: none"> • Requirement to prepare Sanitary Services Assessment for Cemeteries covering protection of public health and identify future capacity needs
New Zealand Standard NZS 4242:2018 'Headstones and cemetery monuments'	<ul style="list-style-type: none"> • Sets standards for construction and securing of cemetery monuments

Table 9-2: Cemeteries Legislation & Standards

Plan/Policies	LOS Implications
Sanitary Services Assessment for Cemeteries 2005 & Update in 2018	<ul style="list-style-type: none"> • Describes and comments on adequacy of current levels of service • Basic assessment of capacity of current cemetery provision
Cemetery Bylaw 2017	<ul style="list-style-type: none"> • Sets out procedures, practices and regulations for managing Council cemeteries
Canterbury Land and Water Regional Plan 2018	<ul style="list-style-type: none"> • Sets out policies and rules relating to cemeteries and waterbodies

Table 9-3: Cemeteries Plans & Policies

9.2.4 Customer Expectations and Consultation

In general terms Council's knowledge of customer expectations is based on:

- Public enquiries and complaints received via Service Request System
- Feedback from elected members, general public, community boards and township committees
- Consultation via the LTP/Annual Plan process
- Feedback from the maintenance contractor

- Feedback from funeral directors
- Consultation on the Water & Sanitary Services Assessment
- Consultation on the Cemetery Bylaw review in 2017
- Satisfaction levels indicated in customer surveys (Annual Residents Survey)
- Surveys and focus groups (2008, 2013 and April 2017) specifically targeting cemeteries

Focus Group Workshop 2017

Focus group exercises comprising community committee members are regularly undertaken to more accurately determine expectations. Note: Focus groups were not able to be held in 2020 due to Covid-19 restrictions. Feedback from these exercises informed on current levels of service; areas of deficiency; whether current expenditure was considered high, about right or too low; and improvement suggestions. Feedback was collated on "H Forms" (refer annex 9A) and the service was scored out of 10 (10 being the highest level of satisfaction). This activity scored 8.2, indicating a good level of satisfaction with current service.

A summary of opinion from the focus group was:

- Generally well-maintained but questions about mowing standard;
- Enough scope for expansion;
- Reporting and response processes raised some concerns.

Water and Sanitary Services Assessment for Cemeteries (2005 & updated in 2018)

This document contained information on levels of service for cemeteries as well as an indication of the adequacy of the service provided. A review of the information in the Assessment was undertaken in 2018 and suggests that no significant changes have occurred in terms of levels of service, protection of public health and capacity to meet current and future burial requirements. The review notes that:

- Overall there is significant capacity available in cemeteries to meet the burial needs of the current and future populations
- Springston Cemetery is likely to have no space available in just over 10 years but an extension is planned on adjacent land (4 ha)
- Council is required to obtain a consent from ECan under the Canterbury Land and Water Regional Plan for the proposed cemetery extension at Springston which may impose conditions to protect groundwater
- Prebbleton Cemetery will have all burial space exhausted in around 10 years but the nearby Shands Road Cemetery will meet the needs of this community
- There is move towards cremation as a preferred option which is associated with the urbanisation of townships
- Demand for space and facilities for ashes burial is likely to increase
- The population growth coupled with a generally aging population over time will see the death rate for the district increase but the demand on burial space is ameliorated by the increase in preference for cremation
- Council has acquired a large tract of land (100 ha) near Rolleston that could provide for future cemetery needs if required.

Extracts from the Sanitary Services Assessment relevant to Cemetery levels of service are set out below:

Council aims to provide cemeteries that are well landscaped and that provide an aesthetically pleasing and peaceful environment. They currently have a two-tier level of service for high and low use cemeteries. The levels of service are detailed in Table 9-4 below.

Criteria	Level of Service	
	High Use	Low Use
Availability	Public and multi-denominational *	
Aesthetics	Landscaped and maintained to provide an aesthetically pleasing, peaceful environment with appropriate planting of trees, hedges and gardens	
Seating	Seating provided	No seating provided
Water Supply	Water available from tap in or near cemetery or from irrigation channel	No water available

* Except Ellesmere Catholic and RSA Cemeteries

Table 9-4: Level of Service Criteria – Cemeteries

Cemetery Location: The distribution of cemeteries is fairly uniform across the plains area of Selwyn District, with all townships (with the exception of Castle Hill and Arthurs Pass) being within 20km of a cemetery and most within 10km. It has been identified that, on a total population basis, the townships of Rolleston, Darfield and Tai Tapu do not have a dedicated multi-denominational cemetery. Although there is no immediate need for cemeteries for these townships, as they are well served by cemeteries in adjacent townships, they should be considered for development in the future when existing cemetery land has been exhausted.

In the foothills of the Alps there are no cemeteries past the Kowai Pass cemetery at Springfield. This means that the residents of Arthur's Pass, and the surrounding farms and settlements, may have to travel up to 60km to reach the nearest cemetery. Council is not aware of this presenting a particular problem to residents but consideration should be given to locating a new cemetery in this area in the future.

Availability of Plots: Of the 29 cemeteries in the district, four are now closed (includes privately owned cemeteries) to all but those with pre-purchased plots or relatives already buried there. Those remaining generally all have a significant number of plots remaining or ability for expansion, with the exception of Prebbleton and Weedons cemeteries. Council records regarding the area available for burials within each cemetery is calculated to give an estimated number of available plots and hence the life span of the cemetery but is approximation only as, although total plan areas can be calculated, not all of this land is suitable for graves, and so a factor is applied to estimate usable space. It is also possible that some of the older graves are not marked and therefore further investigation will be required to determine the land that will be available for new grave sites. The Council has undertaken a comprehensive survey of some Council owned sites, including a radar survey to determine unmarked graves, in order to analyse the adequacy of their cemeteries in the long-term.

Council also owns land that is designated for cemetery use but which is currently managed as Forestry. It is not expected that this land will be required for in excess of 25 years and therefore this land is held in reserve.

Cemetery Presentation: Inspection of all Council and private cemetery facilities found them to be well landscaped and very well maintained. In all cases there was good access and the cemetery was well sign posted.

All Council cemeteries have access to water facilities on site, as per Council's desired level of service.

Council progressively undertakes installations of new park furniture at Council owned cemeteries, to meet required levels of service and address any deficiency in current provision.

Rolleston Structure Plan (2009)

The Rolleston Structure plan was developed in 2009 as a response to Rolleston's accelerated and sustained growth (as indicated in the Greater Christchurch Urban Development Strategy). The document provides guidance for a planned and sustainable growth model to meet community aspirations for the future.

In consulting on the Rolleston Structure Plan a number of submitters raised the need for a cemetery to service Rolleston as it grows. The Rolleston Structure Plan responded to this request by indicating that a cemetery could be provided in the medium to long term subject to an appropriate site being found. The suggestion being that this could be accommodated in the proposed "District Park" should this be acquired.

Cemetery Bylaw Review 2017

Public consultation in accordance with the Local Government Act Special Consultative Procedure was undertaken in reviewing the Cemetery Bylaw in 2017. The bylaw covers matters such as the sale of burial plots, provisions for interments, fees for services in the cemetery, keeping the graves and monuments in good order, vehicle control and regulating activities in cemeteries.

The Council also has policies which it uses as part of the management of the cemeteries; they do not form part of the Cemetery Bylaw but should be consulted by any person interested in the management of the cemeteries.

9.2.5 Customer Satisfaction Ratings

The Council undertakes an annual satisfaction survey covering a number of service areas including cemeteries. This provides a reasonable view of the level of satisfaction with cemetery maintenance by the district community. The results since 2017 are shown in Table 9-1 below.

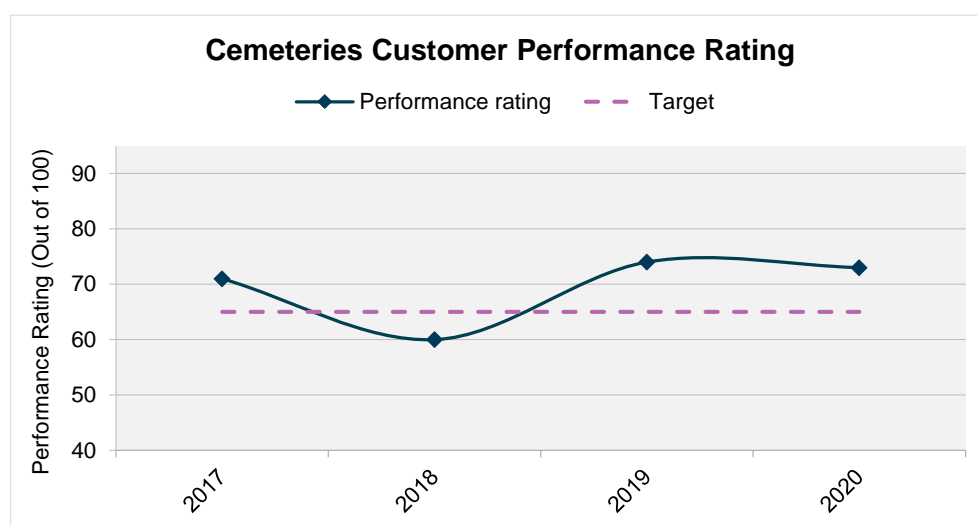


Figure 9-1: Cemeteries Historical Satisfaction Ratings

This shows that, overall, there is reasonable level of satisfaction with cemeteries, although there was a notable drop in satisfaction in 2018. This may have been influenced by a review of the Cemetery Bylaw in that year, with subsequent enforcement of some sensitive matters such as non-complying adornments. The level of satisfaction of those who actually visited a cemetery in the past 12 months ('users') is now measured separately (as opposed to 'all residents' previously), which gives a more accurate measure of actual performance. The performance rating of those that visited a cemetery in the last 12 months was 73% (compared with 53% for 'all residents').

Present and Future Levels of Service

The Council provides a network of cemeteries to meet the needs of the district and these are distributed to enable reasonable access for the majority of townships and rural communities. Cemeteries that service the District's four wards are shown in the table below.

Ellesmere Ward	Malvern Ward	Springs Ward	Selwyn Central Ward
Bishops Corner	Greendale	Lincoln	Dunsandel
Brookside	Kimberley	Prebbleton	Lincoln
Dunsandel	Kirwee	Shands Road	Prebbleton
Ellesmere	Kowai Pass	Springston	Shands Road
Ellesmere Catholic	Lake Coleridge	Weedons Wesleyan	Springston
Killinchy	South Malvern		Weedons Wesleyan
	Waddington		

Table 9-5: Cemeteries Distribution

A relatively simple approach to the facilities and environments provided at cemeteries has historically been taken. The level of satisfaction for cemetery services revealed in customer surveys is evidence of a strong level of community support for this approach. Therefore it is not intended to markedly change or increase levels of service for the future but to aim for modest incremental improvements. The primary focus will be on maintaining the present levels of service and to address identified gaps and issues.

The following table sets out the service standards applicable to each cemetery. The service categories are defined in Table 9-6 below.

Cemetery	Service level	Cemetery	Service level
Bishops Corner	Closed	Kowai Pass	High
Brookside	Low	Lake Coleridge	Low
Dunsandel	High	Lincoln	High
Ellesmere	High	Prebbleton	High
Ellesmere Catholic	High	Shands Road	High
Greendale	High	South Malvern	High
Hororata	Low	Springston	High
Killinchy	Closed	Waddington	High
Kimberley	High	Weedons Wesleyan	High
Kirwee	High		

Table 9-6: Cemeteries Service Categories

Objective	Planned LOS	Performance Measure	Core Value						Current Performance	Target Performance			Indicative Performance Yrs 4-10
			Quality	Customer Satisfaction	Availability	Quantity	Responsiveness	Affordability		Yr 1	Yr 2	Yr 3	

Cemeteries

The Council has a statutory responsibility to provide for the burial needs of the district's residents	The quality of cemeteries meets residents' service expectations	The level of satisfaction with cemetery maintenance and services as recorded in an annual survey of funeral directors		X					New Measure	≥70%	≥70%	≥70%	≥70%
	District residents' continue to have access to a Council cemetery within a reasonable travelling distance	A cemetery is located within easy driving distance (10 km) of district townships			X				88.5%	>85%	>85%	>85%	>85%
A network of cemeteries is provided to meet the district's burial & remembrance needs	The operating and maintenance of cemeteries remains affordable to the community	The proportion of cemetery operating costs that is recovered from revenue received from fees and charges						X	New Measure	≥45%	≥45%	≥45%	≥45%
	Cemetery operations continue to be carried out in a respectful, accurate & efficient manner	Number of complaints received per annum related to cemetery service		X					7	≤10	≤10	≤10	≤5
Cemeteries provide a contribution to the landscape character & heritage values of the district	The quality of cemetery facilities is consistent with the grade standards & customer expectations	% compliance with cemetery grade standards Source: annual independent audit	X						90%	≥90%	≥90%	≥90%	≥90%
	Cemetery Records are available to be viewed online by the public	Online access is available					X		Progress – does not include location	Progress	Progress	Available	Available

Table 9-7: Cemeteries Present & Future LOS



Denotes Primary LoS measures that are recorded in the LTP.

Cemeteries Service Performance Standards

The following table sets out more detailed information on the intended levels of service defined for cemeteries. This is used as a general guideline for the performance standards to be provided in the future but each individual site will be developed to reflect specific community requirements.

LOS Value	High use cemeteries	Low use cemeteries	Closed cemeteries
Quality	Seating, rubbish receptacles, water supply provided, toilet facilities available	Rubbish receptacle provided, no water supply or seating	Rubbish receptacle provided, no water supply or seating
Landscape quality	Boundary shelter planting, ornamental trees/shrubs, garden areas	Boundary shelter planting, ornamental trees/shrubs	Boundary shelter planting, ornamental trees/shrubs
	*Grade 1 cut grave area & Grade 2-4 cut in remainder of cemetery	Grade 1 cut grave area & Grade 2-4 cut in remainder of cemetery	Grade 1 cut grave area & Grade 2-4 cut in remainder of cemetery
Accessibility	Formed drive, may have formed car park	No formed access	No formed access
Availability	Public and interdenominational in all cemeteries except at the RSA cemetery areas and in the Ellesmere Catholic Cemetery. RSA cemetery areas are for Return Servicemen only and the Ellesmere Catholic Cemetery is for people of the Catholic faith only Maximum of three plots may be pre-purchased		Only available for burial by descendants of those already buried in these cemeteries
Information	Entrance sign, layout sign, may have plot markers installed	Entrance sign	Entrance sign
Safety & Security	Design meets CPTED principles		
	All unattended graves shall be fitted with a cover that will prevent persons falling into the site		
	All operation carried out in accordance with Health & Safety at Work Act		
	Safety inspections undertaken as part of maintenance rounds		
Distribution	Cemetery generally provided to service larger townships or in close proximity (≤ 10 km)		
Burial choice	Concrete beam for headstone location Separate ash beam provided	Concrete beam for headstone location Ash beam optional	No beams provided
Standards & Legal Compliance	Compliance with District Plan, Burial & Cremation Act, Health Act & Heritage NZ Pouhere Taonga Act requirements		
Service reliability	The grave excavation shall be completed a minimum of two hours prior to the time that the interment is programmed and on the date of the interment		
	Grave depths shall be no less than 1.4 metres for single depth and 1.8 metres for double depth		
Health & Hygiene	Rubbish bins serviced weekly	Rubbish bins serviced monthly	

*Grades for mowing are set out in Section 8.4.4

Table 9-8: Cemeteries Service Standards

9.2.6 Asset Performance

Specific performance related to level of service results and targets set in earlier Activity Management Plans is described in the following. Historically, recorded performance measures have generally focused on customer satisfaction with and quality of the cemetery service being provided. As part of this plan revision there has been a new performance measure added to report on the affordability of providing this service by measuring the proportion of cemetery operation costs that is recovered from revenue received.

Historical Level of Service Performance

Specific performance related to level of service results and targets set in earlier Activity Management Plans is described in the following. Previous customer satisfaction ratings for public toilets are presented in 9.2.5 above.

An analysis of service complaints received via Council's service request system over the previous eight years (see Fig 9-2 below) indicates that, although there is some variability, generally the number of complaints received has remained within a reasonable range of the target of less than 10 complaints relating to cemetery service per year.

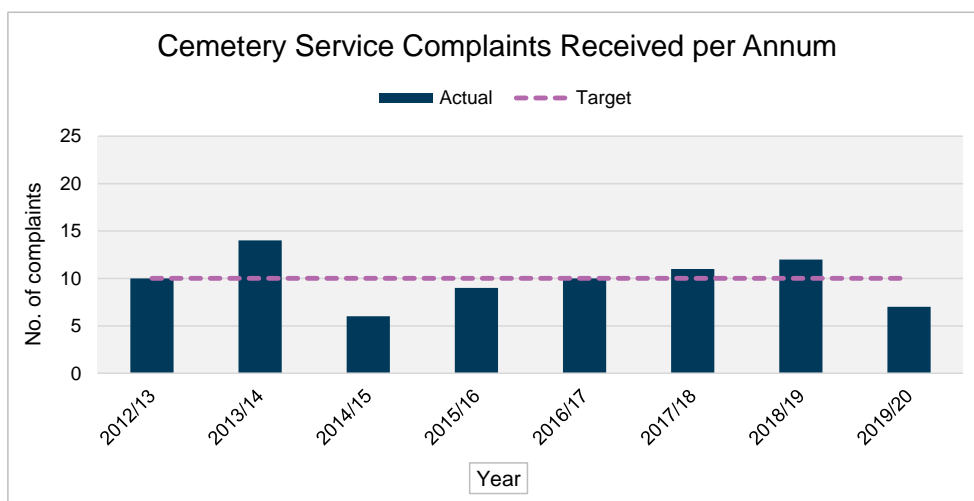


Figure 9-2: Cemeteries LOS Historical Performance - Summary of Cemetery Service Complaints per Annum

Contract 1202/1419 performance audits, which covers maintenance of cemeteries, are undertaken to measure compliance with maintenance contract specifications. Audits have only been completed over the last three years, following a number of years where no audits were undertaken. Cemetery sites are audited against a number of criteria including turf and garden bed maintenance, litter, and maintenance of structures. 'Failures' are defined as less than 90% compliance with the audit criteria. Figure 9-3 below shows the number of 'site compliance failures' per annum as identified by independent audit.

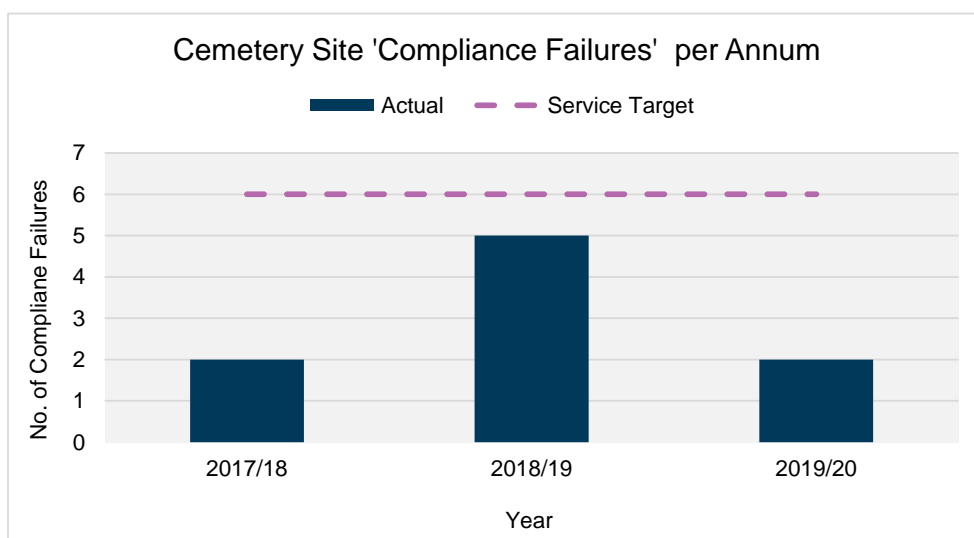


Figure 9-3: Number of Cemetery Site Compliance Failures per Annum Identified by Independent Audit

Results of the independent audits show that, generally, site compliance has met the service target of less than six 'failures' per annum over the last three year period of auditing.

9.2.7 Level of Service Issues and Gaps

A number of levels of service issues are evident from the survey, focus group and other customer feedback initiatives that have been undertaken. These are generally of a minor nature but indicate that there are some gaps in terms of current performance compared with customer expectations. The issues identified and Council's response to resolving issues or addressing gaps is described in the following table.

LOS Issues/Gaps	SDC Response	Programme/Timing
Lower level of grass maintenance in "low" use cemeteries	<ul style="list-style-type: none"> • Maintain current mowing regimes • Review if cemetery use increases substantially 	<ul style="list-style-type: none"> • Recently reassessed as part of Reserves Maintenance Contract review in 2019/20
Presence of broadleaf weeds in turf lowers the overall appearance of being a landscaped/cared-for environment	<ul style="list-style-type: none"> • Implement an annual broadleaf spray programme to improve appearance and quality of turf in "high" use cemeteries 	<ul style="list-style-type: none"> • Annual programme from 2021/22
Car park provision and access inadequate at some sites	<ul style="list-style-type: none"> • Improve access and parking at high use cemeteries • Ensure grass on road frontages is mown to enable parking 	<ul style="list-style-type: none"> • Internal road extension planned at Ellesmere Public in 2021/22 • Access and internal road extension planned at Shands Rd in 2022/23
Signage and markers required to identify plots	<ul style="list-style-type: none"> • Continuation of programme to improve signage & marker system 	<ul style="list-style-type: none"> • Budget provided in 2023/24 and 2024/25 to upgrade external / internal signage
No toilets provided in cemeteries	<ul style="list-style-type: none"> • Maintain current LOS but provide on-site information on nearest public toilets • Monitor demand at high use cemeteries • Consider how the likes of freedom camping could be managed, should toilets be provided and this activity increase, e.g. automated entry gates 	<ul style="list-style-type: none"> • Not currently programmed but to be reviewed against customer demand
Community preference for different types of layout, design, memorial and burial options	<ul style="list-style-type: none"> • Review designs as part of beam installation programme to accommodate customer preferences (e.g. opportunity for memorial planting, whenua/placenta burial) • Continue programme to install ash beams in cemeteries 	<ul style="list-style-type: none"> • Ash beam installation programme to continue from 2021/22
No identifiable cemetery to service Rolleston	<ul style="list-style-type: none"> • Sufficient capacity in nearby cemeteries (Springston, & Shands Rd) • Improve customer information on cemetery availability • Consider provision of a cemetery within the "District Park" identified in the Rolleston Structure Plan 	<ul style="list-style-type: none"> • Develop improved web site information on Council cemeteries • Master planning and consultation on the "District Park" to commence 2021/22
More sustainable burial practices available e.g. natural burials	<ul style="list-style-type: none"> • Investigate as part of future planning for cemetery extensions or new sites 	<ul style="list-style-type: none"> • Ongoing
No on-line customer access to cemetery records	<ul style="list-style-type: none"> • Enablement of on-line customer access is planned and is dependent on an initial data audit and cleansing process 	<ul style="list-style-type: none"> • IT currently investigating new information management system for cemeteries
Heritage value of cemeteries is not proactively promoted	<ul style="list-style-type: none"> • Investigate provision of on-site heritage interpretation or information pamphlet 	<ul style="list-style-type: none"> • To be considered by Communications personnel from 2021/22 • Assessment of heritage value of sites/assets as part of District Plan review 2021/22

Table 9-9: Cemeteries LOS Issues/Gaps

9.2.8 Changes in Levels of Service

There are no significant changes to levels of service planned except for some minor improvements signalled in the table on level of service issues/gaps above. This includes:

- Accommodation of a greater range of burial/memorial options to meet customer preferences as cemeteries are further developed or extended

- On-line access to cemetery records for genealogy and other purposes
- Provision of heritage information for cemeteries

9.3 Growth and Demand

This section covers the growth and demand implications for the provision of cemetery services in the district. This includes an assessment of the demand influences and how these will impact on the future provision of cemeteries as well as requirements for additional areas and infrastructure to maintain the level of service.

9.3.1 Demand Influences and Impacts

The key factors influencing demand for cemetery services are:

- Population growth
- Population demographics
- Burial trends
- Death rates
- External factors
- Pandemics or disasters

Population Growth

The Selwyn Growth Model predicts that the District's population will continue to increase over the planning period, with growth similar to that experienced over the past ten years. This will see the overall District population increase from around 71,500 in 2021 to 89,400 in 2031. The population increase will generally be focused in the eastern growth towns, especially Rolleston, but with some higher growth also occurring in Darfield over this period. Some of the more remote communities will experience limited growth only. Refer to section 4 for further information on growth projections.

With the influx of people coming into the district there will be a corresponding increase in demand for cemetery service over time.

Changes in Demographics

Changes in the age structure of the population are occurring, with the most important trend being the general ageing of the district's population, represented by an increasing number and share in the older age groups. The population aged 65 years and over is likely to grow fastest in the future. Similarly the population in the older working ages (40–64 years) is also likely to increase in the short-term. Conversely, the number of children (0–14 years) and the younger working age population (15–39 years) are expected to remain stable or decline.

It is, however, likely that the populations in the higher growth areas such as Rolleston will continue to have a generally younger population than the remainder of the district.

With the predicted demographic change to a higher proportion of the district population in the older age groups there will be increasing demand for cemetery services and burial space.

Burial Trends

There is a gradual move toward a greater proportion of ashes burials, although the ratio is still significantly in favour of full burials in Selwyn District. In 2010/11 approximately 77% of Selwyn residents chose plot burial and a further 23% chose to inter ashes at a District cemetery. The 2019/20 ratio is now 63% full burial to 37% ash interment (see Figure 9-4 below). Over the period there have been fluctuations in preference but overall, the trend is towards an increase in the proportion of ash burials. This is likely to be associated with the increased urbanisation of the district where there is a higher preference for cremation compared with predominantly rural communities where there is more of an inclination for burial.

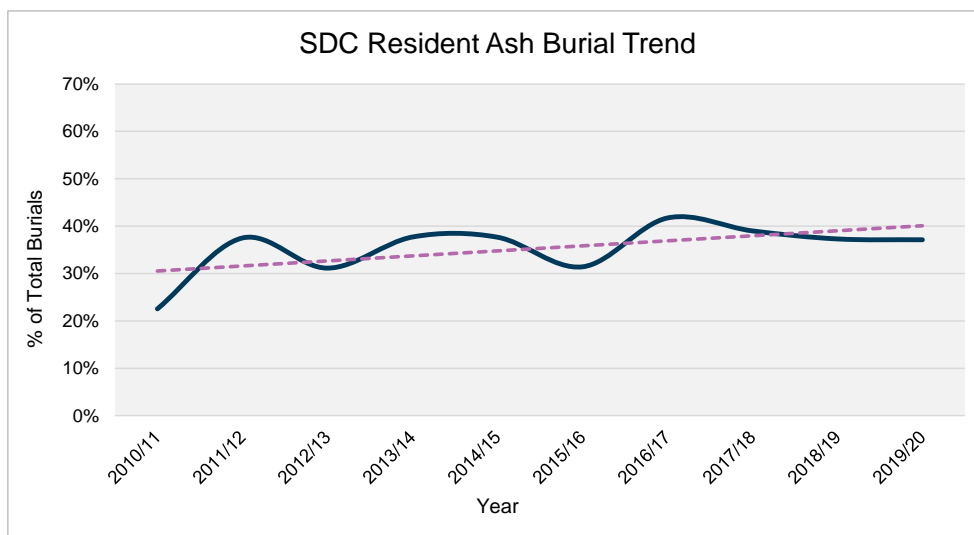


Figure 9-4 Ash Burial Trend (% of total resident burials)

There has been a demand expressed for the provision of "natural burials" and this has been implemented in a number of localities nationally. The Council has investigated the possibility of a natural burial site in the land next to Shands Road Cemetery but this site has proven to be unsuitable because of soil conditions and resource consent requirements. Council will continue to monitor the demand for this service and may consider an alternative site in the future. It is evident that there are changing needs in terms of burial choices, memorial types and provision of ornamentation and other remembrance requirements (e.g. placenta/whenua burials within designated areas). This is partly attributable to the changing ethnic composition of the community. It is important that Council responds to this need in the way it designs, develops and manages cemeteries in the future.

Death Rates

The death rate is expected to climb as the general population in the district ages. The death rate projections from Statistics NZ indicate that there will be an increase in deaths from 2020 to 2030 by 52% and by over 120% over the next 20 years. This will have a marked impact on demand for space at district cemeteries but may be lessened by the gradual trend towards cremation.

External Factors

There are a number of non-residents who choose to be buried in the District (around 15-20 people each year). This is generally people who have had an association with one of the communities or may have other family members buried in the District. In the case of the Shands Road Cemetery this attracts people who have lived in the southern part of Christchurch City particularly from the Hornby area. Christchurch City Council may consider the development of a cemetery to service the south-west part of the city which could alleviate out of district use of Shands Road Cemetery.

Pandemics or Disasters

A significant 'one off' demand factor related to cemetery provision is the occurrence of a major natural disaster or a pandemic, which is particularly relevant currently with the global pandemic still circulating and posing a real threat. This could require a large number of burials to be dealt with in a short time frame.

Given that the current cemetery capacity for all cemeteries in the District for both developed and undeveloped areas is around 37,500 plots this scenario is unlikely to create a capacity issue. Modelling of a potential flu epidemic in the Canterbury District completed in 2005 showed that this type of event could result in around 400 deaths.

9.3.2 Asset Capacity

Cemetery Utilisation

Asset capacity for cemeteries generally relates to the provision of sufficient burial space to meet the current and future needs of the district. This aspect of cemetery management has been largely covered in the following Growth and Demand Section. This shows that there is more than adequate capacity within the existing cemetery network to meet the district's projected burial needs over the planning horizon. A summary of the current level of utilisation compared with available burial capacity is presented in the table below.

Cemetery	New Plot Burials 2017/18	New Plot Burials 2018/19	New Plot Burials 2019/20	Pre-sales for 2017/18 to 2019/20	Ave. Total Plot Uptake per Year	Total Available Plots (Developed Areas)	Ratio of Plot Uptake to Plots Available
Bishops Corner	0	0	0	0	0	336	0.00%
Brookside	1	0	0	0	0	133	0.25%
Dunsandel	2	5	6	14	4	762	0.57%
Ellesmere	15	11	16	39	14	837	1.67%
Ellesmere Catholic	3	4	4	6	4	408	0.90%
Greendale	1	3	2	8	2	240	0.83%
Hororata (St Johns)	2	2	2	4	2	488	0.41%
Killinchy	0	0	0	0	0	126	0.00%
Kimberley	4	4	2	4	3	187	1.78%
Kirwee	2	7	3	5	4	373	1.07%
Kowai Pass	1	2	1	3	1	905	0.15%
Lake Coleridge	1	0	0	1	0	124	0.27%
Lincoln	14	6	12	30	11	1548	0.69%
Prebbleton	5	8	9	19	7	66	11.06%
Shands Road	25	38	25	94	29	3901	0.75%
South Malvern	3	2	3	9	3	416	0.64%
Springston	10	12	16	42	13	198	6.41%
Waddington	3	7	3	19	4	487	0.89%
Weedons Wesleyan	5	5	1	25	4	150	2.44%
Total	97	116	105	322	105	11687	0.91%

Table 9-10: Cemeteries Current Utilisation

The above table does not include ash burials. Currently there are around 64 ash burials per year in Council cemeteries. These mainly occur in Shands Road, Ellesmere, Lincoln, Springston and Prebbleton cemeteries with a portion interred into existing grave plots and others in dedicated ash beams. There is potential for extensive capacity for ash burial to be provided in existing cemeteries and the intention is to construct additional beams to accommodate demand for this facility. The approach will be to carry this out in a way that optimises use of space.

Car Parking Capacity

Funerals generate peak demand for car park provision in cemeteries and the rural nature of most SDC cemeteries means that this is not a significant issue. However, as use increases overtime there will be a need to review car parking provision in some cemeteries to ensure it is adequate.

9.3.3 Forecast Cemetery Requirements

The demand for cemetery space is ongoing and influenced by the factors identified above. There is sufficient capacity in the District's cemeteries to meet demand in the foreseeable future. It is important that supporting infrastructure such as paths, fencing, car parks and concrete beams are provided ahead of use.

Many of the District cemeteries have areas identified for future development once available space in developed parts of these cemeteries has been used.

The methodology used to determine cemetery burial and ash plot requirements for the next 10 years is:

- Calculate current capacity for each cemetery both developed and undeveloped
- Analyse burial records for the past three years to determine burial statistics for each cemetery including use of burial and ash plots, ratio of second interments and burials from those not resident in the District
- Compare records to Statistics NZ death records for the district
- Calculate a projection of deaths for the district based on population projections and standard death rates
- Project number of ash and traditional burials and allocate to cemeteries based on catchments
- Determine impact on capacity and use to project development requirements

Cemetery Capacity

The current capacity of Council owned and managed cemeteries in the District is set out in Table 9-11.

The following assumptions have been made in determining available capacity:

- Assume 65% of total area available for burials in undeveloped sites
- Assume 15 plots per 100m² of space available

Cemeteries	Area (ha)	Area Occupied (m ²)	Burial area available (m ²)	Estimated New Plots (Developed Area)	Estimated New Plots (Undeveloped Area)	Total New plots
SDC Administered						
Bishops Corner	0.4047	450	2,243	336	0	336
Brookside	0.4047	1,491	889	133	0	133
Dunsandel	4.8613	1,447	5,081	762	3,900	4,662
Ellesmere	10.1788	14,775	5,583	837	4,485	5,322
Ellesmere Catholic	0.8093	3,145	2,722	408	0	408
Greendale	2.0234	2,674	1,601	240	1,170	1,410
Hororata (St Johns)	1.2141	1,190	3,252	488	0	488
Killinchy	0.2334	500	839	126	0	126
Kimberley	4.0469	1,885	1,248	187	3,120	3,307
Kirwee	4.0469	1,158	2,487	373	3,257	3,630
Kowai Pass	1.8063	2,971	6,036	905	0	905
Lake Coleridge	1.6712	68	826	124	1,463	1,586
Lincoln	2.9416	5,628	10,318	1,548	0	1,548
Prebbleton	0.4401	2,537	442	66	0	66
Shands Road	6.0703	10,013	26,009	3,901	1,658	5,559
South Malvern	2.1965	3,099	2,771	416	1,326	1,742
Springston	2.0234	10,192	1,317	198	3,344	3,542
Waddington	4.0468	3,492	3,245	487	1,755	2,242
Weedons	0.4553	1,358	1,003	150	0	150
Total	49.9	68,073	77,911	11,687	25,477	37,163

Table 9-11: Available Capacity SDC Cemeteries

Burial Trends – Resident Burials

The actual number of deaths for Selwyn District (from Statistics NZ data) was compared to the number of people using SDC cemeteries. Out of district use was also analysed. The results for the period 2010/11 to 2019/20 are shown in Figure 9-5 below.

In order to determine future requirements, an average of the previous three years data has been used. This shows that on average most of SDC residents are buried in a cemetery within the District after their death. This may be in either a church or Council cemetery. On average over the last three years there has been 62% plot burials, 38% ash burials.

There may be a small number of residents' not using SDC cemeteries and these are likely to be buried out of the District or people who have elected to have their ashes scattered. The majority of those buried outside the District are likely to be cremations.

Burial Trends – Out of District Burials

On average over the last three years, there have been 19 ‘out of district burials’ of non-residents using the SDC cemeteries each year. The ratio of plot burial to ashes is around 60:40.

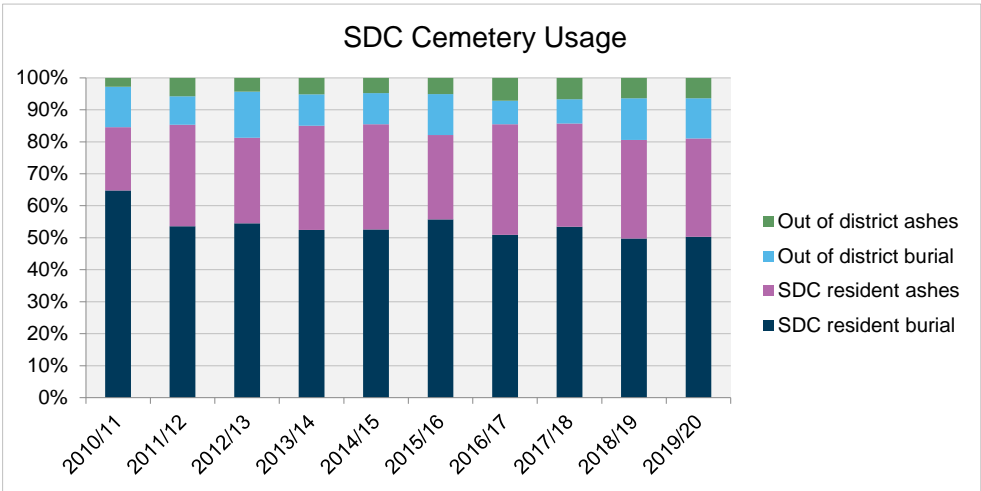


Figure 9-5 Selwyn District Burial Trends

Projected Deaths

In order to project the total number of deaths in the Selwyn District for each year over the plan period (2021 to 2031), the Statistics New Zealand projected deaths component of the Sub-national population projections 2021 base-2043 update was used as the basis for determining projected deaths.

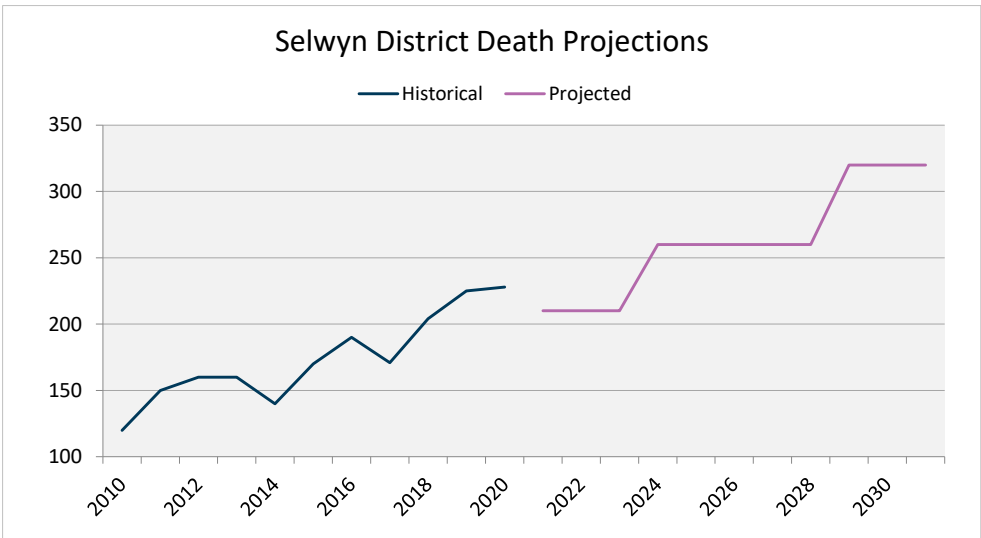


Figure 9-6 Predicted Deaths 2008-2028

Future Demand

Based on the projected annual number of deaths for Selwyn District residents and the number of out of district burials the future annual plot requirements have been calculated in Table 9-12 below. The number of second interments in existing plots has also been taken into account.

Year	Predicted Deaths	Plot Burials	Ash Burials
2021	210	130	80
2022	210	130	80
2023	210	130	80
2024	260	161	99
2025	260	161	99
2026	260	161	99
2027	260	161	99
2028	260	161	99
2029	320	198	122
2030	320	198	122

Table 9-12: Burial Requirements 2018-2027

This information together with historical use trends has been used to estimate the future burial requirements for each of the SDC cemeteries for the period 2021 to 2030. In addition to this an allowance has been made for the effect of plot pre-sales based on projected uptake.

Cemetery	Available Developed Area	Projected Plot Burials	Projected Pre-sale Plots	Remaining Capacity (Plots)	Remaining Capacity (Years)
Bishops Corner	336	0	0	336	Closed
Brookside	133	12	2	119	>100
Dunsandel	762	49	8	705	>100
Ellesmere	837	172	27	639	>50
Ellesmere Catholic	408	49	8	352	>50
Greendale	240	25	4	212	>100
Hororata (St Johns)	488	25	4	459	>100
Killinchy	126	0	0	126	Closed
Kimberley	187	37	6	145	>50
Kirwee	373	49	8	316	>50
Kowai Pass	905	12	2	891	>100
Lake Coleridge	124	12	2	110	>100
Lincoln	1,548	135	21	1,392	>100
Prebbleton	66	86	14	-33	<10
Shands Road	3,901	355	56	3,490	>100
South Malvern	416	37	6	373	>100
Springston	198	159	25	13	>10
Waddington	487	49	8	430	>100
Weedons	150	49	8	94	>10
Total	11,687	1,311	207	10,169	

Table 9-13: SDC Cemetery Burial Plot Capacity Assessment, 2018-2027

It should be noted that the projections in Table 9-13 assume that some usage of church cemeteries will continue. Bishops Corner and Killinchy Cemeteries are essentially closed therefore no additional burials

have been forecast for these cemeteries. However it is likely that there will be some second interments in these cemeteries during the forecast period.

The overall requirement for ash plots has been determined and is summarised in Table 9-14.

Cemetery	Total	Cemetery	Total	Cemetery	Total
Bishops Corner	0	Killinchy	0	Shands Road	159
Brookside	11	Kimberley	37	South Malvern	49
Dunsandel	37	Kirwee	25	Springston	123
Ellesmere	110	Kowai Pass	12	Waddington	25
Ellesmere Catholic	0	Lake Coleridge	12	Weedons Wesleyan	37
Greendale	37	Lincoln	86		
Hororata (St Johns)	12	Prebbleton	37	SDC Cemeteries Total	807

Table 9-14: SDC Cemetery Ashes Plot Forecast Requirement 2018-2027

No capacity calculation has been prepared for ash plots as there is almost unlimited capacity. Ashes can typically be interred in a variety of ways ranging from burial in rose gardens, in dedicated ash beams or into a memorial wall. However the Council will continue to install ash beams in cemeteries where there is demand for ash burials.

Overall Capacity

The future demand assessment shows that there are no overall capacity issues within the next 10 years for SDC cemeteries. Forecast demand can be accommodated within the existing developed areas. There are however several cemeteries where the developed portion is approaching capacity and some additional planning and development of new areas is required during the plan period. It is expected that space for full burials will be exhausted at Prebbleton Cemetery during the 10 year planning period. Although there is no further room for expansion at Prebbleton, it is anticipated that demand for this cemetery will be able to be absorbed by the nearby Shands Road Cemetery which has significant capacity available (50 years plus). Burial space in the developed part of Springston cemetery will also be consumed in the near future which requires development of a further burial area for an additional 1,470 plots. There is also a need to develop additional space at Ellesmere Cemetery to provide for burials within specific denominations (2021). Cemetery extension works involve ground levelling, headstone beam installation and construction of associated infrastructure such as roads, parking and landscaping.

The demand assessment and impact on capacity has taken account of population increases related to individual cemetery catchments. Demand for capacity is expected to be higher in those cemeteries that service the high growth areas and this includes Shands Road (Rolleston), Lincoln and Springston Cemeteries.

It is anticipated that Shands Rd Cemetery will continue to experience demand for "out of district" burials from nearby Christchurch City but this can be adequately managed within the available capacity. There is also potential for expansion of this cemetery into Council owned land to the east, subject to soil conditions being suitable.

The Water and Sanitary Service Assessment noted that Rolleston, Darfield and Tai Tapu do not have a dedicated multi-denominational cemetery. Generally these localities are catered for by rural cemeteries that are situated relatively close to the population centres.

There has been some community demand expressed for a cemetery to service Rolleston particularly as it is the highest growth centre in the district. It is not planned to provide a cemetery in Rolleston at this point in time as the extension to the nearby Springston Cemetery, as well as Shands Rd cemetery should meet predicted future demand. This matter will be reviewed in the future as Rolleston grows to gauge demand. A future site could be located in the proposed "District Park" identified in the Rolleston Structure Plan (2009). Alternatively, it may be possible to partly meet demand by providing a memorial garden or columbarium for ashes burial that would not require a large tract of land.

There is additional undeveloped space available at the following cemeteries:

- Dunsandel
- Ellesmere
- Greendale
- Kimberley
- Kirwee
- Lake Coleridge
- Shands Road
- South Malvern
- Springston Waddington

The capacity available from this undeveloped cemetery land has been calculated to give a clearer understanding of overall cemetery capacity for the district. This takes into account the expected additional demand for cemetery space based on an increasing death rate (320 deaths in 2030 compared with 480 in 2043 – Source Statistics NZ) which is a result of both an increasing and aging district population. The impact of the additional cemetery capacity available for development is shown in the table below.

Cemetery	Estimated New Plots from Undeveloped Area	Estimated Yrs Cemetery Life is Extended By	Estimated Cemetery Life (Yrs)	Extension Land Available
Dunsandel	3,900	150	>250	Extra 4 ha undeveloped
Ellesmere	4,485	30	>60	Extra 4.6 ha undeveloped
Greendale	1,170	30	>60	Extra 1.3 ha undeveloped
Kimberley	3,120	50	>70	Extra 3.2 ha undeveloped
Kirwee	3,257	80	>130	Extra 3.34 ha undeveloped
Lake Coleridge	1,463	80	>120	Extra 1.5 ha undeveloped
Shands Road	1,658	5	>45	Extra 1.7 ha available from adjoining land
South Malvern	1,326	35	>90	Extra 1.36 ha undeveloped
Springston	3,344	40	>50	Extra 3.4 ha available from adjoining reserve
Waddington	1,755	30	>70	Extra 1.8 ha undeveloped
Total	25,477			

Table 9-15: Future Capacity in Undeveloped Cemetery Space

9.3.4 Demand Management

The Council needs to consider how it intends to manage the demand for cemetery services and facilities through other mechanisms rather than asset related solutions. In particular, the Council must consider how it can operate this activity in a manner that promotes sustainable management of assets.

The primary demand management issue relating to cemeteries is the speed at which land reserved for burial purposes is exhausted. In situations where no demand management measures are in place there is potential for large tracts of cemetery space to be reserved and unused for burial purposes (primarily through the pre-sale of burial plots) leading to increased maintenance costs and accelerating requirements for new areas and associated infrastructure.

The current demand management measure the Council uses in response to this issue is via the Selwyn District Council Cemetery Bylaw whereby pre-sale of plots is permitted but if un-used within 80 years they are to be returned to Council.

This approach is appropriate given the current level of demand for pre-sale and the amount of burial space available. However if the situation changes in the future the Council could consider the following measures to promote more sustainable land use practice:

- Limitation on the number of burial plots that can be purchased (could be specific to a cemetery)
- Apply a pricing scale that deters the purchase of multiple plots
- Further limit the right of burial to a reduced period e.g. 30 years

Such measures could be initiated through future reviews of the Cemetery Bylaw or as part of policy development. This would include consideration of the views and preferences of the community and Bylaw reviews are subject to the Special Consultative Procedure under the LGA 2002.

In addition, the Council also manages demand for cemetery use from people who are not residents in the district by imposing an “Out of District Fee”. This fee is applied, in part, to deter use from outside the district.

A further demand management issue relates to the allocation of cemetery space for specific religious groups as required under Section 11 of the Burial and Cremations Act 1964. Although there are presently no specific issues in regard to this requirement, as the ethnicity of the District changes over time, there may be requests for new areas to be set aside.

9.3.5 Meeting Demand through Asset Growth

The demand for cemeteries to cater for the burial requirements of the community will continue, with the rate of use predicted to steadily increase as the population grows and ages. It will be necessary to continue to provide the supporting infrastructure for cemetery operations including gardens, lawns, trees, furniture, paths, car parks, fences, drainage and concrete beams.

Analysis of existing capacity and the expected rate of use indicate that no additional areas of land will need to be purchased to meet requirements over the planning horizon. Development of additional space at Ellesmere and Springston Cemeteries is planned as described above.

There may be demand to address a perceived deficiency in cemetery provision in Rolleston in the longer term. Council will continue to monitor this situation but the capacity available at other nearby cemeteries does not suggest this is an urgent issue at this point in time.

In other cemeteries there will be a need to continue to provide sufficient concrete beams to keep pace with burial requirements. This may require development of additional areas including re-sowing and levelling work. The rate of installation will need to be undertaken at a level commensurate with expected burial plot demand. Similarly ash plots will need to be installed to meet demand.

Ash plots are now provided at most SDC managed cemeteries and it is anticipated that additional beams will be installed as required to meet demand over the planning period. In particular, installations are programmed for those cemeteries that service the high growth areas, including Shands Road, Lincoln, Springston Cemeteries, Ellesmere. It is expected that around 66 new ash plots will be required per year and, with an increasing population and trending preference for ash burials over full burials, this is predicted to increase to 100 by 2030.

It is estimated that the Council needs to install on average around 70 lineal metres of full plot concrete beams per year to keep up with burial plot demand.

Further details on actual new asset requirements resulting from growth and demand are set out in Section 9.4.5.

9.4 Managing Assets









This section explains how cemetery assets are managed and operational service delivered. It also covers the strategies employed for managing the assets and identifies maintenance, renewal, new asset and disposal programmes.

Overall responsibility for planning, management and oversight of maintenance and operational activities lies with Council's Property Department. Cemetery administration services (records etc.) are provided through the Corporate Department.

9.4.1 Asset Description

In order to deliver the desired levels of service a range of supporting assets are required. It is intended that cemetery services will be provided for the district into the foreseeable future and it will be necessary to maintain and improve the asset network to continue to support service provision. This section covers a description of the assets that contribute to the delivery of the Cemeteries Service.

A physical description of each of the cemeteries managed by SDC is set out in the following table.

Name	Location	Description	Area (ha)	Date Est.	Photograph
Bishops Corner	Intersection of Cowans and Feredays Roads, Leeston.	Bishops Corner Cemetery is bounded by the trees to the north and hedge to the south. Parking is available on the wide roadside verge. The Cemetery is now closed, but can be used for relatives of those already buried there.	0.4047	1869	
Brookside	Boundary Creek Road, 500m north of Watsons Road intersection.	Brookside Cemetery was transferred to Council in 1978 from the Presbyterian Church. The site is situated at the end of a tree lined access roadway and is landscaped with trees. There is limited parking on the access roadway.	0.4047	1881	
Dunsandel	Corner of Old South and Sheats Roads.	Dunsandel Cemetery is at the end of a tree lined access roadway and is landscaped with trees around the grave area. There is ample parking on the access roadway.	4.8613	1879	
Ellesmere	Feredays Road, 500m west of Pooles Road intersection, 3km south of Leeston.	Ellesmere Cemetery is well landscaped with tree lined roadways and well maintained hedges. The cemetery has an RSA area. There is ample parking on the access roadway. The cemetery has water supply.	10.1788	1873	
Ellesmere Catholic	Southbridge Leeston Road between Bealey and Pooles Roads, 3km south of Leeston.	Ellesmere Catholic Cemetery is well landscaped with a wide concrete path through the centre of the cemetery and hedging around the SW and SE boundaries. There is limited parking on the road near the gate.	0.8093	1874	
Greendale	Greendale Road, 12km south of Darfield.	Greendale Cemetery has basic landscaping comprising of well cared for lawns and a shelter from tall trees. It is easily accessible and parking is available along the Greendale Road frontage.	2.0234	1878	
Hororata (St Johns)	Corner of Downs and Hororata Roads, 2km north of Hororata.	The cemetery is in the church grounds, which are generally well landscaped with particular value in the grounds' trees. No dedicated parking is available.	1.2141	1879	
Killinchy	Leeston Dunsandel Road, 5km west of Leeston.	Access to the cemetery is via a driveway. The site is very simply landscaped with trees around the perimeter. There is limited parking on the roadside. The cemetery is now closed.	0.2334	1876	












Name	Location	Description	Area (ha)	Date Est.	Photograph
Kimberley	Kimberley Road near the Tramway and Auchenflower Roads intersection.	Kimberley Cemetery is landscaped with well-kept lawns and various trees. Water is supplied. Headstones are placed on strip plinths. The cemetery is easily accessed from Kimberley Road. Ample parking is available, on the median strip.	4.0469	1879	
Kirwee	Hoskyns Road, west of Courtenay Road 1km north of Kirwee.	This cemetery has minimal landscaping, with little tree cover, a wire gate and a rudimentary track. Water is available from the nearby water race. Limited parking is available on the road verge outside the cemetery.	4.0469	1879	
Kowai Pass	West Coast Road, Springfield.	The cemetery is screened from the road by a hedge and surrounded by trees. It is easily accessed from the West Coast Road and limited parking is available on the road frontage. Water is available.	1.8063	1876	
Lake Coleridge	End of Kowai Drive, Lake Coleridge.	There is minimal landscaping, but the cemetery's rural setting and low interment rate is conducive to its pleasant atmosphere. Parking is immediately adjacent to the cemetery but is limited with no through road.	1.6712	1918	
Lincoln	Boundary Road, just west of Birchs Road, Lincoln.	The cemetery is set back from the road and nicely landscaped. Water is available. The cemetery is accessible from Boundary Road with a formed roadway. Parking is available along the internal road and on the road frontage.	2.9416	1879	
Prebbleton	Springs Road, between Hamptons and Trents Roads, Prebbleton.	The cemetery formerly belonged to the Presbyterian Church. The landscaping is basic but tidy. There is a water supply. The cemetery is easily accessible from the road, but parking is restricted to the roadside.	0.4401	1912	
Shands Road	Shands Road, 3km west of Prebbleton.	The cemetery is pleasant and well landscaped, featuring an access track around the area. There are both denominational and non-denominational areas, with a detailed sign providing a key. There is ample parking available.	6.0703	1881	
South Malvern	Coaltrack Road, 1km west of Coalgate.	The cemetery is surrounded by trees, has well-kept lawns and is generally well cared for. Trees and several hedgerows provide shade and serenity. There is ample parking available on the road verge. Water supply is provided.	2.1965	1880	
Springston	Weedons Road, 3km east of Springston	The cemetery is well established and landscaped. Access is via a long access driveway. The cemetery has an RSA memorial section. There is ample parking available within the cemetery. Water is supplied.	2.0234	1872	
Waddington	Corner of Old West Coast and Tramway Roads, 1km east of Waddington.	The cemetery has high hedgerows bordering the short access road. Parking is available on the grass strip on the Old West Coast Road. Water is supplied.	4.0468	1882	
Weedons	Corner of Maddisons and Weedons Ross Roads, 3km west of Rolleston.	The cemetery was formerly Weedons Wesleyan Cemetery, taken over by SDC in 1991. The landscaping is basic featuring a shaped driveway and hedgerow borders. Parking is available on the road frontage grass verges.	0.4553	1887	

Table 9-16: Description of SDC Cemeteries

Cemeteries Asset Inventory

Cemetery assets are comprised, in the most part, of landscape features, roadways, fencing, park furniture and other structures such as memorial beams. These assets are provided to enable the cemeteries service to be delivered to the desired standard. The table below sets out the various assets and components that form the cemeteries service. The data presented is current as at December 2020. See Section 5 – Asset Management Overview for a full description of assets related to the Cemeteries service.

Element	Sub Element	No.	Area / Length (M ² / M)
Equipment	Rubbish Bin	30	
Equipment	Seat	43	
Hard Surfaces	Pathway		161
Hard Surfaces	Car parking		1,147
Horticultural Features	Garden Grade 2		8,639
Horticultural Features	Grass Grade 1		51,193
Horticultural Features	Grass Grade 2		164,913
Horticultural Features	Grass Grade 3		18,640
Horticultural Features	Grass Grade 4		2,130
Horticultural Features	Hedge		1,858
Horticultural Features	Plantation Aesthetic		42,643
Horticultural Features	Shelter Belt		207
Structure	Fence/Wall - Other		8,054
Structure	Flagpole - Metal	4	
Structure	Gate	43	
Structure	Open shelter - Gazebo	2	
Structure	Sign/Plaque	45	
Utilities	Outside Tap	21	

Table 9-17: Cemeteries Asset Inventory

Cemeteries Asset Valuation

A valuation of assets is undertaken every three years. The valuation information provided is extracted from the Asset Register as at 30 June 2019, plus adjustments for 2019/20 & 2020/21. The valuation does not include land values.

	Asset Depreciated Replacement Value (\$)
Cemeteries	403,838

Table 9-18: Cemeteries Asset Valuation

9.4.2 Asset Condition

An independent condition assessment of cemetery assets was carried out in 2020 which followed on from earlier assessments undertaken as part of previous plan reviews. The assessment involved field inspection of assets to component level and applying a condition grade based on NAMS criteria. In addition, remaining useful life (RUL) for all asset components was determined based primarily on condition compared with industry standard economic lives. This information provided a snapshot of condition and has been used, in conjunction with risk and economic factors, to identify timing and costs for future renewal and maintenance works.

An overview of cemetery assets condition is presented in the graph below. This shows that, overall, the majority of cemetery assets are in 'good' to 'very good' condition and does not signal any major issues. There are some assets that will require renewal or rehabilitation works during the 10 year planning horizon and a programme has been prepared for this work. The financial programme provides for renewal of seats, refurbishing of signs, resealing of driveways and undertaking repairs or renewal of fences and structures as required.

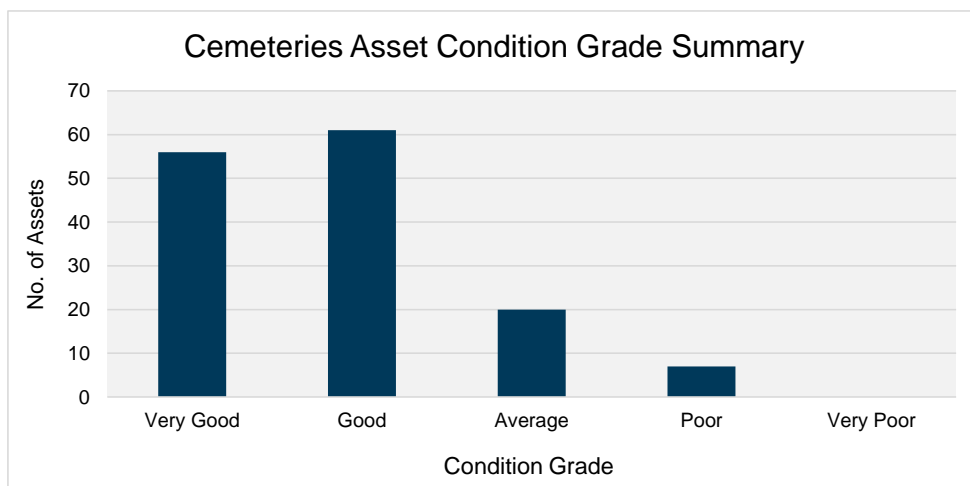


Figure 9-7: Cemeteries Asset Condition Summary

In addition, Council's reserves maintenance contractor is required to report on the condition of assets on a twice yearly basis which is used as the basis for maintenance programmes.

Analysis of service requests received over the last three years and from contractor reports indicates that cemeteries fulfil their functions adequately in terms of the ability to maintain assets and deliver services to an acceptable standard. A few performance issues relating to asset condition or soil characteristics have been identified:

- Running shingle requiring support for grave digging (Prebbleton, parts of Shands Road)
- Pumping of graves due to high water table (Springston, occasionally Ellesmere)
- Failure of water supplies at some cemeteries
- Damage to headstone beams
- Pot holes in formed accessways, or unformed access tracks prevent easy access for burials during winter
- Servicing/emptying of rubbish bins

Tree Condition Assessment

A number of service requests are concerned with the maintenance of tree and vegetation within cemeteries. Most of the cemeteries have been established for over 100 years and have been planted over time with trees for shelter and amenity purposes. The size and age of many of these trees has the potential to create issues in terms of public safety and significant maintenance, removal and replacement costs. A condition assessment was carried out in February 2008 to determine the extent of the issue and to form the basis of a forward maintenance programme. Remedial works were defined and prioritised based on the risk potential using the International Society of Arboriculture (ISA) hazard rating system. A prioritised programme has been developed and has been implemented over the ensuing period to progressively address the tree condition issues. It is estimated that the total cost to continue the programme over the 10 year planning period will be around \$358,000.

In addition, future programmes to incrementally replace trees as they reach the end of their lives will need to be planned to maintain the landscape amenity values of the district's cemeteries.

9.4.3 Operations and Maintenance

Operations and Maintenance Approach

Reserve Maintenance & Operations Contract (Contract No. 1419) covers the delivery of cemetery operations and maintenance activities which includes Sexton Duties. Cemeteries work undertaken via this contract is explained in the Table below.

Activity	Works Included	Performance Requirements	Contract
Operations	Sexton Duties: <ul style="list-style-type: none"> Receive and confirm burial arrangements Accept the warrant Prepare site for interment Observe burial Backfill and remove spoil from site Top up soil and re-grass 	<ul style="list-style-type: none"> Receipt to be confirmed within 1 hour Sign and return warrant within 48 hours Excavation 2 hours prior to burial time Immediately after burial Top up 24 weeks after burial 	<ul style="list-style-type: none"> Contract No. 1419 – Reserves Maintenance & Operations Term: 5 years (with right of renewal for a further 5 years) From 1 July 2020
Maintenance	Cemetery Maintenance: <ul style="list-style-type: none"> Grass mowing Litter removal and rubbish bin servicing Hedge/tree trimming Garden maintenance Edge trimming/spraying General repairs and damage Inspections including headstone stability 	<ul style="list-style-type: none"> Mow to maintain specified heights Bins inspected two weekly (minimum) To maintain existing height & width No weeds 100mm + >20% of area Edge width < 100mm encroachment Damage to be reported immediately Six-monthly inspection & report 	

Table 9-19 SDC Cemetery Operations & Maintenance Approach

Contract No. 1419 – Reserves Maintenance & Operations encapsulates a range of “reserve” areas including cemeteries and covers the following work categories:

- Routine maintenance and operations e.g. grass mowing, rubbish removal;
- Reactive maintenance e.g. emergency repairs;
- Planned maintenance (to extend asset life) e.g. re-surface of gravel driveways;
- Scheduled inspections e.g. headstone stability, cemetery water supplies;
- Additional works e.g. replacement trees (generally items treated as a “day work”);
- Complaints receipt and action service;
- Sexton duties.

Volunteers

Community volunteers have been used to assist with cemetery maintenance activities from time to time. Council will continue to provide funds to support this work. Community Service Volunteers from the Corrections Department have also been utilised on various projects.

Cemetery Administration Service

As part of providing a comprehensive cemeteries service the Council undertakes administration activities including:

- arrangements for burials
- plot sales
- maintenance of burial records
- bylaws provision and management
- customer enquiries
- assistance with genealogical searches

This service is carried out on an “in-house” basis via the Corporate Department and is reliant on effective process linkage and communication with the contractor providing sexton and maintenance services.

Quality Standards and Audit

The contract specifications set the standards required to be delivered for the cemeteries service. These take consideration of the following:

- Reliability and accuracy in delivery of grave preparation and burial services
- Recognition of the sensitive nature of work associated with cemeteries
- Public health and safety assurance
- Maintenance standards that meet customer expectations and reflect the level of use of individual cemeteries
- Maintaining assets in a serviceable condition and managing risk of asset failure
- Protecting assets from unnecessary deterioration or damage
- Service continuity assurance
- Response capability to deal with maintenance issues, asset failures and hazard/emergency situations
- Compliance with legislation and relevant standards
- Reporting on maintenance requirements to identify issues and develop planned maintenance and renewal programmes

Under Contract No.1419 (Reserves Maintenance & Operations) the contractor is required to carry out six-monthly inspections of specific assets that will lead to the discovery of all items requiring maintenance and identify any additional work that is required or desirable and would result in an improvement to the asset. The six-monthly inspections also include the following related to cemeteries:

- Water outlets supplied for the use of visitors to the cemetery
- Report on where plant and animal pests are causing problems
- Report any damage to fences and any livestock movement within cemeteries from surrounding farmland
- Inspect suspect headstones within cemeteries visually and manually to determine their stability
- New and replacement programme for trees and shrubs to occur in May, June, July and August.

Contract No. 1419 requires the contractor to operate a Quality System and have a Contract Specific Management Plan in place to assure work standards are met. Components to be covered in the Quality Assurance System are outlined in the Contract Specifications and include allowance for audit of work to be undertaken both internally and externally. The Contractor (SICON Ltd) has ISO 9001 accreditation.

The Council has contract supervisors who monitor performance standards for the contracts. In addition to this the Contractor (SICON Ltd) is required to undertake self-audits to ensure quality assurance.

Contract performance is monitored and discussed via monthly contractor meetings. Under contract 1419 the Council as Engineer can carry out audits on any aspect of the contract works including contract performance and compliance with requirements and specifications. Council engages an Independent Contract Performance Audit on a monthly basis and this includes cemetery sites and assets.

Auditing of public toilet facilities has been in place since 2017, although regular monthly audits did not begin until mid-2018. Audit results for Cemetery assets is presented in Figure 9-8 below. Note: no audits were undertaken in July/August 2020 during which time the contract was being renegotiated.

Historically, site compliance with maintenance specifications has generally remained above the 90% target, occasionally dropping below this, but not by a significant amount. Recent results under the new contract (1419) have to date been more consistent (since Sept 2020) in maintaining a % site compliance of between 89-95%. Previous failures are generally a reflection of the mowing schedule running behind, and some areas of garden maintenance that required addressing.

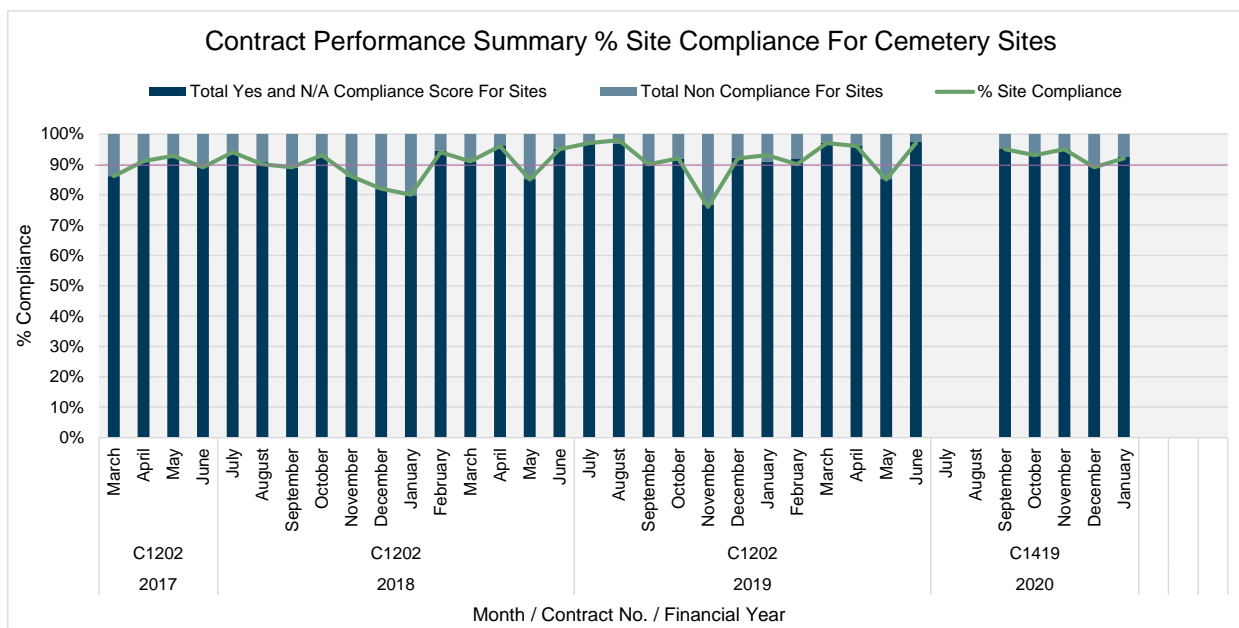


Figure 9-8 Independent Contract Performance Audit results of Cemetery Sites and Assets

Maintenance & Management of Undeveloped Cemetery Areas

A number of the Council's cemetery sites have areas available that are currently undeveloped. In order to manage this land in a way that minimises maintenance inputs and provides for a modest return the Council has developed some of these in forestry. This includes Ellesmere Cemetery, Dunsandel Cemetery and land adjacent to Shands Road Cemetery. Forestry management practices related to these sites are covered in the Forestry Section of this Plan.

Other undeveloped portions of cemeteries are leased for grazing and this includes areas at South Malvern Cemetery, Kimberley Cemetery, Kirwee Cemetery and the land adjoining Springston Cemetery.

Customer Feedback on Cemeteries Maintenance and Operations

See Section - 9.2 Levels of Service for further information relating to customer feedback and asset performance.

In general terms, customer feedback on maintenance and operations performance for cemeteries is satisfactory as evidenced in the Residents Survey Results shown previously in Section 9.2.5.

Complaints received via Council's Service Request System in relation to cemeteries maintenance is reported under Section 9.2.6. (See Figure 9-2). The number of complaints received over the last three years has generally remained within a reasonable range of the target of less than 10 complaints relating to cemetery service per year. Many of these were minor issues such as reporting overgrown vegetation, animal pests (rabbits), and issues with water supply, damage to cemetery beams or headstones assets or graves needing to be topped up.

Representatives from Veterans Affairs carry out an annual survey of maintenance standards in the Returned Service Section of cemeteries and these have indicated a high level of satisfaction with the standards provided.

Operations and Maintenance Issues Identified

Specific maintenance and operating issues that have been defined and the Council's management response is set out in the following table.

Issue	SDC Response	Timing
Having robust processes and procedures in place that ensure service provision for burials is carried out without incident or error.	<ul style="list-style-type: none"> The contractor has a set of work instructions in place as part of the Quality Assurance System based on contract performance requirements 	<ul style="list-style-type: none"> In place
Reliability of plot purchase and burial records for efficient and accurate allocation of plots.	<ul style="list-style-type: none"> Plot and burials data stored electronically in NCS recording system. It is intended to develop mapping functionality and link this electronically to the data in NCS 	<ul style="list-style-type: none"> In place Development to start in 2021
Keeping cemeteries consistently in a clean and tidy condition to avoid complaints from visitors and relatives	<ul style="list-style-type: none"> The Service Request System and 'Snap-Send-Solve' App is used to ensure customer issues are captured and passed on to the contractor for action. Reporting requirements via Contract 1419 A formal auditing and reporting process is being developed to monitor contract performance Improve turf appearance/maintenance standards at "high" use cemetery sites by including an annual broadleaf spray programme 	<ul style="list-style-type: none"> On going Annually from 2021/22
Maintaining cemetery infrastructure in a serviceable condition	<ul style="list-style-type: none"> New bins installed to replace older drum type Budget provided for the continuation of new internal/external signage and way finding markers 	<ul style="list-style-type: none"> From 2023/24
Maintenance and upkeep of older cemetery areas where headstones and surrounds are deteriorating.	<ul style="list-style-type: none"> Regular inspections of older cemetery areas are carried out and action taken where required to make areas safe 	<ul style="list-style-type: none"> Ongoing on six-monthly basis
Weed and animal pest issues in some cemeteries.	<ul style="list-style-type: none"> Extend control measures and increase 'pest control' budget 	<ul style="list-style-type: none"> From 2021/22
The age and condition of cemetery trees is creating maintenance and safety issues.	<ul style="list-style-type: none"> A tree survey has been carried out and remedial work programme developed and is being implemented 	<ul style="list-style-type: none"> Continuation of Programme from 2021/22
Plot owners are placing plants on lawn cemetery grave sites which creates difficulties for maintenance works and burial access to adjoining plots.	<ul style="list-style-type: none"> Enforce bylaws which restrict planting on graves Assess alternative memorial designs that provide for planting. 	<ul style="list-style-type: none"> On going

Table 9-20: SDC Cemetery Operations & Maintenance Issues

Deferred Maintenance

If work is to be deferred, the impact on the assets and their ability to provide the required levels of service will be considered in the decision making process. All deferred works will be reconsidered and re-prioritised in the following years annual plan programme or, if urgent, undertaken immediately. The deferral of some items of work will not have a detrimental effect on the levels of service provided by the assets. Repeated deferral however may incur a liability in future years.

Where there is evidence of deferred maintenance that has been picked up as part of recent condition inspection/audits, a schedule of remedial maintenance works will be compiled and worked through with the maintenance contractor and/or included in the renewal programme, if of significance to warrant this.

Historical Operations and Maintenance Costs

A summary of historical operations and maintenance costs for cemeteries over the previous five years is presented in the graph below. Note that the information represents actual. The significant cost increase in project costs in 2015/16 is attributable to the completion of a programme to fund and implement headstone and memorial repairs following the 2010/11 earthquake events, which was completed in that year.

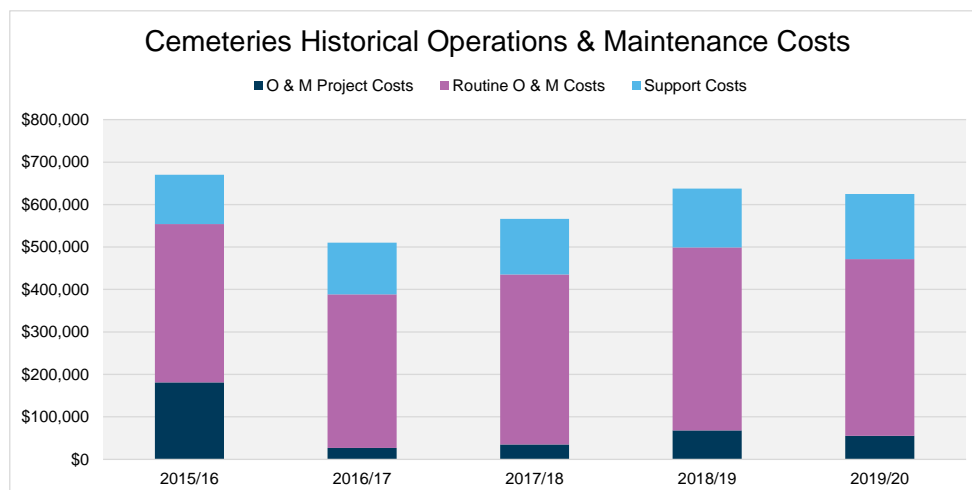


Figure 9-9 Cemetery Historical O & M Costs

Forecast Operations and Maintenance Programme

Operations and maintenance cost projections are summarised in Table 9-23 below. The costs shown assume no change in the method of service delivery and take no account of inflation. They are based on an analysis of historical costs and estimated costs for maintaining new assets resulting from growth and future capital development programmes.

Detailed cost estimates are prepared for each cemetery site taking into consideration specific asset and operational requirements. The forecast costs also reflect the predicted increase in burials over the planning period and the associated maintenance and servicing costs. This includes operating costs for grave digging which reflects the predicted increase in cemetery usage. A scheduled maintenance programme is indicated that provides for works necessary to extend the life and serviceability of assets and manage them in a sustainable manner.

Operations & Maintenance Expenditure	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31
Routine Operations & Maintenance										
Bishops Corner	7,050	7,050	7,050	7,050	7,050	7,050	7,050	7,050	7,050	7,050
Brookside	7,779	7,779	7,779	7,779	7,779	7,779	7,779	7,779	7,779	7,779
Dunsandel	16,953	16,953	16,953	18,232	18,232	18,232	18,232	18,232	19,511	19,511
Ellesmere	63,591	71,591	71,591	75,265	75,265	75,265	75,265	75,265	80,055	80,055
Ellesmere Catholic	17,964	17,964	17,964	19,080	19,080	19,080	19,080	19,080	20,196	20,196
Greendale	8,971	8,971	8,971	9,134	9,134	9,134	9,134	9,134	10,413	10,413
Hororata	30,395	30,395	30,395	30,395	30,395	30,395	30,395	30,395	31,674	31,674
Killinchy	3,147	3,147	3,147	3,147	3,147	3,147	3,147	3,147	3,147	3,147
Kimberly	10,337	10,337	10,337	11,616	11,966	11,616	11,616	11,616	12,895	12,895
Kirwee	12,174	12,174	12,174	13,290	13,290	13,290	13,290	13,290	14,569	14,569
Kowai Pass	14,942	14,942	14,942	14,942	14,942	14,942	14,942	14,942	16,221	16,221
lake Coleridge	3,779	3,779	3,779	3,779	3,779	3,779	3,779	3,779	5,058	5,058
Lincoln	41,146	41,146	41,146	43,541	43,541	43,541	43,541	43,541	47,215	47,215
Prebbleton	16,714	16,714	16,714	18,946	18,946	18,946	18,946	18,946	19,109	19,109
Shands Road	87,299	87,299	87,299	94,484	94,484	94,484	94,484	94,484	104,064	104,064
Sheffiled	18,790	18,790	18,790	19,906	19,906	19,906	19,906	19,906	21,185	21,185
South Malvern	11,500	11,500	11,500	12,779	12,779	12,779	12,779	12,779	14,058	14,058
Springston	50,554	50,554	50,554	53,112	53,112	53,112	53,112	53,112	58,065	58,065
Weedons	12,453	12,453	12,453	13,732	13,732	13,732	13,732	13,732	15,011	15,011
Total Routine O & M	435,538	443,538	443,538	470,209	470,559	470,209	470,209	470,209	507,275	507,275
District Wide O & M										
Support Costs	177,383	177,633	176,817	165,378	163,940	164,391	162,860	162,505	164,725	163,044
District Wide Costs	47,527	47,527	47,527	47,527	47,527	47,527	47,527	47,527	47,527	47,527
Asset Management Costs	53,300	51,300	45,800	45,800	60,800	53,300	45,800	51,300	45,800	55,300
Total District Wide O & M	278,210	276,460	270,144	258,705	272,267	265,218	256,187	261,332	258,052	265,871
Scheduled Operations & Maintenance										
All Facilities	2,500	2,500	2,500	7,500	7,500	2,500	2,500	2,500	7,500	7,500
Total Scheduled O & M	2,500	2,500	2,500	7,500	7,500	2,500	2,500	2,500	7,500	7,500
Total O & M	716,248	722,498	716,182	736,414	750,326	737,927	728,896	734,041	772,827	780,646

Table 9-21: Cemetery Operations & Maintenance Cost Projections

9.4.4 Asset Renewal

Identification of Renewals

The identification of renewal works for cemeteries has been largely based on the most recent condition assessment undertaken in 2017. This exercise also identified remaining useful life (RUL) to component level for all cemetery assets. RUL was based on applying standard industry useful lives to asset components and assessing the percentage of life used based on the current condition. In addition to this the following factors were also used to determine renewal requirements and timing:

- Age profile of cemetery assets (where known)
- On-going maintenance requirements and costs (economics)
- Maintaining serviceability
- Continued community need
- Safety risks and asset criticality
- Bundling like works for efficiency

The general tactics applied for determining renewal or rehabilitation requirements for cemetery assets is to utilise "poor" condition as a trigger for action as well as considering the factors listed above. This enables assets to be renewed prior to imminent failure and reduces the likelihood of increasing maintenance costs and safety issues. Where safety is not a significant concern some renewal work will be deferred beyond the identified renewal timing to "smooth" expenditure peaks.

Asset Coverage

The majority of cemetery assets are included in capital renewal programmes, e.g. hard surfaces, fences and gates, water supplies, signage, rubbish bins and park furniture.

The maintenance of trees, gardens, and lawns are carried out as part of annual maintenance programmes with the renewal/replacement cost expensed at that time.

Renewal Forecast

Renewal forecasting based on the approach outlined above for the various asset groups comprising the Cemeteries Service has been carried out for a 30 year horizon and is presented in the following graph:

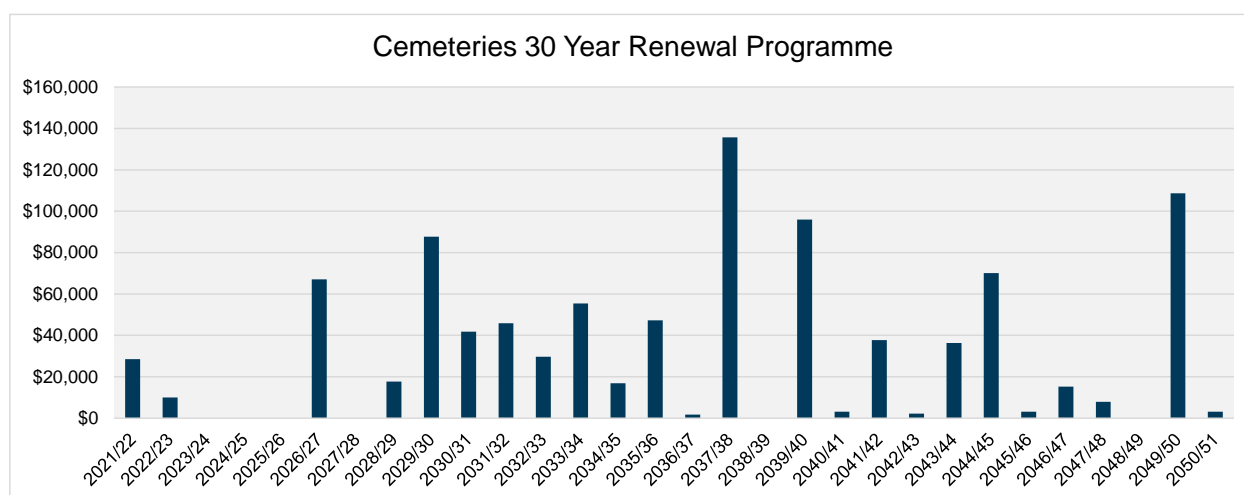


Figure 9-10 Cemeteries 30 Year Renewal Forecast

Renewal Cost Projections

Future likely renewals requirements for the planning period are scheduled in the table below, which identifies anticipated costs for specific asset components.

Projections indicate that there will be requirements for renewal work as assets reach the end of their useful lives. This particularly relates to resurfacing of sealed areas, fencing replacement work, and the replacement of general assets required during the planning period.

Cemetery	Project Description	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31
Renewal Projects		\$	\$	\$	\$	\$	\$	\$	\$	\$	\$
District Wide	Asphalt/Sealed Areas Reseal	28,500	-	-	-	-	67,100	-	16,500	59,500	40,100
Ellesmere Catholic	Path Reconstruction	-	-	-	-	-	-	-	-	23,500	-
Kimberly	Asset renewals	-	-	-	-	-	-	-	-	1,800	-
Kirwee	Front fence renewal	-	10,000	-	-	-	-	-	-	-	-
Kirwee	Asset Renewals	-	-	-	-	-	-	-	-	2,150	-
Sheffiled	Asset Renewals	-	-	-	-	-	-	-	1,200	-	-
South Malvern	Asset Renewals	-	-	-	-	-	-	-	-	750	-
Total Renewal Projects		28,500	10,000	-	-	-	67,100	-	17,700	87,700	40,100

Table 9-22: Cemetery Renewal Cost Projections

Depreciation

Cemetery assets are depreciated on a straight line basis. Horticultural features (trees, gardens, turf, hedges), and rubbish bins are not depreciated and are renewed through annual maintenance programmes. Cemetery beams are not depreciated as these are effectively sold in perpetuity to plot purchasers and are unlikely to be renewed. The Council's current policy is to not fund depreciation for cemetery assets.

Forecast depreciation requirements for cemetery sites over the next 10 years are identified in Figure 9-11 below, based on the current valuation and projected new capital and renewal programmes.

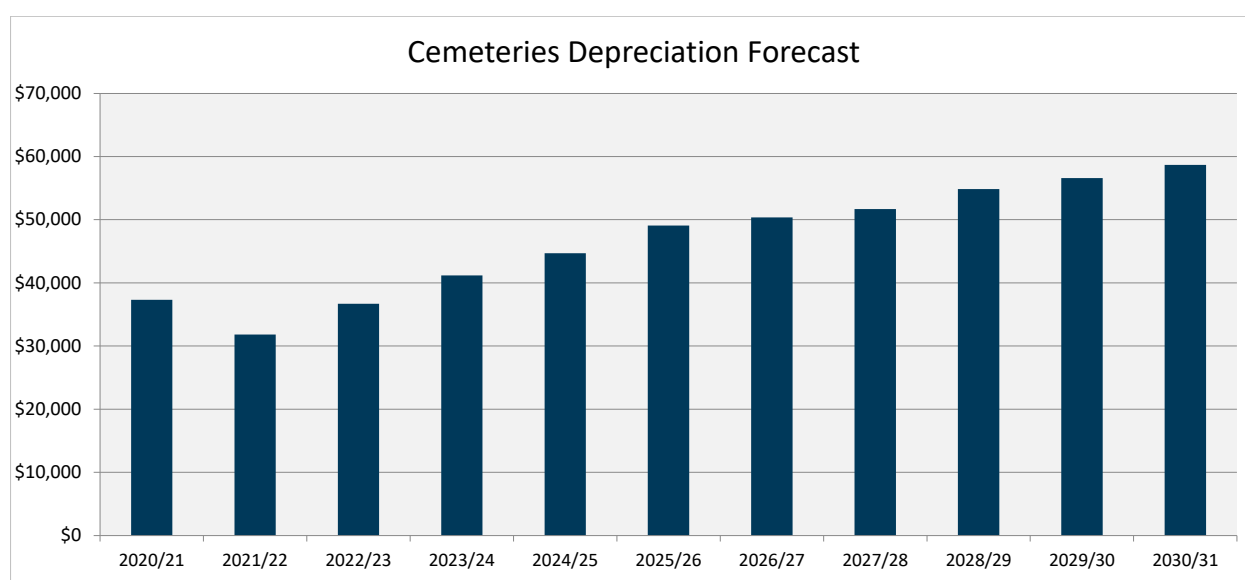


Figure 9-11 Cemeteries 10 Year Depreciation Forecast

9.4.5 New Asset Requirements

Along with the requirement to continue to provide burial space to meet the District's needs there is a necessity to develop the infrastructure to support cemetery operations and provide a suitable level of amenity for visitors.

New capital assets for cemeteries may be required in response to the following:

- Addressing performance gaps in the current levels of service
- Providing for the development of additional areas to meet demand
- Meeting increases in levels of service
- Providing new technologies or innovations to improve efficiency/sustainability

It is anticipated that, overall, a similar level of service will continue to be provided into the future for SDC cemeteries and this will be reflected in designs and infrastructure provision. Key new capital requirements relating to cemetery assets are set out in Table 9-23 below:

New Assets Driver	SDC New Assets Requirements	Estimated Quantity	Timing
Addressing LOS performance Gaps	Roadway/traffic improvements	2 projects	2021 & 2022
	Signage and markers	District wide	From 2023
Increased LOS	Memorial beam installation	Ave. 80 lineal m/yr	From 2021
	Ash plot beams	Ave. 3-4 per year	From 2021
Growth and Demand	Develop additional space at Ellesmere Cemetery for burials	Around 2,500 m2	2021/22

Table 9-23: Cemetery New Assets Requirements

Prioritisation and Timing

The timing of new capital works is dependent on the uptake of cemetery plots and the consequent need to provide continuous availability of burial space with the appropriate level of amenity. The programme for the installation of memorial and ash beams has been determined by the predicted annual usage of plots and the need to maintain a positive balance of available plots.

Prioritisation of new capital items has involved consideration of the following criteria:

- Customer preferences identified through LOS focus groups and other feedback mechanisms
- Level of usage of individual cemeteries
- Demand information
- Technical assessments
- Issues identified in planning documents (e.g. Sanitary Services Assessment for Cemeteries)
- Risk factors

Selection and Design

Service, functionality, price, availability, reliability, aesthetics, safety, sustainability and maintenance requirements are assessed when consideration is given to creating or acquiring new assets. SDC design standards are required to be followed with all new capital development work. These will generally follow the standards described in the Engineering Code of Practice where applicable.

Forecast New Capital Assets Costs

A number of new capital works are planned over the 10 year planning period. These capital projects will allow Council to continue to provide cemetery services to the desired service level standards and to meet the needs of additional capacity requirements that are forecast to occur. These projects are listed in Table 9-24 below.

Cemeteries - New Capital Projects Summary											
Cemetery	Project Description	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31
New Capital - Improved LOS		\$	\$	\$	\$	\$	\$	\$	\$	\$	\$
District Wide	Full Beam Installation	15,200	43,400	19,400	23,100	20,700	26,500	23,600	20,700	25,700	27,800
District Wide	Ash Beam Installation	10,000	8,000	8,000	10,000	10,000	10,000	10,000	10,000	12,000	12,000
District Wide	Signage and Markers	-	-	30,000	30,000	-	-	-	-	-	-
Ellesmere	Roadway Extension	50,000	-	-	-	-	-	-	-	-	-
Shands Road	Extend Road Network	-	120,000	-	-	-	-	-	-	-	-
Shands Road	Asset renewals	-	-	-	-	-	-	-	-	-	1,750
Shands Road	Entrance Slip Road	-	75,000	-	-	-	-	-	-	-	-
Total New Capital - Improved LOS		75,200	246,400	57,400	63,100	30,700	36,500	33,600	30,700	37,700	41,550
New Capital - Growth		\$	\$	\$	\$	\$	\$	\$	\$	\$	\$
Ellesmere	Ellesmere Cemetery Extension	75,500	-	-	-	-	-	-	-	-	-
Total New Capital - Growth		75,500	-	-	-	-	-	-	-	-	-

Table 9-24: Cemetery New Assets – Forecast Costs

9.4.6 Disposal Plan

There are very few cemetery assets identified for disposal with the exception being items that may be removed as part of the renewal programme.

No specific items are identified for disposal during the 10 year planning period.

Forecast Income/Expenditure Arising from Asset Disposal

Any costs associated with asset disposals are minor and are met through the operational budget. This generally involves the removal and disposal of items such as old fencing or furniture that is no longer serviceable. Planned income from disposals (if any) is likely to be minimal as, the type of assets being disposed, have limited marketable value.

9.4.7 Sustainable Management

As described in Chapter 17, Council has made a decision to integrate more sustainable management approaches in to the way it works, manages assets and delivers services. Although the principles of sustainability have not yet been formally implemented with the cemeteries service it is intended to incrementally introduce sustainable practice where this can be readily achieved as well as incorporating sustainability into decision-making processes.

Approaches to be implemented in relation to cemeteries include the following:

Wellbeing	Sustainable Approach
Environmental	Maintenance practices that consider sustainability such as reduced reliance on methods using machinery.
Environmental	Use and selection of materials and products where sustainability is given significant weight in decision-making.
Environmental	Planting and landscape designs that provide more sustainable solutions in terms of species selection for environmental compatibility, plant survival and reduced watering requirements.
Environmental	Use of grass species that are slower growing, resilient and don't require irrigation.
Environmental	Investigate potential for "natural burials" that incorporate native plant restoration opportunities.
Social	Develop designs that provide a range of memorial options and respond to the social and grieving needs of families.
Social	Ensure there is sufficient capacity to meet the needs of future generations as well as current residents' needs and that the level of provision is equitable between generations.
Economic	Develop layouts, designs and practices that provide for more efficient use of cemetery space and reduce uptake of land.
Economic	Provide for management controls that reduce the speed at which cemetery land is used e.g. limitation on pre-purchase of plots.
Cultural	Ensuring heritage features are preserved to provide on-going representation of the social and cultural history of the district.
Cultural	Ensure that cemetery services and facilities respond to the changing cultural and ethnic needs of the community.

Table 9-25: Cemeteries Sustainable Management

The maintenance contractor, SICON Ltd, has attained ISO 14001 (Environmental Management Systems) accreditation. This means that they have in place operating procedures and policies that take consideration of environmental impacts. This demonstrates a clear commitment to improving environmental performance and contributing to a "clean, green image".

9.4.8 Risk Management

A risk assessment has been undertaken for cemeteries and this process has identified a number of key risks. Mitigation and action measures to address risks have also been determined. Risk has been considered in the development and prioritisation of forward capital programmes. Risk mitigation measures have been built into maintenance practices and inspections as required.

Cemetery assets have been assessed in terms of criticality (assets which have a high consequence of failure) and there are no specific assets within this service area that would be categorised as critical.

Refer to the Section 6: Risk Management for additional information on how risk is managed and significant risks related to this service area. Risk mitigation measures are incorporated into forward programmes as appropriate. A comprehensive risk assessment is attached to this plan in Annex 9E.

9.5 Financial Programmes Summary

This section provides a summary of financial forecasts for the cemeteries service over the 10 year planning horizon. Additional detail on financial forecasts and projects is contained in Annexes 9B and 9C.

9.5.1 Historical Financial Performance

Figure 9-12 below shows the financial performance for this activity over the last three years. Observations noted are:

- Actual income is generally close to budget targets and dependent on actual burials and plot sales;
- Opex is close to budget in 2018/19 and 2019/20, with an increase in available budget following a recorded deficit in 2017/18;
- Capex consistently under budget – with the following projects deferred over a number of years; Springston Cemetery extension (delayed by consents), roading extensions at Shands Rd and Ellesmere Cemeteries.

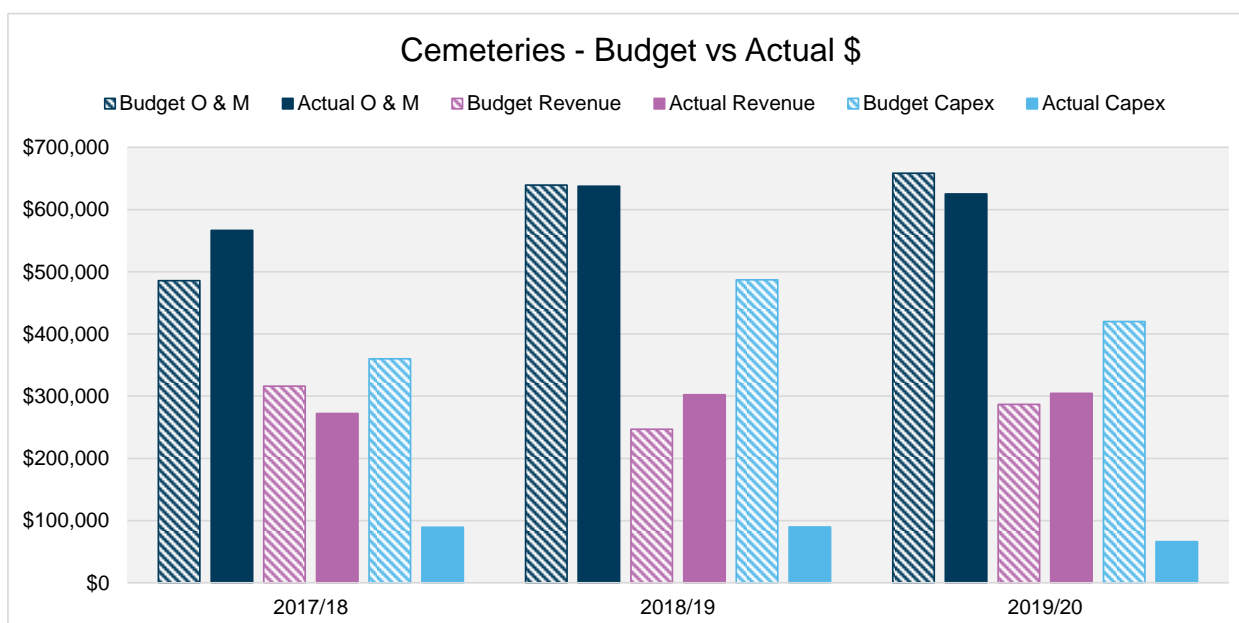


Figure 9-12: Cemeteries Historical Financial Performance

9.5.2 Operations and Capital

Financial Summary	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31
Operating											
Total Operating Revenue	320,037	329,354	329,354	329,354	395,482	395,482	395,482	395,482	395,482	496,971	486,011
Total Opex	676,968	716,248	722,498	716,182	736,414	750,326	737,927	728,896	734,041	772,827	780,646
Depreciation	37,299	31,809	36,695	41,170	44,674	49,065	50,355	51,669	54,850	56,579	58,685
Operating Surplus/Deficit	394,230	418,703	429,839	427,998	385,606	403,909	392,800	385,083	393,409	332,435	353,320
Capital											
Capital Renewals	21,265	28,500	10,000	-	-	-	67,100	-	17,700	87,700	40,100
New Capital - Improved LOS	232,760	75,200	246,400	57,400	63,100	30,700	36,500	33,600	30,700	37,700	41,550
New Capital - Growth	295,967	75,500	-	-	-	-	-	-	-	-	-
Total Capex	549,992	179,200	256,400	57,400	63,100	30,700	103,600	33,600	48,400	125,400	81,650

Table 9-26: Cemeteries Financial Summary

Figure 9-13 below sets out the summary forecast for total expenditure (operations and capital) and the estimated operating revenue for the 10 year planning period. This indicates that operational expenditure requirements will gradually rise commensurate with the forecast usage and the extra cost of looking after the extended cemetery areas.

Revenue will also gradually rise reflecting the projected increase in burials and plot purchase.

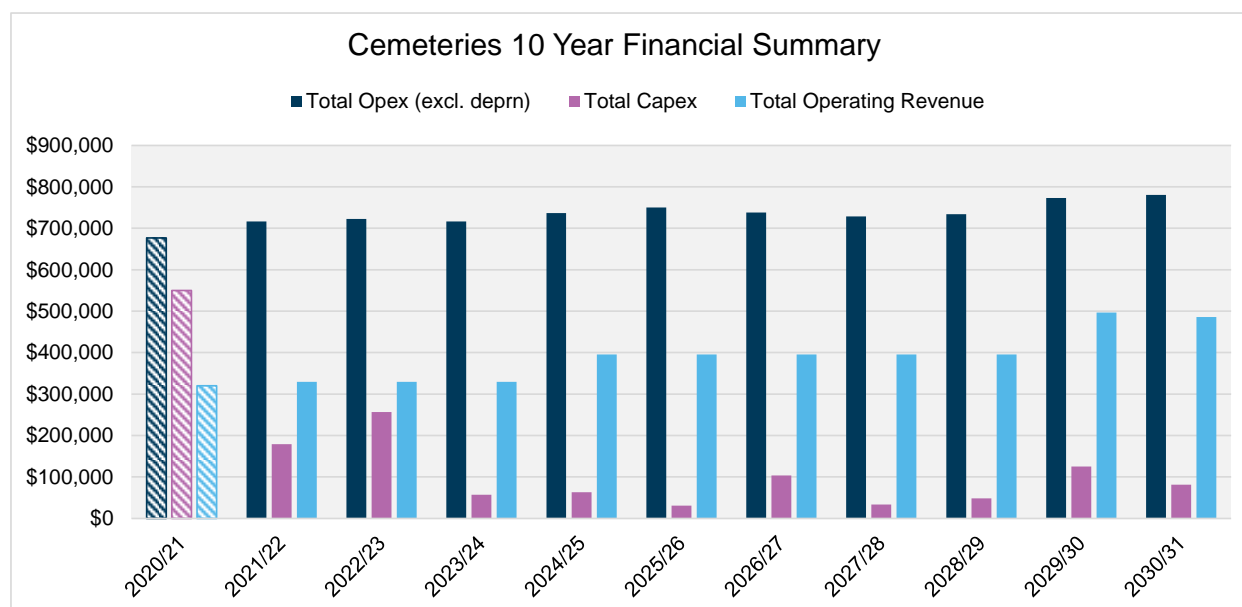


Figure 9-13 Cemeteries 10 Year Expenditure Summary

Cemeteries Key Financial Projects/Programmes

Location / Cemetery	Project Description	Timing	\$	Comment
District Wide	Signage	2023 / 2024	60k	Upgrade of internal signage and beam markers
Ellesmere Public	Cemetery Extension	2021	75.5k	Develop additional burial area within the cemetery site
Shands Rd	Access / Roading Improvements	2022	195k	To improve access, circulation and safety

Table 9-27 Cemeteries Key Financial Projects/Programmes

9.5.3 Funding

The general approach to funding the cemeteries activity is set out below:

Operating Expenses (excluding depreciation) – 40-59% funded from user charges, 40-59% from general rates.

Capital Expenses – 40-59% funded from user charges, 40-59% from general rates.

Users benefit from this function by having access to a burial plot indefinitely. Accordingly, 40-59% of the costs are funded from plot fees and interment charges. The balance of the cost is funded from the general rates reflecting the amenity benefit that a cemetery provides from the provision of open space. Benefits of this function are on-going. A small grant is received on an annual basis from Veterans Affairs as a contribution to the cost of maintaining Returned Services Sections.

The forecast funding split is shown in the graph below. The average proportion of revenue funding for this activity over the 10 year planning period is 47%.

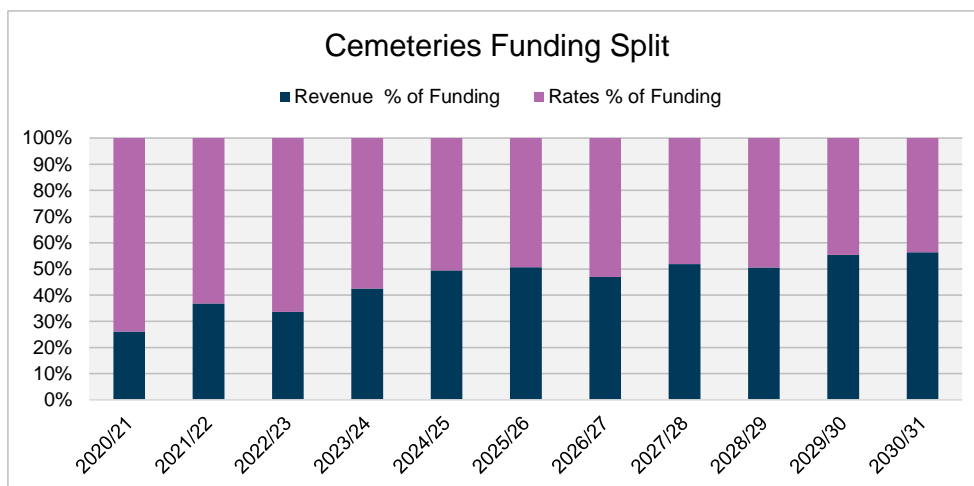


Figure 9-14: Cemeteries Funding Split

Annex 9A

Focus Group “H Form” – Cemeteries

POSITIVES

(why you score service high)

AVERAGE SATISFACTION SCORE

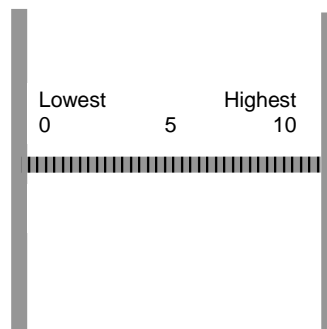
(how do you rate this service on a scale of 1-10)

NEGATIVES

(why you score service low)

Lowest: 5 Average: **8.18** Highest: 10

- Look good when I see them
- Generally tidy
- Well looked after
- Regularly mown (Prebbleton)
- Large open space, quiet, easy access (Ellesmere)
- Tidy and spacious (Springston and Lincoln)
- Waddington Cemetery well maintained
- Information available in digital format on web search



- Lawn mowing
- Boundary untidy (Shands Road)
- Issues reported 2x with no response from Council
- Poor standard on mowing when graves sink down (Ellesmere)
- Cutting wet grass leaves clumps
- Only water is by tank at Weedons Cemetery

Feedback on costs:

- ☐ I would support increased spending on this service to achieve a higher service level **1**
- ☐ I think the expenditure is about right **10**
- ☐ I think the service levels could be reduced to save on costs **0**
- ☐ No comment

Suggestions for Improvement (*Group Discussion*)

- Mowing more regularly at Greendale/Lincoln
- More structured way to report issues – Council acknowledgement of report received. Concern that the complaints issued are not being followed up (x3)
- Smaller cemeteries to be tidied up

Annex 9B

Cemeteries 10 Year Financial Forecast

Cemeteries 10 Year Financial Forecast	Budget 2020/21	Forecast 2021/22	Forecast 2022/23	Forecast 2023/24	Forecast 2024/25	Forecast 2025/26	Forecast 2026/27	Forecast 2027/28	Forecast 2028/29	Forecast 2029/30	Forecast 2030/31	10 Yr Total
Operating Revenue												
Fees & Charges	320,037	329,354	329,354	329,354	395,482	395,482	395,482	395,482	395,482	496,971	486,011	3,948,454
Total Operating Revenue	320,037	329,354	329,354	329,354	395,482	395,482	395,482	395,482	395,482	496,971	486,011	3,948,454
Opex												
Staff Costs	-	-	-	-	-	-	-	-	-	-	-	-
Other Operating Expenditure												
Routine Maintenance & Operations	398,647	435,538	443,538	443,538	470,209	470,559	470,209	470,209	470,209	507,275	507,275	4,688,559
District Wide Operating Costs	41,011	47,527	47,527	47,527	47,527	47,527	47,527	47,527	47,527	47,527	47,527	475,270
Total Other Operating Expenditure	439,658	483,065	491,065	491,065	517,736	518,086	517,736	517,736	517,736	554,802	554,802	5,163,829
Support Costs	177,628	177,383	177,633	176,817	165,378	163,940	164,391	162,860	162,505	164,725	163,044	1,678,676
Operating Projects												
Scheduled Maintenance Projects	8,565	2,500	2,500	2,500	7,500	7,500	2,500	2,500	2,500	7,500	7,500	45,000
Asset Management Projects	51,117	53,300	51,300	45,800	45,800	60,800	53,300	45,800	51,300	45,800	55,300	508,500
Total Operating Projects	59,682	55,800	53,800	48,300	53,300	68,300	55,800	48,300	53,800	53,300	62,800	553,500
Total Opex	676,968	716,248	722,498	716,182	736,414	750,326	737,927	728,896	734,041	772,827	780,646	7,396,005
Operating Surplus/Deficit (excl. deprn)	356,931	386,894	393,144	386,828	340,932	354,844	342,445	333,414	338,559	275,856	294,635	3,447,551
Depreciation												
Depreciation	37,299	31,809	36,695	41,170	44,674	49,065	50,355	51,669	54,850	56,579	58,685	475,551
Operating Surplus/Deficit (incl. deprn)	394,230	418,703	429,839	427,998	385,606	403,909	392,800	385,083	393,409	332,435	353,320	3,923,102
Capex												
Capital Renewals	21,265	28,500	10,000	-	-	-	67,100	-	17,700	87,700	40,100	251,100
New Capital - Improved LOS	232,760	75,200	246,400	57,400	63,100	30,700	36,500	33,600	30,700	37,700	41,550	652,850
New Capital - Growth	295,967	75,500	-	-	-	-	-	-	-	-	-	75,500
Total Capex	549,992	179,200	256,400	57,400	63,100	30,700	103,600	33,600	48,400	125,400	81,650	979,450
Capital Revenue												
Development Contributions	-	-	-	-	-	-	-	-	-	-	-	-
Vested Assets	-	-	-	-	-	-	-	-	-	-	-	-
Other	-	-	-	-	-	-	-	-	-	-	-	-
Total Capital Revenue	-	-	-	-	-	-	-	-	-	-	-	-
Growth Opex	-	8,000	8,000	-	-	-	-	-	-	-	-	16,000

Annex 9C

Cemeteries Projects

Cemeteries Project Summary											
Site	Project Description	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31
Planned Maintenance Programmes											
District Wide	Asset Management	0	5,500	0	0	5,500	0	0	5,500	0	0
District Wide	Tree Programme	35,800	35,800	35,800	35,800	35,800	35,800	35,800	35,800	35,800	35,800
District Wide	Fencing Maintenance	10,000	10,000	10,000	10,000	10,000	10,000	10,000	10,000	10,000	10,000
District Wide	Gravel Drive/Car Park Maint	7,500	0	0	0	9,500	7,500	0	0	0	9,500
Sheffield/Waddington	Weed Control	2,500	2,500	2,500	2,500	2,500	2,500	2,500	2,500	2,500	2,500
Shands Road	Sustainable Planting	0	0	0	5,000	5,000	0	0	0	5,000	5,000
Total Operational Projects		55,800	53,800	48,300	53,300	68,300	55,800	48,300	53,800	53,300	62,800
Renewal Projects											
District Wide	Asphalt/Sealed Areas Reseal	28,500	0	0	0	0	67,100	0	16,500	59,500	40,100
Kimberley	Asset Renewals	0	0	0	0	0	0	0	0	1,800	0
Kirwee	Asset Renewals	0	0	0	0	0	0	0	0	2,150	0
Shands Road	Asset Renewals	0	0	0	0	0	0	0	0	0	1,750
Sheffield/Waddington	Asset Renewals	0	0	0	0	0	0	0	1,200	0	0
South Malvern	Asset Renewals	0	0	0	0	0	0	0	0	750	0
Ellesmere Catholic	Path Reconstruction	0	0	0	0	0	0	0	0	23,500	0
Kirwee	Front Fence Renewal	0	10,000	0	0	0	0	0	0	0	0
Total Renewal Projects		28,500	10,000	0	0	0	67,100	0	17,700	87,700	41,850
New Capital - Improved LOS											
District Wide	Signage and Markers	0	0	30,000	30,000	0	0	0	0	0	0
Ellesmere Public	Roadway Extension	50,000	0	0	0	0	0	0	0	0	0
Shands Road	Entrance Slip Road	0	75,000	0	0	0	0	0	0	0	0
Shands Road	Extend Road Network	0	120,000	0	0	0	0	0	0	0	0
District Wide	Full Beam Installation	15,200	43,400	19,400	23,100	20,700	26,500	23,600	20,700	25,700	27,800
District Wide	Ash beam Installation	10,000	8,000	8,000	10,000	10,000	10,000	10,000	10,000	12,000	12,000
Total New Capital - Improved LOS		75,200	246,400	57,400	63,100	30,700	36,500	33,600	30,700	37,700	39,800
New Capital - Growth											
Ellesmere Public	Cemetery Extension	75,500	0	0	0	0	0	0	0	0	0
Total New Capital - Growth		75,500	0	0	0	0	0	0	0	0	0

Annex 9D

Cemeteries Map (Operating Cemeteries)

