

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 which service the burial and remembrance needs of the various communities within the district.

19 cemeteries are managed and owned by the Council to service the districts needs and these are distributed to cater for township, village and rural communities. In addition to Council owned cemeteries, there are several other cemeteries within the district that are privately owned and generally managed through church establishments.

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

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

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 the achievement of community outcomes relating to the promotion of a healthy community. The Selwyn District Council has adopted the role of the primary service provider, as although there are some private cemeteries managed through churches, they don't make a significant contribution towards servicing the community's needs.

Council also has a statutory responsibility to provide for the current and future burial needs of the districts residents as prescribed in Section 4 of the Burial and Cremation Act 1964.

Cemetery planning is required to meet both short-and long-term requirements and to aim towards Council's strategic direction. As the district continues to grow and change, Council will need to plan and provide for future cemetery requirements.

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

- Providing 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 Selwyn District Council is required under section 4 of the Burial and Cremation Act 1964 to satisfy the burial and remembrance needs of both current and future residents.

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

Currently there is no dedicated cemetery for Rolleston and there has been some community demand expressed for a cemetery to service Rolleston, particularly as it's the highest growth centre in the district. It is not planned to provide a cemetery in Rolleston over the next 10 years as it is adequately serviced by Weedons, Springston and Shands Road cemeteries which are in relative proximity. Land available at both Springston and Shands Road cemeteries for extension of burial areas should also meet the predicted future demand for the next 30 years. 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.

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. Modelling shows that the Prebbleton Cemetery will have no capacity in 3 years. This demand is anticipated to be absorbed by the nearby Shands Road Cemetery which has available capacity (40-50 years). Weedons Cemetery is also expected to have no capacity in 17 years. More information can be found in subsection 9.3.2.

Burial Trends – There is a gradual move towards a greater demand for ash burials, although the ratio is still slightly in favour of full burials at 55:45. It is expected that, as townships grow and become more urban in nature, the preference for ash burials will increase. Council will need to develop cemeteries in the future to cater this preference. In saying this, full burials are still expected to be at a higher demand than ash burials.

Changing Customer Needs – 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 and the cost of living. 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 customer expectations, particularly for cemeteries with a high level of use. Based on projected increasing use of some cemeteries it is planned to begin a programme to install toilet facilities in high use cemeteries over the next 10 years.

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

There are no cemeteries past the Kowai Pass cemetery in Springfield. This means residents of Arthurs Pass and the surrounding farms and settlements may have to travel up to 60km to reach the nearest cemetery. It is not currently feasible to provide a cemetery in these locations but a memorial wall could potentially be located in communities and this option will be explored over this planning period.

Availability of Plots: Of the 19 cemeteries in the district, two are now closed (including privately owned cemeteries) to all except those with pre-purchased plots or relatives already buried there. Those remaining generally all have a significant number of plots remaining or areas available for expansion apart from Prebbleton (0-5 years) and Weedons (10-15 years) cemeteries. Council records for the areas available for burials within each cemetery is calculated to give an estimated number of plots available and a life span of the cemetery can be approximated. Although total land can be calculated, not all of this is suitable for graves and so a factor is applied to estimate the unusable space. It is possible that some older graves

aren't marked and require further investigation to determine whether the land will be available for new grave sites.

The Council has undertaken a comprehensive survey of some sites, including radar survey to determine unmarked graves to analyse cemeteries long term use. 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 more than 25 years and therefore this land is held in reserve.

Cemetery Presentation:

Council cemetery facilities are generally well landscaped and very well maintained. In all cases there is good access, and the cemetery is 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.

9.1.3 Designations

As part of the district plan review process, all Council owned cemeteries have been designated. By designating the districts cemeteries this ensures 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. This also ensures that Council can continue to provide areas to meet section 4 of the Burial and Cremations Act 1964, and to assist in the preservation of the district's social history.

Designations 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. Designations 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
Inclusive communities Each town's unique identity as well as the rural identity is promoted.	Cemeteries contribute to the overall green space of the district and complement the rural character and surrounding environment
Liveable low carbon towns Growth that consolidates and intensifies towns	Providing cemeteries to accommodate township and population growth
Connected community Selwyn residents have access to appropriate health, social and community services	Residents have a place for burial and to remember the lives of friends and family
Quality innovative infrastructure Our infrastructure is adaptive and resilient	The network of cemeteries contributes to the overall provision of community infrastructure needed to support communities. Cemeteries also provide burial capacity in the event of a major civil emergency
Active and educated community Selwyn residents have access to good quality information	Record keeping for cemeteries ensures the preservation of historical data for future generations to utilise
A district that values its culture and heritage Local and cultural history and heritage are preserved, shared and promoted. Selwyn's places of tribal significance, Wahi Tapu, sites of special association and Wahi Ingoa place names are protected.	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

Legislation/Standard	LOS Implications
	<ul style="list-style-type: none"> 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
<i>New Zealand Standard NZS 4242:2018 ‘Headstones and cemetery monuments’</i>	<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 via annual surveys
- Consultation on the Water & Sanitary Services Assessment
- Consultation on the Cemetery Bylaw review in 2017
- Satisfaction levels indicated in Annual Residents surveys (up to 2021 – now discontinued)
- Surveys and focus groups specifically targeting cemeteries

Focus Group Workshop

Focus group exercises comprising community members were undertaken in 2017 to help set benchmarks for levels of service for the Community Facilities Activity Management Plan. 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 with no significant changes required.

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 contains 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 has been extended to provide additional capacity for that catchment
- 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 5 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.

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

Criteria	Level of Service	
	High Use	Low Use
Availability	Public and interdenominational *	
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 Bylaw 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. This Bylaw is still current.

Funeral Directors Annual Survey

The Council undertakes an annual survey of funeral directors who utilize the district cemeteries with the objective of understanding the level of satisfaction with cemetery maintenance and services. This was a new measure introduced from 2021/2022 to replace the annual resident's satisfaction survey. Results from the survey are shown in the table below:

Performance Measure	Target	Actual 2021/22	Actual 2022/23
The level of satisfaction with cemetery maintenance and services as recorded in an annual survey of funeral directors	70%	100%	75%

Table 9-5: Funeral Directors Satisfaction Ratings

The results indicate a relatively high level of satisfaction with maintenance and services. As part of the survey questions are also asked in terms improvements or deficiencies to help identify any gaps in the levels of service expected. From the surveys undertaken to date several issues have emerged which are outlined below:

- A number of funeral directors would like to see public toilets provided in high use cemeteries especially with the frequency of funerals increasing.
- Entrance and exits to some cemeteries are difficult to negotiate especially from state highways and can create a traffic hazard.

Present and Future Levels of Service

The Selwyn District Council provides a network of cemeteries to meet the needs of the districts population, and these are distributed throughout, to enable reasonable access for most townships and rural communities. Cemeteries that service the districts four wards are shown below.

Ellesmere Ward	Malvern Ward	Springs Ward	Rolleston 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		Springston
Killinchy	South Malvern		Weedons Wesleyan
	Waddington		

Table 9-6: 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 funeral directors surveys is evidence of a strong level of 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 9-7 below.

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

Table 9-7: Cemeteries Service Categories

Objective	Planned LOS	Performance Measure	Core Value						Current Performance (2022-23)	Target Performance			Indicative Performance Yrs 4-10
			Quality	Customer Satisfaction	Availability	Quantity	Responsive-ness	Affordability		Yr 1	Yr 2	Yr 3	
To provide a network of cemeteries to meet the districts burial and remembrance needs	The quality of cemetery facilities and maintenance standards meets residents service expectations	The level of satisfaction with cemetery maintenance and services as recorded in an annual survey of funeral directors		X					75%	≥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%	>85%	>85%	>85%	>85%
	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	39%	≥45%	≥45%	≥45%	≥55%
	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
	The quality of cemetery facilities is consistent with the grade standards & customer expectations	% compliance with maintenance specifications for compliance	X						94%	≥90%	≥90%	≥90%	≥90%

Table 9-8: Cemeteries Present & Future LOS

Bold text 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 may be 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	

Table 9-9: Cemeteries Service Standards

9.2.5 Asset Performance

Specific performance related to the 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. A performance measure is also included 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 is disclosed in the following series of graphs.

Cemetery service complaints received per annum

An analysis of service complaints received via Councils service request system indicates that over the previous 5 years, 2 of these years have had 10 or more complaints relating to cemetery services per year. Figure 9-1 below shows the number of cemetery complaints received per annum.

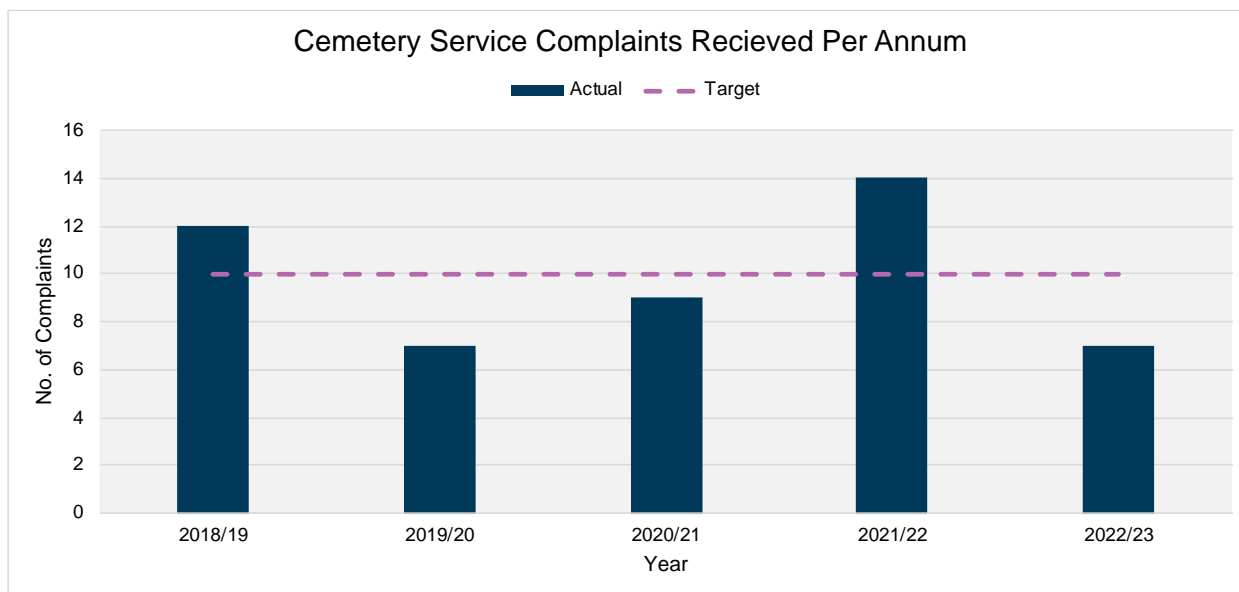


Figure 9-1: Cemeteries Service Complaints per Annum

Cemetery Site Compliance Failures

Contract 1419 performance audits are undertaken to measure compliance with maintenance contract specifications. Cemetery sites are audited against several including lawn and garden bed maintenance, litter and maintenance of structures. Failures are defined as less than 90% compliance with the audit criteria. Figure 9-2 below shows the average compliance score per annum as identified by independent audits.

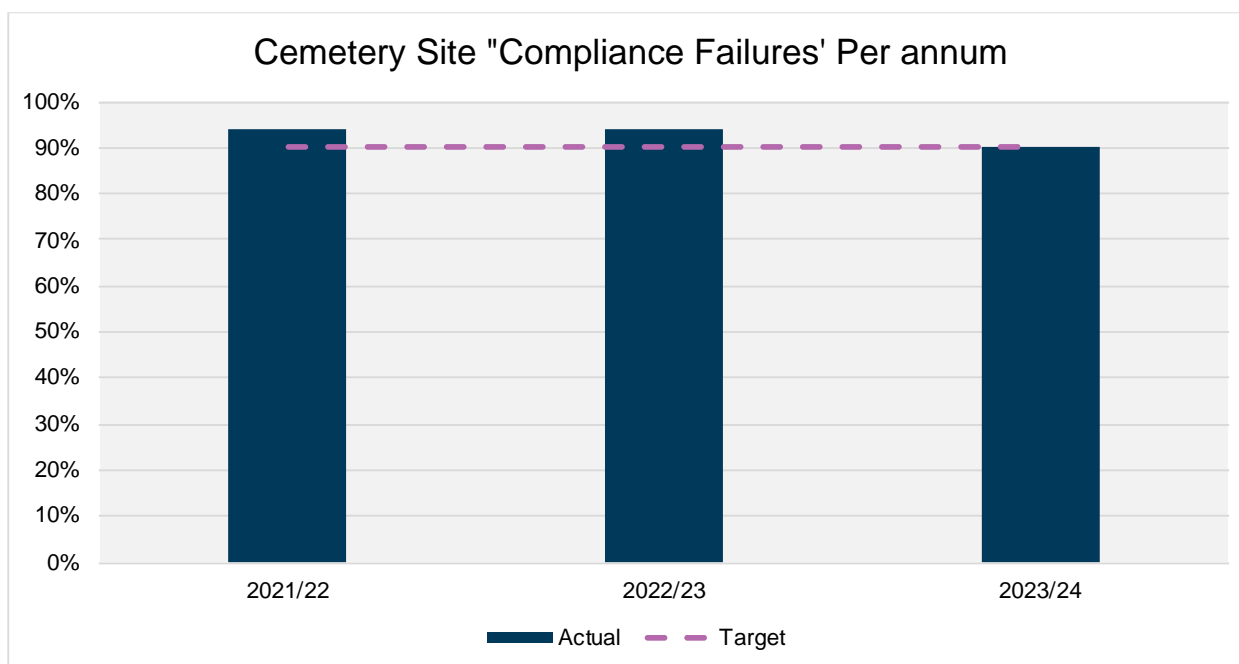


Figure 9-2: Number of Cemetery Site Compliance Failures per Annum Identified by Independent Audit

Results from the independent audits show that the average scores for 2021/22 and 2022/23 is above the 90% target. It should also be noted that that 2023/24 financial year is still in progress, so the current score of 90% might change.

9.2.6 Level of Service Issues and Gaps

Several 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"> • 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 in place from 2021/22
Car park provision and access inadequate or unsafe 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 • Improve access off state highways 	<ul style="list-style-type: none"> • Slip road access planned for Shands Rd in 2024/25 • Access improvements at Kowai Pass in 2027/28 • Internal road extension planned at Shands Rd in 2031/32
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"> • Provide for toilets to be installed at highest use cemeteries especially where other toilets facilities are not close by • Continue to monitor demand at high use cemeteries 	<ul style="list-style-type: none"> • Toilets programmed for installation at Shands Rd in 2027/28 and at Springston in 2030/31
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/walls in cemeteries 	<ul style="list-style-type: none"> • Ash beam installation programme to continue from 2024/25 • Ash/memorial wall planned for Arthurs Pass subject to site confirmation
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" commenced in 2023/24
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
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"> • Communications Team to consider from 2025/26

Table 9-10: Cemeteries LOS Issues/Gaps

9.2.7 *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
- Installation of public toilets at highest use cemeteries
- 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 districts population will continue to increase over this planning period, with growth similar to the past ten years. This will see the overall district population increase from around 79,300 in June 2022 to 109,664 in 2034 to 153,360 by 2054. Refer to section 4 (Managing growth) for further information on growth projections.

Along with the population increase the migration of people into the district will create a corresponding increase in the demand for cemetery services over time

Changes in Demographics

Changes in the age structure shows a trend of general ageing of the district's population represented by an increase in the number and share of the population in the older age groups. The population aged 65 years and over is expected to increase from 12.4% in 2022 and reach 17.82% in 2034. By 2054 people aged 65+ are expected to make up 24.2% of the population. Similarly, the population in the older working ages (40-64 years) is also expected to increase. Refer to section 4 (Managing growth) for further information on changes in demographics.

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 movement towards greater proportions of ash burials, but the ratio is still slightly in favour of full burials within the district. In 2019/20, 62% of all Selwyn resident's burials were full plot burials compared to 38% ash burials. Comparing this to the 2022/23 data where ash burials made up 52% of all resident's burials. This is likely to be an outlier and it is predicted that full burials will be marginally higher than ash burials in the coming years (55% full burials c.f. 45% ash burials).

The increase in ashes burials 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. Ash burials are also likely becoming more popular due to being a cheaper and more flexible option than a full burial.

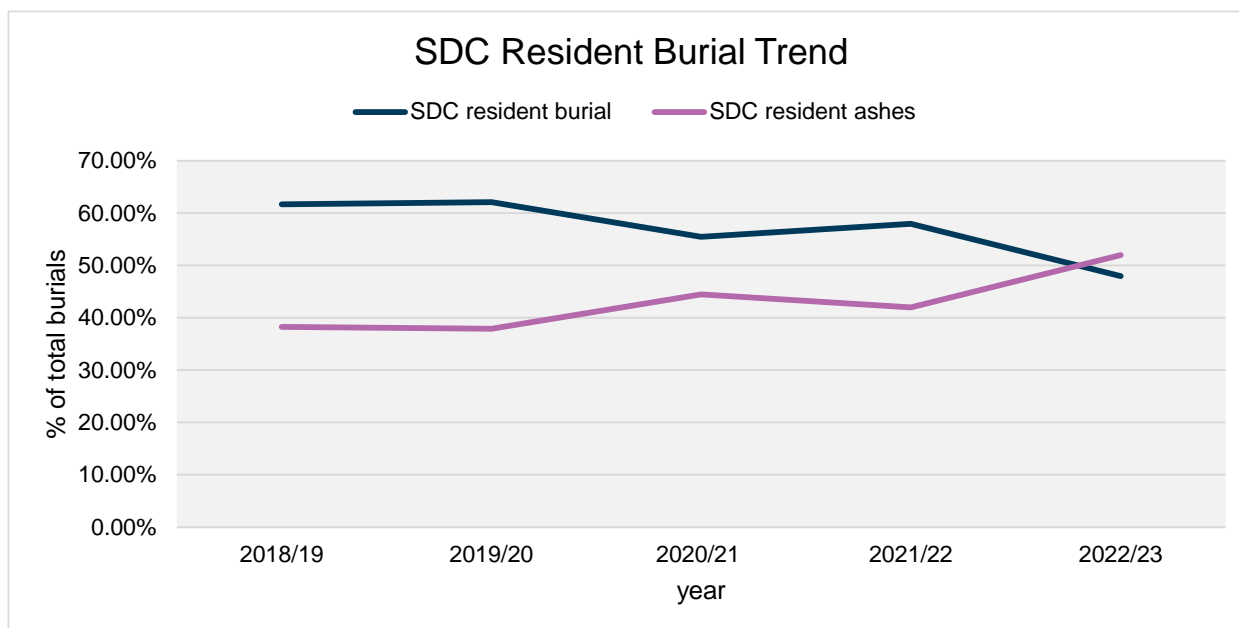


Figure 9-3: Ash Burial Trend (% of total resident burials)

There has been a demand expressed for the provision of "natural burials" and this has been implemented in several 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

Deaths within the district have been increasing largely due to significant population growth but this will be increasingly influenced by an ageing population. Stats NZ data on registered deaths of residents of the Selwyn District between 2000-2022 confirms a general trend of increasing numbers of deaths in Selwyn District, including the influence of COVID-19 on deaths between 2020-2022.

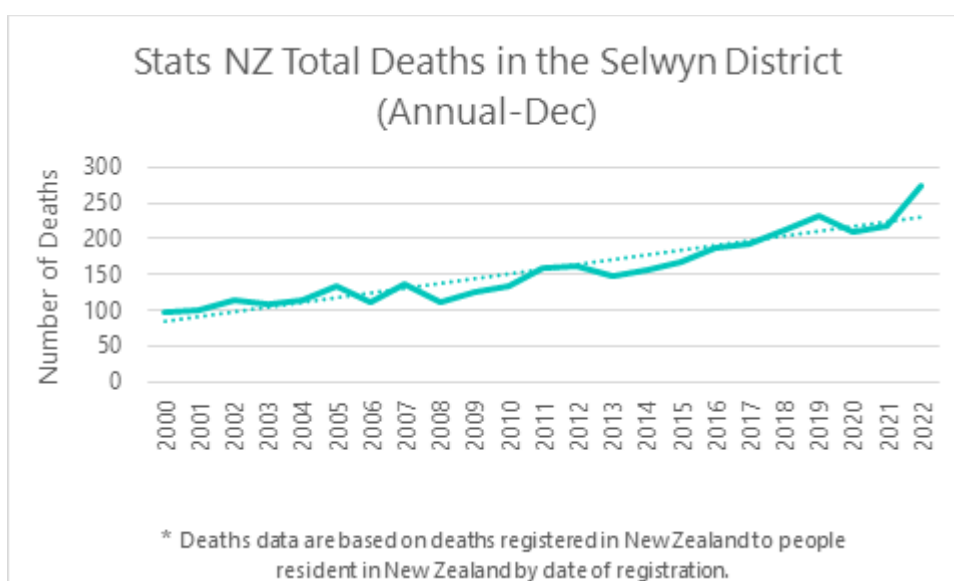


Figure 9-4: Total deaths in the Selwyn District

External Factors

Each year, there are several non-residents who choose to be buried in the district (around 15-20 people). These are generally people who have had an association with one of the communities or may have 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 threat. This could require many burials to be dealt within a short time frame. Given that the current cemetery capacity for all cemeteries in the district for both developed and undeveloped areas is around 37,907 plots this scenario is unlikely to create a capacity issue.

9.3.2 Current Utilisation

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 which can be seen above. This shows that there is more than adequate capacity within the existing cemetery network to meet the districts projected burial needs. A summary of the current level of utilisation is presented in the table below.

Cemetery	New Plot Burials 2020/21	New Plot Burials 2021/22	New Plot Burials 2022/23	Full plot uptake 2020-2022	Percentage of total uptake
Bishops Corner	0	0	0	0	0.0%
Brookside	0	0	0	0	0.0%
Dunsandel	3	0	3	6	1.9%
Ellesmere	4	9	12	25	11.4%
Ellesmere Catholic	3	2	3	8	2.3%
Greendale	0	2	0	2	2.3%
Hororata (St Johns)	1	1	2	4	0.3%
Killinchy	0	0	0	0	0.3%
Kimberley	2	2	3	7	3.9%
Kirwee	3	2	1	6	1.6%
Kowai Pass	2	3	0	5	3.2%
Lake Coleridge	1	0	0	1	1.3%
Lincoln	11	23	17	51	6.8%
Prebbleton	4	10	9	23	4.9%
Shands Road	20	26	30	76	29.5%
South Malvern	2	5	2	9	5.5%
Springston	2	8	2	12	18.2%
Waddington	12	7	12	31	1.9%
Weedons Wesleyan	6	1	2	9	4.5%
Total	76	101	98	275	100%

Table 9-11: Cemeteries Plot Current Utilisation

Over the past three years there has been 275 full plot burials in the district with 76 (2020/21), 101 (2021/22) and 98 (2022/23). The high usage areas of full burials are Ellesmere, Lincoln, Prebbleton, Shands Road and Springston cemeteries.

Cemetery	New ashes Burials 2020/21	New ashes Burials 2021/22	New ashes Burials 2022/23	Full ashes uptake 2020-2022	Percentage of total uptake
Bishops Corner	0	0	0	0	0.0%
Brookside	0	0	0	0	0.0%
Dunsandel	2	0	4	6	2.5%
Ellesmere	12	5	8	25	10.4%
Ellesmere Catholic	0	2	1	3	1.3%
Greendale	0	2	2	4	1.7%
Hororata (St Johns)	1	3	0	4	1.7%
Killinchy	0	0	0	0	0.0%
Kimberley	1	3	6	10	4.2%
Kirwee	1	5	1	7	2.9%
Kowai Pass	0	1	6	7	2.9%
Lake Coleridge	1	1	1	3	1.3%
Lincoln	14	13	12	39	16.3%
Prebbleton	1	3	8	12	5.0%
Shands Road	13	16	12	41	17.1%
South Malvern	3	5	4	12	5.0%
Springston	3	2	6	11	4.6%
Waddington	6	8	32	46	19.2%
Weedons Wesleyan	3	4	3	10	4.2%
Total	61	73	106	240	100%

Table 9-12: Cemeteries Ashes Current Utilisation

Over the past 3 years there have been 240 ash burials, 61 in 2020/21, 73 in 2021/22 and 106 in 2022/23. 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 burials to be provided in existing cemeteries and it is intended to continue to construct additional beams to accommodate demand for this burial type. The approach is to install ash beams in a way that optimises use of space.

9.3.3 Forecast Cemetery Requirements

The demand for cemetery space is ongoing and influenced by factors identified in 9.3.1. There is sufficient capacity in the districts cemeteries to meet demand in the foreseeable future. It is important 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 9-13.

The following assumptions have been made in determining available capacity:

- Assume 65% of total area available for burials in undeveloped sites
- Assume 11.5 plots per 100m² of space available (based on the recent extension at Springston Cemetery)

Cemeteries	Area (ha)	Area Occupied (m2)	Burial area available (m2)	Estimated New Plots (Developed Area)	Capacity Yrs current developed area
Bishops Corner	0.4047	450	2243	258	0
Brookside	0.4047	1,491	889	102	>100
Dunsandel	4.8613	1,447	5081	584	>50
Ellesmere	10.1788	14,775	5583	642	20-25
Ellesmere Catholic	0.8093	3,145	2722	313	35-40
Greendale	2.0234	2,674	1601	184	20-25
Hororata (St Johns)	1.2141	1,190	3252	374	>100
Killinchy	0.2334	500	839	96	0
Kimberley	4.0469	1,885	1248	144	15-20
Kirwee	4.0469	3,200	2800	322	40-50
Kowai Pass	1.8063	2,971	6036	694	40-50
Lake Coleridge	1.6712	68	826	95	25-30
Lincoln	2.9416	5,628	10318	1,187	30-40
Prebbleton	0.4401	2,537	442	51	0-5
Shands Road	6.0703	10,013	28570	3,286	25-30
South Malvern	2.1965	3,099	2771	319	20-25
Springston	2.0234	10,192	1317	151	20-25
Waddington	4.0468	3,492	3245	373	40-50
Weedons	0.4553	1,358	1003	115	10-15
Total	49.875	70,115	80,785	9,290	

Table 9-13: 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. To determine future requirements, an average of the previous three years burial data has been compared with deaths in the Selwyn District. This shows that from 2020/21 to 2022/23 73% of Selwyn residents are buried in a cemetery within the district after their death. This may be in either a church or Council cemetery. Comparing the last 3 years data, 47% of resident's burials have been ashes and 53% have been full 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 3 years, there has been an average of 16 'out of district burials' of non-residents using the SDC cemeteries each year. The ratio of Selwyn District residents' burials to out of district burials is around 90:10. Comparing the last 3 years data 55% of out of district burials have been full plot burials.

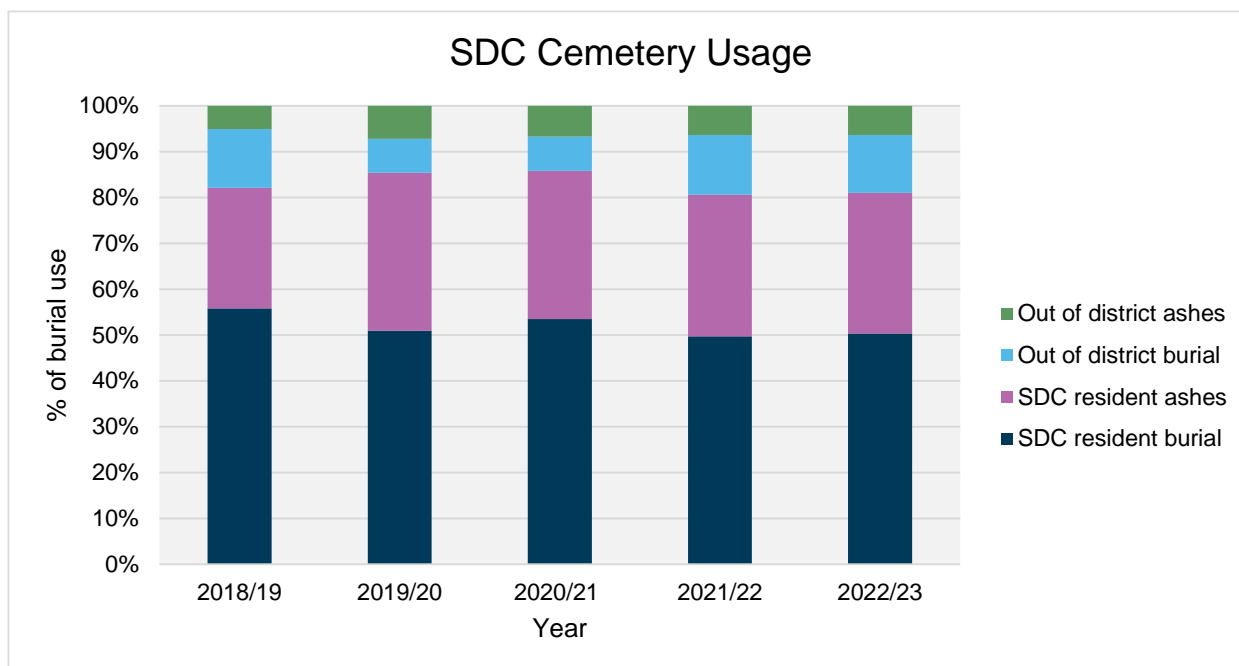


Figure 9-5: Cemeteries usage

Projected Deaths

To project the total number of deaths in the Selwyn District for each year over the plan period (2024-2034), the Statistics New Zealand projected deaths component of the Sub- National population projections 2034 base 2034 update was used as the basis for determining projected deaths.

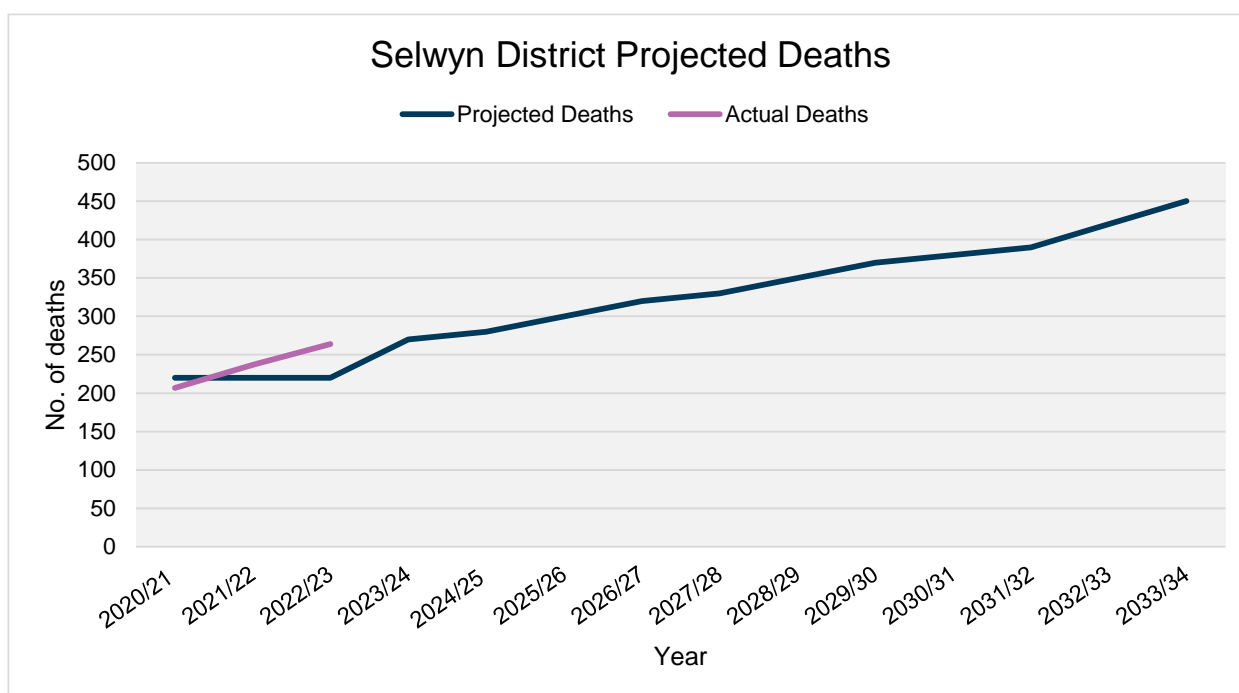


Figure 9-6: Projected annual deaths for the Selwyn District

From Figure 9-6 above, it is projected that the number of deaths per year is set to increase. This aligns with Stats NZ subnational population projections 2018 (base) – 2048 update which projects that there could be somewhere in the range of 4,500 and 4,800 deaths in the next 10 years (2023-2033). Between 2023-2048, there could be between 13,800 and 14,100 deaths in the district.

Future Demand

Based on the projected annual number of deaths for Selwyn District resident's future annual plot requirements have been calculated in Table 9-14 below. The number of second interments in existing plots has also been considered. The table below demonstrates the projected number of deaths in the district and the number of plot burials compared to ashes.

Year	Predicted Deaths	Plot Burials	Ash Burials
2024	270	110	90
2025	280	116	95
2026	300	124	101
2027	320	132	108
2028	330	136	111
2029	350	144	118
2030	370	153	125
2031	380	157	128
2032	390	161	132
2033	420	173	142
2034	450	186	152

Table 9-14: Burial requirements 2024 - 2034

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 2024-2034. Note: the 10 and 20 year plots remaining estimates are based on the current projected death rate and space available (excludes undeveloped land).

Cemetery	Plots Available	Total plot uptake 10 years	Plots remaining 10 years	Total plot uptake 10 to 20 years	Plots remaining 20 years
Bishops Corner	258	0	258	0	258
Brookside	102	10	92	10	82
Dunsandel	578	40	538	63	475
Ellesmere	617	166	451	264	187
Ellesmere Catholic	305	53	252	84	167
Greendale	182	13	169	21	148
Hororata (St Johns)	370	27	343	42	301
Killinchy	96	0	96	0	96
Kimberley	137	47	90	74	16
Kirwee	316	40	276	63	213
Kowai Pass	689	33	656	53	603
Lake Coleridge	94	7	87	11	77
Lincoln	1,136	339	797	538	259
Prebbleton	28	153	0	0	0
Shands Road	3,210	625	2,585	1044	1,547
South Malvern	307	80	227	127	100
Springston	1,590	206	1,384	399	986
Waddington	364	60	304	95	209
Weedons	106	60	47	41	0
Total	10,485	1,838		2,928	

Table 9-15: Remaining Plot Calculation – for Selwyn District Cemeteries out to 20 years

It should also be noted that the projections in Table 9-15 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.

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.

Overall Capacity

The future demand assessment in Table 9-15 above shows that there are some overall capacity issues within the next 10 years for SDC cemeteries. Forecast demand for cemeteries can currently be accommodated within the existing developed, however there are several cemeteries where the developed portion is approaching capacity and some additional planning and development is required within this planning period. It is expected that Prebbleton will have no capacity in 5 years. Weedon's cemetery will also have no capacity in 10-15 years.

Looking beyond the 20-year timeframe, capacity for the Kimberley Cemetery will also be consumed in just over 20 years and will require development of an extension. Other cemeteries that will require extension development work within the next 30 years are Ellesmere (25 years), Shands Road (30 years), and South Malvern (25 years). Cemetery extension works involve ground levelling, headstone beam installation and construction of associated infrastructure such as roads, parking and landscaping. Lincoln Cemetery will have exhausted all full burial plots in around 26 years.

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 which includes Shands Road (Rolleston), Lincoln and Springston Cemeteries.

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 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 considers the expected additional demand for cemetery space based on the projected increasing death rate. The impact of the additional cemetery capacity available for development is shown in the table below.

Cemetery	Undeveloped Area (M ²)	Estimated New plots from undeveloped area	Total with extra plots	Capacity years current developed area	Capacity years fully developed area
Dunsandel	40,000	4,600	5,178	40-50	>100
Ellesmere	30,000	3,450	4,057	25-30	>50
Greendale	13,000	1,495	1,672	40-50	>100
Kimberley	32,000	3,680	3,812	>50	>50
Kirwee	34,470	3,964	4,281	0	0
Lake Coleridge	15,000	1,725	1,816	15-20	>100
Shands Road	17,000	1,955	5,150	40-50	>100
South Malvern	15,200	1,748	2,050	>50	>50
Springston	23,780	2,735	4,300	40-50	>100
Waddington	18,000	2,070	2,437	20-25	20-25
Total	238,450	27,422	34,753		

Table 9-16: 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 and was increased for 2023/24.

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 Springston Cemetery has recently been completed which provides extra capacity in the eastern-Selwyn area.

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. Installations are programmed for those cemeteries that service the high growth areas, including Shands Road, Lincoln, Springston

Cemeteries, Ellesmere. Over the past 3 years there has been an average of 80 new ash plots required each year, and in 2024 there is expected to be 90 ash burials. With an increasing population and trending preference for ash burials over full burials, this is predicted to increase to 152 by 2034.

It is estimated that the Council needs to install on average around 115 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

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.	2.0234	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 9-17: 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 30 June 2023.

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 9-18: Cemeteries Assets 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 2023. The valuation does not include land values.

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

Table 9-19: Cemeteries Asset Valuation

9.4.2 Asset Condition

An independent condition assessment of cemetery assets aged 5 years and older was carried out in 2023 which followed on from earlier assessments. 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 provides 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 Figure 9-7 below which shows most cemetery assets are in 'good' to 'average' condition. When comparing these results with the 2021 results it can be observed that these assets are aging. In 2021, 55 assets were in 'excellent' condition compared to 21 in 2023. Alongside this, in 2021 there were only 27 assets rated 'average' or poorer whereas in 2023 there was 48. The assessment indicates that there are some assets that will require repairs or renewal 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.

This asset condition summary can be broken down into paths, seats, bins and fencing and gates

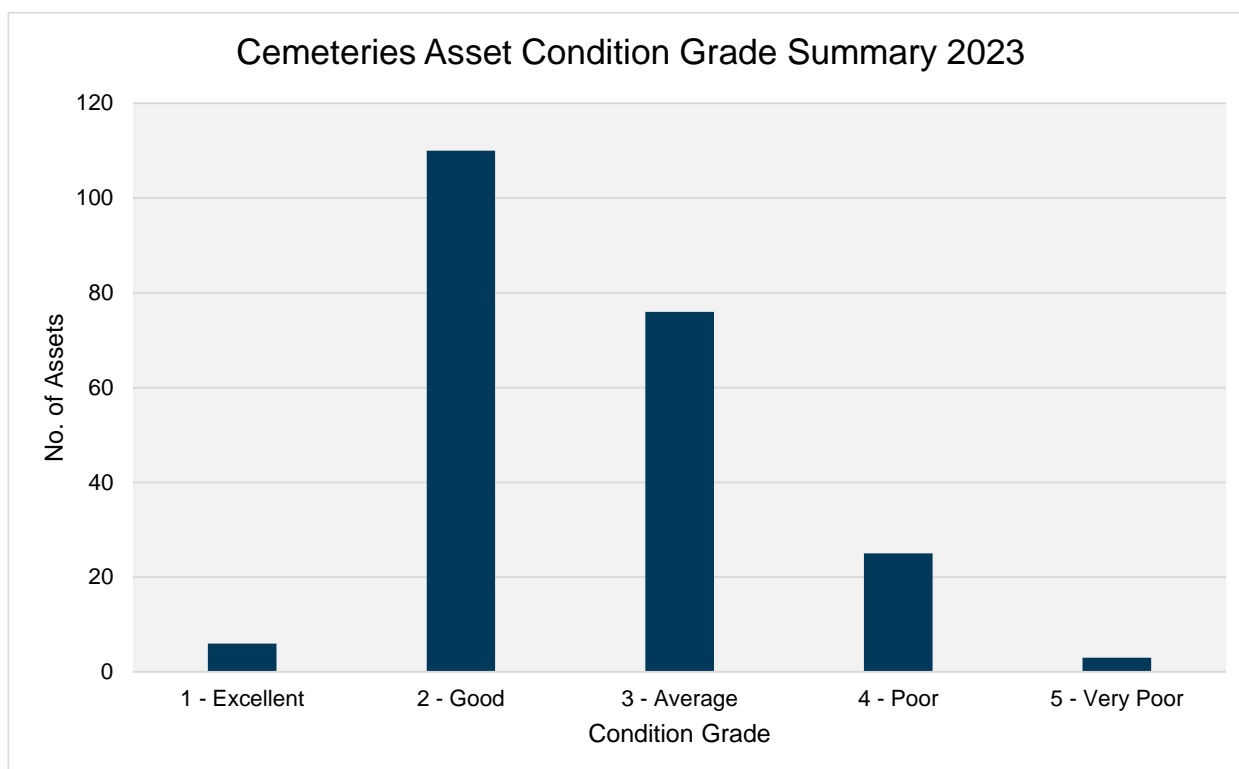


Figure 9-7: Cemeteries asset condition summary

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

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 \$388,000.

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 9-20 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.

Cemetery Administration Service

As part of providing a comprehensive cemetery 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 Records Section in the Enabling Services Group 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 (CORDE Ltd) has ISO 9001 accreditation.

The Council has contract supervisors who monitor performance standards for the contracts. In addition to this the Contractor (CORDE 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 auditor to undertake a regular (monthly) reserves contract audit, which includes a sample selection of 4 cemeteries per monthly audit

Audit results for Cemetery assets is presented in Figure 9-8 below. Note: no audit data was available for October/November 2022, or June 2023.

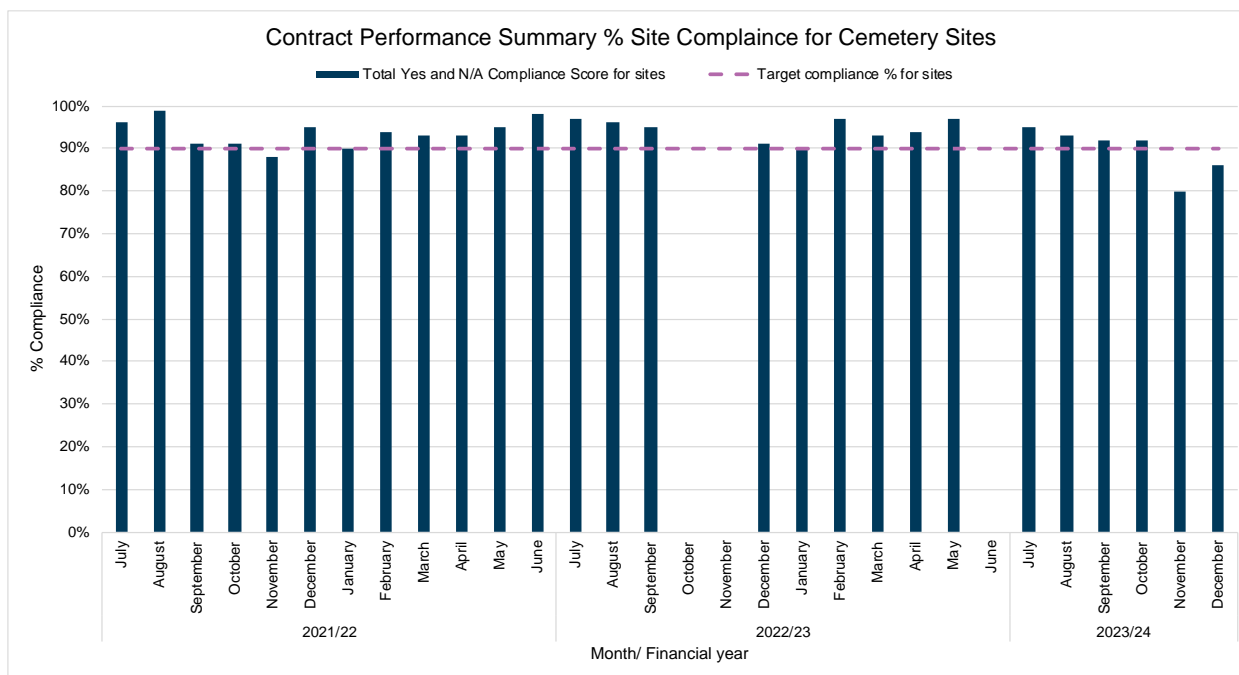


Figure 9-8: Independent Contract Performance Audit results of Cemetery Sites and Assets

Audit results show that there has been success in maintaining a level of site compliance which has generally remained at or above the 90% target. Since July 2021 there has been three months with monthly scores below 90% with the lowest score at 80%. Previous failures are generally a reflection of a mowing schedule running behind, windrows, edging and some areas of garden maintenance.

Maintenance & Management of Undeveloped Cemetery Areas

Several 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 and Dunsandel 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.

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. Mapping functionality developed and linked electronically to the data in NCS 	<ul style="list-style-type: none"> In place In place
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 	<ul style="list-style-type: none"> On going

Issue	SDC Response	Timing
	<ul style="list-style-type: none"> 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
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 2023/24 & 2024/25
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 2024/25
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 2024/25
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 9-21: 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 three years is presented in the figure below. Note that the information represents actual costs. The increasing in costs aligns with inflation and increasing deaths which require more areas to be maintained.

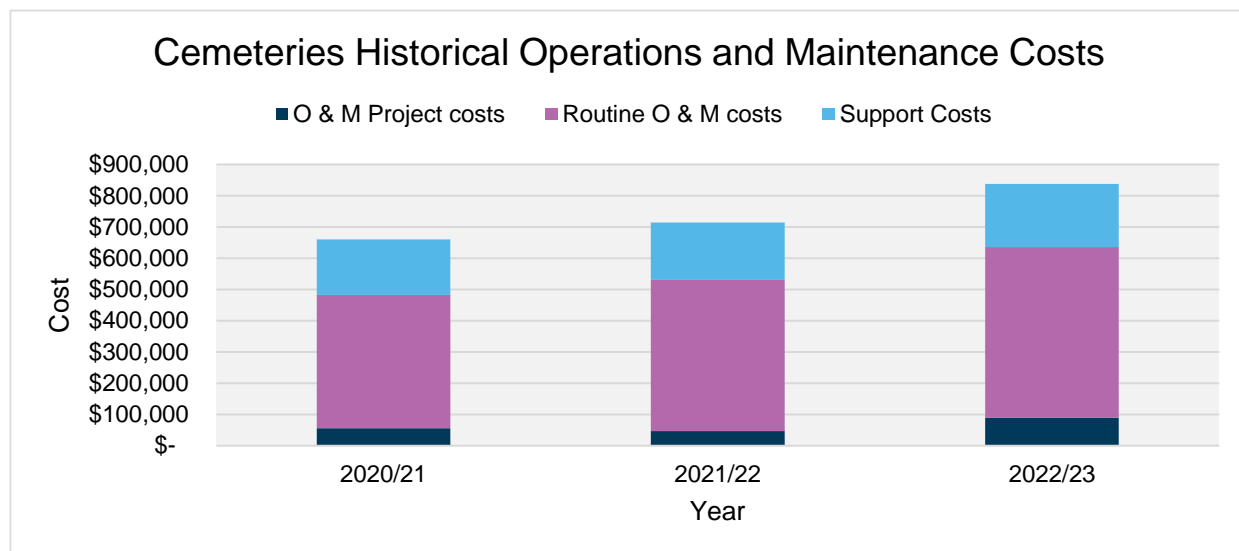


Figure 9-9 : Historical O & M Costs

Forecast Operations and Maintenance Programme

Operations and maintenance cost projections are summarised in Figure 9-10 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 and Maintenance expenditure	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34
	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$
O & M	588,531	602,515	642,503	627,850	642,067	661,878	668,291	674,782	693,543	712,478
Support Costs	42,699	43,994	44,311	43,714	43,677	43,896	43,633	43,654	43,563	43,328
Opex Projects	70,500	71,476	100,638	69,882	71,500	65,400	66,876	86,638	69,882	65,400
Total O & M	701,730	717,985	787,452	741,446	757,244	771,174	778,800	805,074	806,988	821,206

Figure 9-10 : 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 2023. 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

Most cemetery assets are included in capital renewal programmes, e.g. hard surfaces, fences and gates, water supplies, signage, 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 10-year horizon and is presented in the following graph.

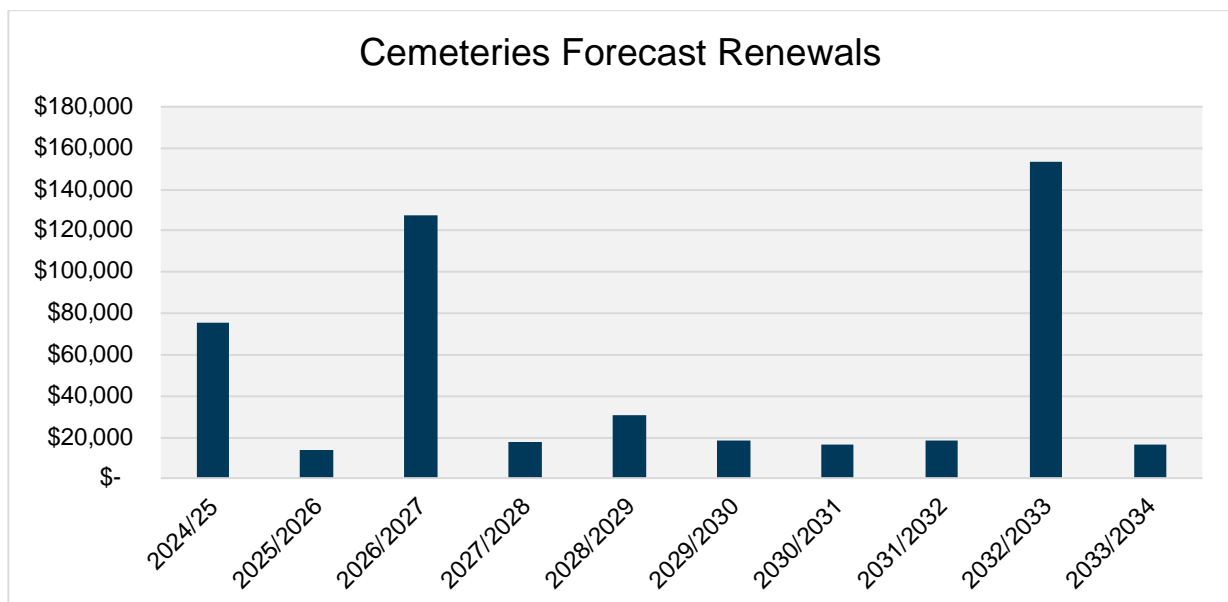


Figure 9-11 Cemeteries 10 Year Renewal Forecast

Renewal Cost Projections

Future likely renewals requirements for the planning period are scheduled in the figure 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.

Cemeteries	Project Description	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34
Renewal projects		\$	\$	\$	\$	\$	\$	\$	\$	\$	\$
District Wide	Asphalt/Sealed Areas Reseal	44,642	0	42,302	0	0	0	0	0	138,528	0
District Wide	Park Furniture Renewal	9,000	9,000	9,000	9,000	9,000	9,000	9,000	9,000	9,000	9,000
District Wide	Signage renewal	0	0	60,000	0	0	0	0	0	0	0
District Wide	Fencing Renewal	21,850	5,000	16,400	8,740	21,850	9,200	7,360	9,200	5,750	7,500
Total Renewal Projects		75,492	14,000	127,702	17,740	30,850	18,200	16,360	18,200	153,278	16,500

Figure 9-12: 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 9-13 below, based on the current valuation and projected new capital and renewal programmes.

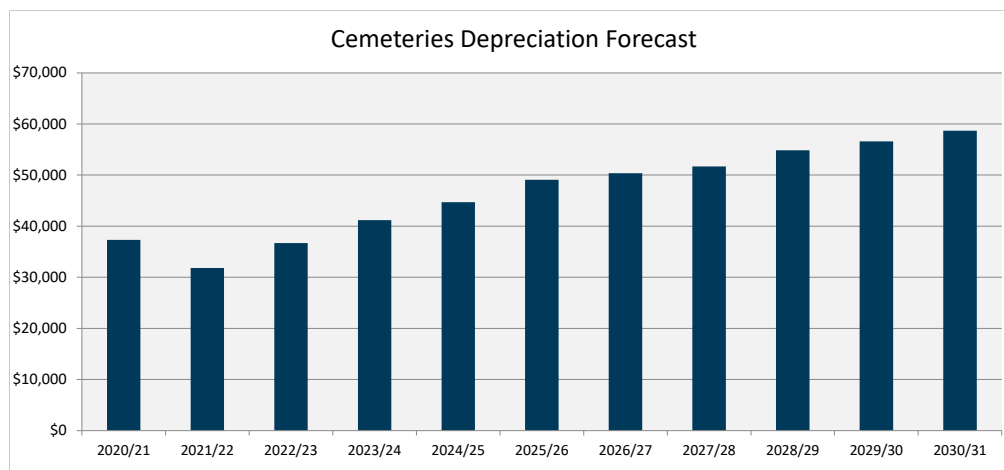


Figure 9-13 Cemeteries 10 Year Depreciation Forecast

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 9-22 below:

New Assets Driver	SDC New Assets Requirements	Estimated Quantity	Timing
Addressing LOS performance Gaps	Roadway/traffic improvements	2 projects	2024, 2027
	Signage and markers	District wide	2024
	Memorial wall	1 project	2026
Increased LOS	New toilet facilities	2 sites	2027, 2030
Growth and Demand	Memorial beam installation	Ave. 115 lineal m/yr	From 2024
	Ash plot beams	Ave. 36 lineal m/yr	From 2024
	Develop additional space at Ellesmere Cemetery for burials	Around 2,500 m2	2021/22
	Roadway extension	1 project	2031

Table 9-22: 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 feedback mechanisms such as the Funeral Directors Annual Survey

- Level of usage of individual cemeteries
- Demand information
- Technical assessment
- 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

Several 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 Figure 9-14 below.

Cemeteries - New Capital Projects Summary											
Cemetery	Project Description	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34
New Capital - Improved LOS		\$	\$	\$	\$	\$	\$	\$	\$	\$	\$
District Wide	Signage and Markers	44,642	0	42,302	0	0	0	0	0	138,528	0
District Wide	Public toilet installation	0	0	0	162,200	0	0	162,200	0	0	0
Kowai Pass	Entrance upgrade	0	0	0	24,700	0	0	0	0	0	0
Shands Rd	Slip road	97,200	0	0	0	0	0	0	0	0	0
Shands Rd	Road extension	0	0	0	0	0	0	0	210,000	0	0
Arthurs Pass	Memorial wall	0	0	8,650	0	0	0	0	0	0	0
Total New Capital - Improved LOS		141,842	0	50,952	186,900	0	0	162,200	210,000	138,528	0
New Capital - Growth		\$	\$	\$	\$	\$	\$	\$	\$	\$	\$
District Wide	Full Beam Installation	33,264	35,640	38,016	39,204	41,580	43,956	45,144	46,332	49,896	53,460
District Wide	Ash Beam/Wall Installation	10,631	11,391	12,150	12,530	13,289	14,048	14,428	14,808	15,947	17,086
Total New Capital - Growth		43,895	47,031	50,166	51,734	54,869	58,004	59,572	61,140	65,843	70,546

Figure 9-14: 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. Where it is practical assets will re-used or re-purposed to avoid material going into the waste stream.

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 9-23: Cemeteries Sustainable Management

The maintenance contractor, CORDE 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.

9.4.9 Climate Change Impacts

A report, *Impact of Climate Cycles and Trends on Council Assets (2023)* has been prepared leading into the 2024-34 LTP cycle. This report provides information on the potential risks of climate change on Council assets including open space sites such as cemeteries.

One of the risks identified is the lift in ground water levels in the lower plains area which could result in *surface ponding and poor drainage of open spaces (high ground water levels - note interaction with sea level rise)*. In terms of some cemeteries located in the lower plain areas (especially Ellesmere Public, Ellesmere Catholic, Lincoln and Springston cemeteries), this could mean that ground water levels increase with a consequent impact on burial operations. Potentially in the future some sites may have to be decommissioned that are located in the lower plains zone particularly where they cannot meet separation from ground water requirements under the Canterbury Land and Water Regional Plan. Further work is required to better understand the impacts on existing cemetery sites and what adaptation measures will be required and a budget of \$25,000 has been set aside in the plan to undertake this work.

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 9-15 below shows the financial performance (excluding depreciation) for cemeteries over the last three years. Observations noted are:

- Actual income is generally close to budget targets and in 2021/22 and 2022/23 were higher than budget targets. Income is dependent on actual burials and plot sales.
- Actual Opex is below the budgeted amount in both 2020/21 and 2021/22. In 2022/23 Actual Opex was \$61,500 over the budget which was mainly attributed to needing to carry out urgent fencing repairs at Ellesmere Public Cemetery and Kirwee Cemetery.
- Capex was significantly under budget in 2020/21 and 2021/22 as a result of the Shands Road Cemetery slip road project being delayed by road intersection upgrades and the later start to developing the extension to Springston Cemetery as a result of consent delays.

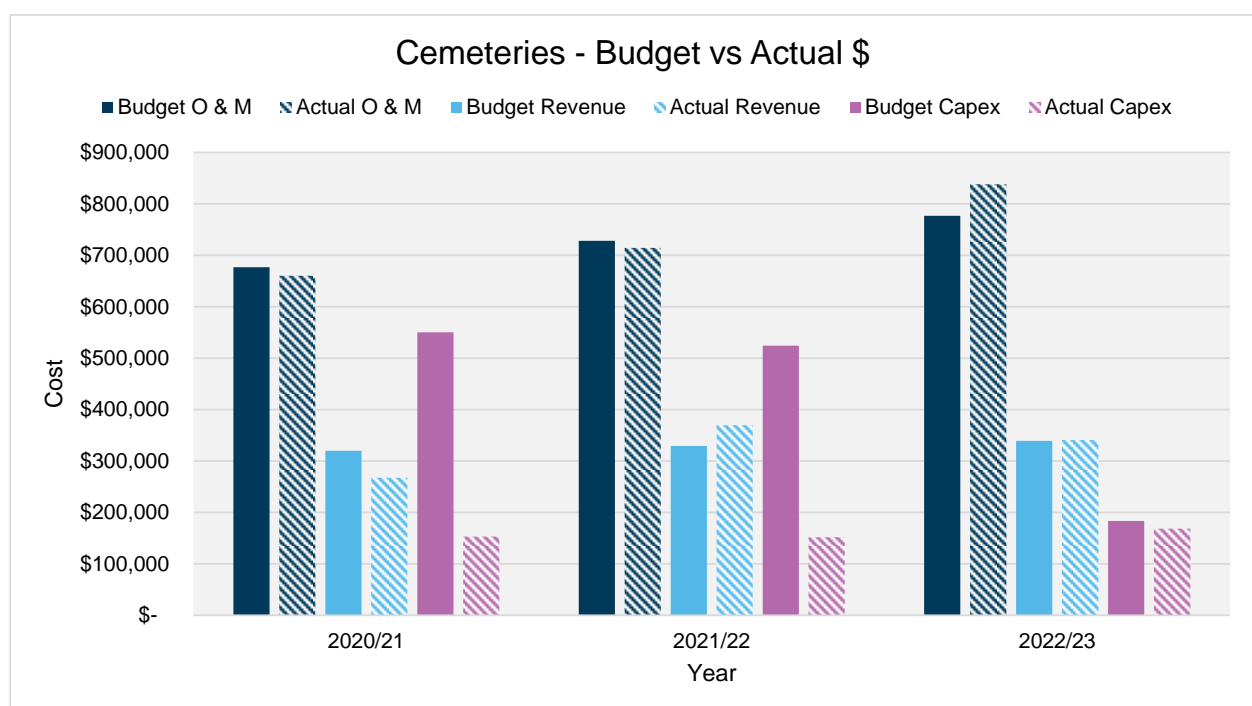


Figure 9-15: Cemeteries Historical Financial Performance

9.5.2 Operations and Capital

Table 9-16 below sets out a summary of operation revenue, operating and capital expenditure over the 10-year planning horizon.

Financial Summary	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34
Operating										
Total Operating Revenue	461,500	493,812	527,200	543,285	576,604	611,248	626,412	643,393	692,319	740,377
O & M	588,531	602,515	642,503	627,850	642,067	661,878	668,291	674,782	693,543	712,478
Support Costs	42,699	43,994	44,311	43,714	43,677	43,896	43,633	43,654	43,563	43,328
Opex Projects	70,500	71,476	100,638	69,882	71,500	65,400	66,876	86,638	69,882	65,400
Depreciation	45,186	49,785	51,252	52,761	56,156	58,286	60,929	60,929	60,929	60,929
Operating Surplus/Deficit	-214,916	-202,482	-210,866	-181,040	-165,296	-152,812	-146,441	-135,972	-105,716	-76,358
Capital										
Capital Renewals	75,492	14,000	127,702	17,740	30,850	18,200	16,360	18,200	153,278	16,500
New Capital - Improved LOS	129,700	0	8,650	186,900	0	0	162,200	210,000	0	0
New Capital - Growth	43,895	47,031	50,166	51,734	54,869	58,004	59,572	61,140	65,843	70,546
Total Capex	249,087	61,031	186,518	256,374	85,719	76,204	238,132	289,340	219,121	87,046

Figure 9-16: Cemeteries Financial Summary

Figure 9-17 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.

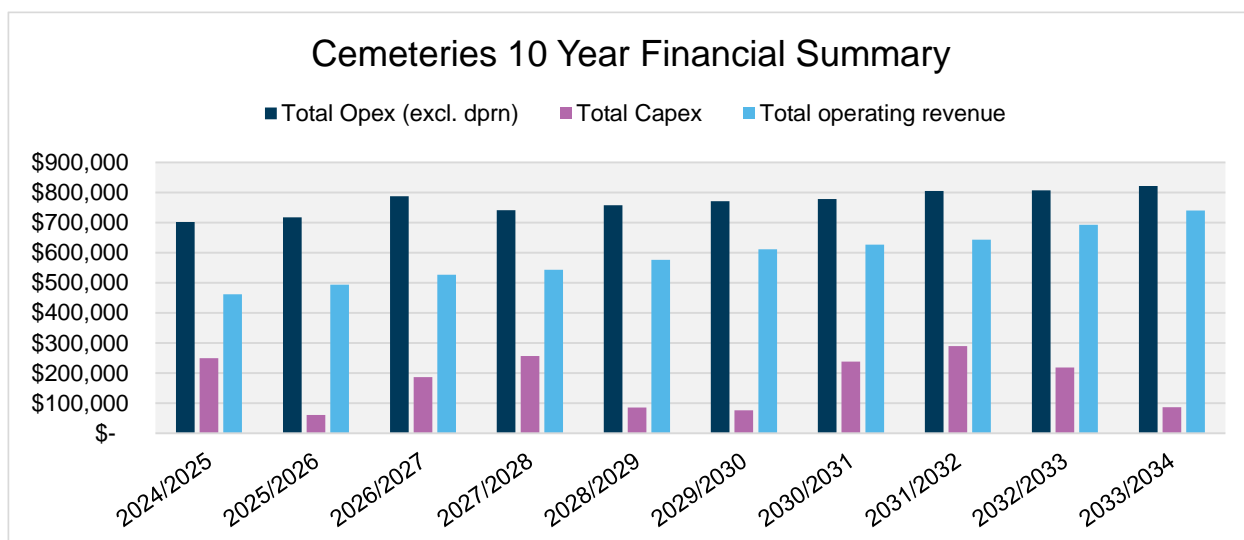


Figure 9-17 Cemeteries 10 Year Expenditure Summary

Cemeteries Key Financial Projects/Programmes

Location / Cemetery	Project Description	Timing	\$	Comment
Shands Road	Road extension	2031/32	210k	To improve access, circulation and safety
District Wide	Full beam installation	2024 - 2034	436k	Additional burial areas within the cemetery site
District Wide	Ash beam/wall installation	2024- 2034	136k	Additional burial areas within the cemetery site
District wide	Public toilet installation	2027/28 & 2030/31	324k	To service public health responsibilities for communities and individuals

Table 9-24 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 revenue compared with operating expenditure is shown in the graph below. The average proportion of revenue funding for this activity over the 10-year planning period is 77%. Previously the cost recovery has been around 50% but as cemetery usage increases overtime additional revenue from plot sales, interment and other fees rises whereas maintenance costs remain relatively stable.

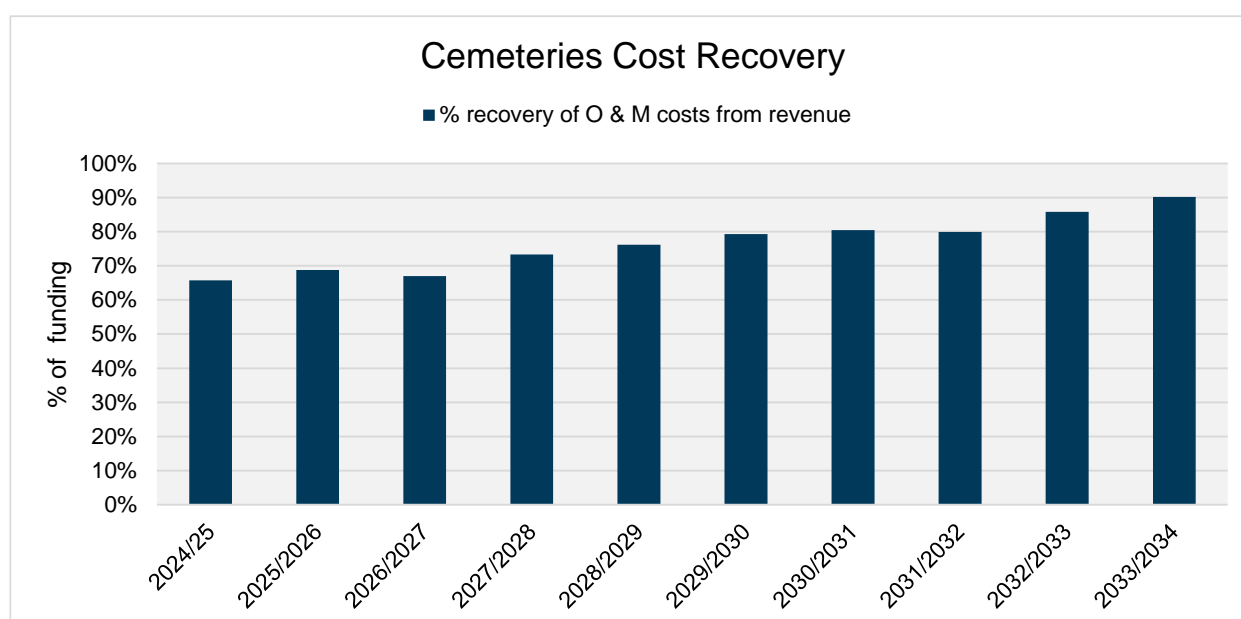


Figure 9-18: Cemeteries cost recovery

Capital expenditure is largely funded from revenue and general rates. A Community Infrastructure development contribution is proposed to be introduced from 2024/25 and this will provide a new funding source for capital projects that are required to meet growth and part of the cost can be allocated to the growth community. This relates to a number of planned capital projects including:

- Installation of cemetery beams
- New toilet facilities
- Internal roading required to enable new areas of cemeteries to be serviced.

Annex 9A

Focus Group “H Form” – Cemeteries

POSITIVES

(why you score service high)

AVERAGE SATISFACTION SCORE

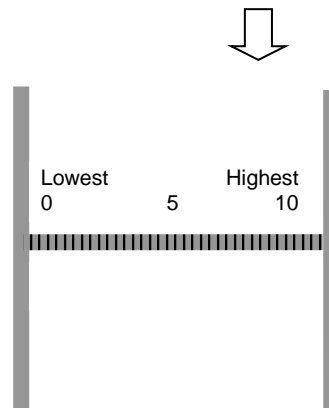
(how do you rate this service on a scale of 1-10)

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	Forecast	Forecast	Forecast	Forecast	Forecast	Forecast	Forecast	Forecast	Forecast	Forecast	
	2023/24	2024/2025	2025/2026	2026/2027	2027/2028	2028/2029	2029/2030	2030/2031	2031/2032	2032/2033	2033/2034	10 Yr Total
Operating Revenue												
Fees & Charges	392,116	461,500	493,812	527,200	543,285	576,604	611,248	626,412	643,393	692,319	740,377	5,916,150
Total Operating Revenue	392,116	461,500	493,812	527,200	543,285	576,604	611,248	626,412	643,393	692,319	740,377	5,916,150
Opex												
Staff Costs	0	0	0	0	0	0	0	0	0	0	0	0
Other Operating Expenditure												
Routine Maintenance & Operations	554,757	588,531	602,515	642,503	627,850	642,067	661,878	668,291	674,782	693,543	712,478	6,514,436
Total Other Operating Expenditure	554,757	588,531	602,515	642,503	627,850	642,067	661,878	668,291	674,782	693,543	712,478	6,514,436
Support Costs	187,417	42,699	43,994	44,311	43,714	43,677	43,896	43,633	43,654	43,563	43,328	436,469
Operating Projects												
Scheduled Maintenance Projects	51,043	70,500	65,376	100,638	69,882	65,400	65,400	66,876	80,538	69,882	65,400	719,892
Asset Management Projects	21,300	0	6,100	0	0	6,100	0	0	6,100	0	0	18,300
Total Operating Projects	72,343	70,500	71,476	100,638	69,882	71,500	65,400	66,876	86,638	69,882	65,400	738,192
Total Opex	814,517	701,730	717,985	787,452	741,446	757,244	771,174	778,800	805,074	806,988	821,206	7,689,097
Operating Surplus/Deficit (excl. deprn)	422,401	240,230	224,173	260,252	198,161	180,640	159,926	152,388	161,681	114,669	80,829	1,772,947
Depreciation												
Depreciation	41,856	45,186	49,785	51,252	52,761	56,156	58,286	60,929	60,929	60,929	60,929	557,142
Operating Surplus/Deficit (incl. deprn)	464,257	285,416	273,958	311,504	250,922	236,796	218,212	213,317	222,610	175,598	141,758	2,330,089
Capex												
Capital Renewals	75,492	14,000	127,702	17,740	30,850	18,200	16,360	18,200	153,278	16,500	0	412,830
New Capital - Improved LOS	129,700	0	8,650	186,900	0	0	162,200	210,000	0	0	0	567,750
New Capital - Growth	43,895	47,031	50,166	51,734	54,869	58,004	59,572	61,140	65,843	70,546	0	518,905
Total Capex	249,087	61,031	186,518	256,374	85,719	76,204	238,132	289,340	219,121	87,046	0	1,499,485
Capital Revenue												
Development Contributions	0	39,803	39,803	39,803	39,803	39,803	39,803	39,803	39,803	39,803	39,803	398,030
Vested Assets	0	0	0	0	0	0	0	0	0	0	0	0
Other	0	0	0	0	0	0	0	0	0	0	0	0
Total Capital Revenue	0	39,803	39,803	39,803	39,803	39,803	39,803	39,803	39,803	39,803	39,803	398,030
Growth Opex		0	0	0	0	0	0	0	0	0	0	0

Annex 9C

Cemeteries Projects

Cemeteries Project Summary											
Site	Project Description	2024/2025	2025/2026	2026/2027	2027/2028	2028/2029	2029/2030	2030/2031	2031/2032	2032/2033	2033/2034
Planned Maintenance Programmes											
District Wide	Asset Management	0	6,100	0	0	6,100	0	0	6,100	0	0
District Wide	Tree Programme	38,800	35,800	35,800	35,800	35,800	35,800	35,800	35,800	35,800	35,800
District Wide	Fencing Maintenance	10,600	10,600	10,600	10,600	10,600	10,600	10,600	10,600	10,600	10,600
District Wide	Gravel Drive/Car Park Maint	0	1,476	15,138	4,482	0	0	1,476	15,138	4,482	0
District Wide	Planting Infill/Replacements	9,500	9,500	9,500	9,500	9,500	9,500	9,500	9,500	9,500	9,500
District Wide	Sustainable Planting	11,600	5,000	26,600	6,500	6,500	6,500	6,500	6,500	6,500	6,500
Total Operational Projects		70,500	68,476	97,638	66,882	68,500	62,400	63,876	83,638	66,882	62,400
Renewal Projects											
District Wide	Asphalt/Sealed Areas Reseal	44,642	0	42,302	0	0	0	0	0	138,528	0
District Wide	Signage	0	0	60,000	0	0	0	0	0	0	0
District Wide	Fencing	21,850	5,000	16,400	8,740	21,850	9,200	7,360	9,200	5,750	7,500
District Wide	Park Furniture	9,000	9,000	9,000	9,000	9,000	9,000	9,000	9,000	9,000	9,000
Total Renewal Projects		75,492	14,000	127,702	17,740	30,850	18,200	16,360	18,200	153,278	16,500
New Capital - Improved LOS											
District Wide	Signage and Markers	32,500	0	0	0	0	0	0	0	0	0
Shands Road/Springston	Public Toilet Installation	0	0	0	162,200	0	0	162,200	0	0	0
Kowai Pass	Entrance Upgrade	0	0	0	24,700	0	0	0	0	0	0
Shands Road	Entrance Slip Road	97,200	0	0	0	0	0	0	0	0	0
Shands Road	Extend Road Network	0	0	0	0	0	0	0	210,000	0	0
Arthurs Pass	Memorial Wall	0	0	8,650	0	0	0	0	0	0	0
Total New Capital - Improved LOS		129,700	0	8,650	186,900	0	0	162,200	210,000	0	0
New Capital - Growth											
District Wide	Full Beam Installation	33,264	35,640	38,016	39,204	41,580	43,956	45,144	46,332	49,896	53,460
District Wide	Ash beam Installation	10,631	11,391	12,150	12,530	13,289	14,048	14,428	14,808	15,947	17,086
Total New Capital - Growth		43,895	47,031	50,166	51,734	54,869	58,004	59,572	61,140	65,843	70,546

Annex 9D

Cemeteries Map (Operating Cemeteries)



