

# **Cemeteries**

## **Activity Management Plan**

### **Long Term Plan 2015–2025**

*As amended through the Annual Plan 2016/17*

1 July 2016

## Quality Assurance Statement

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## 1 Key Issues for the Cemeteries Activity

Cemeteries are provided for the burial or persons dying within Christchurch district as required under Burial and Cremation Act 1964. Deceased remains are interred so bio hazards are minimised. In so doing a variety of cultural, ethnic, faith and remembrance needs are provided for. Historic and noted graves or monuments are identified and conserved.

When a cemetery is full and is closed, it moves to the Garden and Heritage Parks activity.

### 1.1 Community Outcomes

Everything that the Council does in its day-to-day work is focused on achieving community outcomes. All activities outlined in this plan aim to deliver the results required to achieve these outcomes, contribute to Council strategies and meet legislative requirements. Likewise, all Council capital and operating expenditure is directed towards a level of service that moves the community closer to these outcomes now or at some future point.

The effective management of Cemeteries for Christchurch means achieving the community outcomes that:

- The city's heritage and taonga are conserved for future generations
- Cultural and ethnic diversity is valued and celebrated
- Injuries and risks to public health are minimised
- City assets, financial resources and infrastructure are well-managed, now and in the future
- Statutory obligations are met by the Council

Section 4 shows how these outcomes flow down into and influence the Council's activities and levels of service in relation to Cemeteries.

### 1.2 Effects of growth, demand and sustainability

Describe how our population growth and demand effects the decisions Council will make in delivering services to ensure that they are sustainable and will meet the needs of the people of Christchurch into the future.

**Population Growth and Demand:** A forecast of population growth has been used to determine where and when Council infrastructure needs to be developed and at what capacity. Council has considered the influence of changing demographics, community expectations, industrial/commercial demand, technology and legislation on the demand for this service. As a result of the recession and general slowdown in development since 2008, Council has:

- adopted lower population projections for Richmond and Motueka;
- assumed there would be no business growth until July 2012 with a significant demand on infrastructure.

The change in growth projections has resulted in the deferral of some growth related projects due to lower demand than previously expected. However there are a number of projects where growth is a contributing factor and allowance has been made in the design of future works and in funding arrangements. The major growth projects are listed in Table 10-1 and are identifiable by the project driver column.

#### **Sustainability:**

The Local Government Act 2002 requires local authorities to take a sustainable development approach while conducting its business. Sustainable development is the fundamental philosophy that is embraced in Council's Vision, Mission and Objectives, and that shapes the community outcomes. The levels of service and the performance measures that flow from these inherently incorporate the achievement of sustainable outcomes.

### 1.3 Key Challenges and Opportunities for Cemeteries

In working towards the community outcomes and influenced by population growth and demand, Council faces the challenge of making decisions that prioritise resources to deliver the best mix of services at the

right level and in a sustainable way. The key challenges and opportunities that have been priorities by Council are below in Table 1-1.

**Table 1-1**

Key Issue	Discussion
<b>Earthquake impact on Cemeteries</b>	Cemetery assets suffered considerable damage and many are still unrepaired or accessible to the community. Headstones remain fallen or broken. Most green assets have now been repaired and are available for public use. There is an ongoing programme to bring built assets back up to code, make the necessary repairs and make them accessible for use again. However, \$24m of funding that was set aside for park repair work has been rationalised through the HIGG process. Insurance shortfalls have the potential to delay building and structure repairs. These funding shortfalls will need to be accommodated in future renewal and maintenance budgets for deferred work to be completed.
<b>Insufficient land in the right location to meet demand</b>	Many of the existing cemeteries are near capacity and are expected to close in the near future. There is limited capacity for burials in the western parts of the city and within the Lyttelton Harbour area. Within the next 2-3 years there will need to be land purchased to meet the demand. There is an identified need to provide a new cemetery within the city. On Banks Peninsula, some of the cemeteries have ample capacity and limited demand. The ageing population is likely to create an increased demand for cemeteries in the future.
<b>Reduction of budgets</b>	The ongoing reduction of budgets and the increasing asset base will result in a reduction of some service provision and maintenance regimes which will result in other assets receiving reduced levels of service across the city.
<b>Pandemic preparedness</b>	Cemeteries must have the capacity to cope with an influx of burials in the case of a pandemic.
<b>Eco Burials</b>	The Cemeteries Master Plan high lighted the increasing demand for council to establish an area for eco- burials. This can be achieved in two ways either developing within an existing cemeteries, or included in new cemetery land yet to be purchased. Both options are still being investigated.

## 2 Proposed changes to activity

Table 2-1 summarises the proposed changes for the management of the Cemeteries activity since the Three Year Plan 2013-16 Activity Management Plan.

**Table 2-1 Proposed changes to activity**

Key Change	Reason	Level of significance? What investigations are needed?	Options for consultation and engagement	Financial Implication ( if any)
The current parks maintenance contract will be split into three geographical areas and competitively tendered. The Sexton Duties will remain a citywide contract to be awarded to the most appropriate of the three successful tenderers.	Better value for money	Medium significance. This is a new approach to park maintenance that will require supporting systems and processes to be established.	Tendering process	
Planned land acquisition and additional maintenance costs to meet future demand	Sufficient land in the right location to meet demand	The Cemeteries Master Plan identified areas of future demand which were to the west of the city . Subsequence to the plans approval there has been a shortfall identified in the Lyttelton Harbour area.	LTP	<p>The cost to purchase appropriate land in the west would be in the range of \$3,000,000 to \$5,000,000 which could acquire around 15ha.</p> <p>Ongoing additional maintenance for the first 5 years would be in the region of \$70,570 per year based on a the first stage of development of 5 ha.</p> <p>The cost of acquiring land for a new cemetery in the Lyttelton area is not know at this point in time It is considered to be around \$1,000,000 to \$1,500,000 with ongoing additional maintenance cost for the first 5 year of around \$30,000 based on the first stage of development covering 2 hectares.</p>

Key Change	Reason	Level of significance? What investigations are needed?	Options for consultation and engagement	Financial Implication (if any)
Fees and Charges Policy review	Investigate options for increased charges to ensure that the relativity between lower cost and higher cost burial options are appropriate	A policy review will be needed including investigation of the comparative situations within New Zealand, coupled with the unique Christchurch situation.	LTP, Community Boards	Minor internal staff resourcing.
Reduced new and renewal programmes	Reductions in capital budgets	Medium significance. There is very limited scope for new park acquisitions and development. Planned asset renewal is being deferred resulting in an increased maintenance requirement, a high risk of asset failure, and an increasingly reactive renewal programme. Some assets may be removed rather than renewed.	LTP	
Eco burials	There is a high demand for eco-burials	The Cemeteries Master Plan revealed a high community demand for eco burials.	LTP, Already Consulted in Cemeteries Master Plan	

## 3 Activity description

### 3.1 Focusing on what we want to achieve

Council undertakes activities in order to deliver on the community outcomes for Christchurch. The outcomes that relate most directly to the management of the city's Cemeteries are that:

- The city's heritage and taonga are conserved for future generations
- Cultural and ethnic diversity is valued and celebrated
- Injuries and risks to public health are minimised
- City assets, financial resources and infrastructure are well-managed, now and in the future
- Statutory obligations are met by the Council

### 3.2 How we will know we are achieving the outcomes

We will know we are achieving the above outcomes when we see the following results:

- **Cemeteries enhance the Garden City identity and heritage** of the district by the provision of trees and plants.
- **Public access to cemeteries** helps **preserve** the city's **cultural heritage**.
- **Administration and information services ensure public access** to cemeteries **and preserve** the city's **cultural heritage**.

The activities that follow in section 4 and the levels of service within them are all linked to the above results to ensure Council stays focused on moving towards the community outcomes. This link aims to confirm why we are doing the activities – that they will realistically move us closer to our goals – and that service delivery remains relevant to strategic direction.

### 3.3 What services we provide

This activity includes the following services:

We **provide** land for Cemeteries in a planned network. Cemeteries are usually acquired through strategic purchase. We currently have 21 cemeteries totalling approximately 90 hectares. Nine of the cemeteries are within the Christchurch City area and twelve are on Banks Peninsula. Closed cemeteries are included in the Garden and Heritage Parks activity.

We **develop** Cemeteries with berms, landscaping, and facilities to meet identified community needs.

We **maintain** Cemeteries to a high standard to ensure they are clean, tidy and operational. This is typically done via a contractor and includes grave and headstones maintenance and vegetation control. We conserve heritage items with specific maintenance programmes and methodologies relating to their heritage values. We review and renew assets at the end of their useful life.

We **operate and manage** Cemeteries to facilitate appropriate use of them. This includes processing applications for interments, allocation of burial and ash plots, funeral bookings, issuing of headstone permits, maintaining cemetery records, sexton duties, interments, disinterment's, inspections to sell plots, grave preparation, and customer enquiries.

Five of the cemeteries are reaching capacity (generally burials are only available in pre – purchased plots or second interments):

Belfast Cemetery, Bromley Cemetery, Linwood Cemetery, Sydenham Cemetery and Waimairi Cemetery.

Four cemeteries are still open for all burials;

Avonhead Park Cemetery, Memorial Park Cemetery, Ruru Lawn Cemetery and Yaldhurst Cemetery. An extension to Belfast Cemetery will also provide an additional working cemetery in the next few years.

## Asset Strategy

Asset Management practices for cemetery parks are well established and working well after a period of change. In 2009 the Asset Management Plan (AMP) was revised to bring it into alignment with standard practice. In June 2009, Christchurch City Council rolled out SAP as it's Asset Management System. A field data capture programme was implemented to ensure that all Council owned parks assets data is present in SAP. The move across to SAP allowed for a review of how the whole parks activity functioned. The 2009 AMP detailed this review and listed 67 tasks requiring action to bring Council's planning, management and maintenance practices together and aligned with national best practice.

Currently we have the following quantities of assets recorded in Cemeteries.

<b>ASSET GROUPS</b>	<b>Electrical</b>	Pumps, generators and tanks	
	<b>Furniture</b>	Barbeques, bins, bollards, clocks, cycle stands, fountains, flag poles, gates, graves (concrete beams), lights and lighting poles, water features, paddling pools, plaques, seats, signs, picnic tables, tree infrastructure (cages, grates, planters, supports), and weather stations	1,082
	<b>Green Assets</b>	Gardens, hedges, natural areas, trees, turf	3,910
	<b>Hard Surfaces</b>	Carparks and driveways, cycle paths, judder bars, ramps, tracks, kerb and channel	134
	<b>Structures</b>	Boat ramps (fresh water), boardwalks, bridges, cattle stops, culverts, fences, jetty's (fresh water), retaining walls, safety barriers, shelters, stairs, stiles, stockyards, tree pits, viewing platforms, water towers, water troughs	361
	<b>Water Supply</b>	Backflow preventers, irrigation systems, pumps, tanks, water meters	131
	<b>Waste Water</b>	Septic tanks	6
<b>TOTAL</b>			<b>5,625</b>

A Cemeteries Master Plan was approved by Council in June 2013 and covered the following

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

### Pre-Earthquake

Before the earthquakes there was a significant amount of asset management improvement work underway. Steady progress was being made towards a series of targets that were being reported on in Horizon and to the Assets Project Operations Board. This work stopped on Sept 4th 2010. City Care Ltd held the contract to maintain all parks assets.

### Post-Earthquake

Cemetery parks suffered a reasonable amount of damage during the earthquakes, particularly to headstones. CCC's strategy to respond to this damage is to make safe all headstones. This project is well underway with approximately 8,000 headstones being made safe as at September 2014 and only three cemeteries remaining to be completed. Privately owned headstones will be made safe by Council, however permanent repairs will remain the responsibility of the families. Maintenance of other assets at cemetery parks continues as normal except where damage prevents the usual standard of maintenance. Where this

situation exists the contractor has been asked to “do the best they can to meet the usual standard”. Asset renewals continue as planned in green zone parks but are on hold in red zone parks.

While the effect of the earthquakes on trees has been apparent in some eastern parks, the full extent of city wide damage to trees is largely unknown. Damage to root and branch systems occurred as trees were subjected to unnatural horizontal and vertical forces which resulted in severed roots, slumping, changes in soil profiles, compaction and a drop in land levels resulting in water logging and potential poisoning of roots. These effects can become apparent up to 5 years after the event with overseas studies showing that trees have taken 15 years to fully recover from large earthquakes.

#### Considerations for future:

##### Growth:

Increased demand for cemetery parks is unclear at the moment. Changes in demographics citywide are challenges that CCC will need to be prepared to react to. Where growth is occurring cemeteries will be provided in response to that growth. The Cemeteries Plan will drive future provision .

##### Betterment / Aspiration

Where betterment is proposed, approval will be sought.

##### Legislative

- The CER Act may have an influence in some cemetery parks.

A complete description of the assets included in the Cemeteries activity is in Appendix B.

## 3.4 Benefits and Funding Sources

### 3.4.1 Who Benefits?

Christchurch residents and ratepayers

Families of the bereaved

Purchasers of burial plots and services

Funeral directors

Heritage and genealogical societies

Government agencies

Monumental masons

Who benefits?	
Individual	
Identifiable part of the community	
Whole community	Majority

Key:
Full
Majority
Some

#### Explanatory Comments:

Bereaved families are the main users of cemeteries however local resident use these areas as part of their local parks network.

Funeral companies rely on cemeteries to conduct their business as do monumental masons

### 3.4.2 Who pays?

Purchasers of burial plots and services

Christchurch residents and ratepayers

Funding - Fees / User Charges	Other revenue Grants & Subsidies	General rate	Targeted rate
46%	0%	54%	0%
Some		Majority	

Note, Funding Split % is derived from the 'Summary of Cost for Activity' ( section 13).

Key:		Typically
Full	All or almost all the cost is funded from that source. If the comment is made in the general or targeted rate columns it does not preclude making minor charges for the service but indicates that the charges are a negligible part of the fund.	95%+
Majority	The majority of the activity is funded from this source.	50%+
Some	Some revenue is derived from this source.	<50%

Does this Activity generate surplus funds that can be applied to other areas? / **No**

#### Explanatory Comments:

The majority of funding comes from general rates. Residents contribute by pre purchasing of plots and bereaved families through burial fees. Another sources of revenue come from head stone permits.

Customers include The Christchurch community; families and the bereaved; purchasers of burial plots and administrative services; funeral directors; heritage and genealogical societies; government agencies.

### 3.5 Key legislation and Council strategies

Burial and Cremation Act 1964, Local Government Act 2002 (s125(1)(b) assessment of Water and Sanitary Services), Reserves Act 1977, Resource Management Act 1991, Christchurch City Plan, Banks Peninsula District Plan, Cemeteries Master Plan (Draft)

## 4 Levels of service and performance measures

Table 4-1 summarises the levels of service and performance measures for the Cemeteries activity. Shaded rows are the levels of service and performance measures to be included in the Long Term Plan. Non-shaded rows are non-LTP management level measures, agreed with and reported to Council but not included as part of the community consulted document.

**Table 4-1**

Performance Standards Levels of Service (we provide)	Results (Activities will contribute to these results, strategies and legislation)	Method of Measurement (We will know we are meeting the level of service if.....)	Current Performance	Benchmarks	Future Performance (targets)			Future Performance (targets) by Year 10 2024/25
					Year 1	Year 2	Year 3	
					2015/16	2016/17	2017/18	
<b>Provide and manage cemetery grounds</b>								

Performance Standards Levels of Service (we provide)		Results (Activities will contribute to these results, strategies and legislation)	Method of Measurement (We will know we are meeting the level of service if.....)	Current Performance	Benchmarks	Future Performance (targets)			Future Performance (targets) by Year 10 2024/25
						Year 1	Year 2	Year 3	
						2015/16	2016/17	2017/18	
6.4.1	Cemetery grounds are secured and maintained to specifications so they are clean, tidy, safe and functional		<p><i>This includes appropriate maintenance of paths, gardens, grass, trees, seats, picnic tables, signs, playground equipment &amp; hard surfaces, and that toilets are serviced and pests are controlled. Measured through Independent inspections</i></p> <p><i>Maintenance is carried out to ensure the best fit between the cost of providing the service and residents expectations.</i></p> <p><i>Performance is measured through independent monthly audits and the result is the base average across all maintenance contracts</i></p>	2013/14: %97	<p><i>Auckland Council Parks LOS:</i></p> <p><i>Percentage of local parks and reserves maintenance standards achieved as per contractual requirements</i></p> <p><i>– target 98%</i></p>	≥ 95% of Parks & Tree maintenance contract technical specifications pertaining to cemetery grounds facilities and trees maintenance are met to ensure the parks can be appropriately enjoyed by the community.	≥ 95% of Parks & Tree maintenance contract technical specifications pertaining to cemetery grounds facilities and trees are met to ensure the parks can be appropriately enjoyed by the community.	≥ 95% of Parks & Tree maintenance contract technical specifications pertaining to cemetery grounds facilities and Trees maintenance are met to ensure the parks can be appropriately enjoyed by the community.	≥ 95% of Parks and Tree maintenance contract technical specifications pertaining to cemetery grounds facilities and trees maintenance are met to ensure the parks can be appropriately enjoyed by the community.  NB Specifications will alter in contracts as per budget cap.
6.4.4	Customer satisfaction with maintenance and appearance of Council cemeteries		<p><i>To monitor satisfaction with the appropriateness of maintenance standards and levels of service provided.</i></p> <p><i>To ensure the best fit between Council's allocation of resources and customer expectations.</i></p>	2013/14, 67%	<i>Auckland Council 12/13 Target 85% satisfaction</i>	≥65% satisfaction with cemetery appearance	≥ 75% satisfaction with cemetery appearance	≥ 85% satisfaction with cemetery appearance	≥ 90% satisfaction with cemetery appearance

Performance Standards Levels of Service (we provide)		Results (Activities will contribute to these results, strategies and legislation)	Method of Measurement (We will know we are meeting the level of service if.....)	Current Performance	Benchmarks	Future Performance (targets)			Future Performance (targets) by Year 10 2024/25
						Year 1	Year 2	Year 3	
						2015/16	2016/17	2017/18	
6.4.9	<i>Community led participation in the care and upkeep of cemeteries</i>	<i>Council engages with community via Community Board facilitation to increase the community participation in the care and upkeep of cemeteries.</i>	<i>A steady increase in active community management programmes of neighbourhood parks occurs</i>	<i>New Level of service</i>	<i>New level of Service</i>	Establishment of friends of cemeteries management groups	10% annual increase in group establishment numbers	10% annual increase in group establishment numbers	10% annual increase in group establishment numbers
6.4.2	Interment capacity to meet the city's needs		<i>To ensure the availability of burial plots to meet the current rate of demand.  New burial plots required /yr 480 based on the averaged over the past three years  New Ash plot required / year 370 based on the averaged over the past three years</i>	<i>2013/14: 5 year capacity</i>	<i>Burial space is unique to each NZ region in order to meet specific needs of respective communities.  New targets of 20 year capacity are set in the Council approved Cemeteries Master Plan.</i>	min 5 year capacity	min 4 year capacity	min 4 year capacity	min 5 year capacity  NB Reaching the target set in the Cemeteries plan is dependant on purchase of land.
6.4.3	Response time to burial plot applications		<i>To ensure that the required documentation and site preparation is completed to meet customer and funeral directors requirements.</i>	<i>2013/14: 100% 2012/13: 100%</i>	<i>Wellington CC target: 100% responded to within &lt;1 day</i>	All applications for interment will be confirmed within one working day of receiving the application.	All applications for interment will be confirmed within one working day of receiving the application.	All applications for interment will be confirmed within one working day of receiving the application.	All applications for interment will be confirmed within one working day of receiving the application.

Performance Standards Levels of Service (we provide)		Results (Activities will contribute to these results, strategies and legislation)	Method of Measurement (We will know we are meeting the level of service if.....)	Current Performance	Benchmarks	Future Performance (targets)			Future Performance (targets) by Year 10 2024/25
						Year 1	Year 2	Year 3	
						2015/16	2016/17	2017/18	
6.4.5	Customer satisfaction with Council cemetery services		<i>To ensure that the prescribed administration levels of service are aligned to customers expectation.  A customer satisfaction questionnaire is sent to all Funeral Directors within the city.</i>	2013/14: 100% 2012/13: 89%		≥ 95%	≥ 95%	≥ 95%	≥ 95%
6.4.7	Cost of maintaining cemeteries		<i>To ensure there is an appropriate and consistent level of resourcing for the maintenance of council's 27 cemeteries ( 92.4 hectares). The target is based on previous levels of provision and customer satisfaction.  <b>Each year's \$ LOS will be calculated once each Annual Plan is adopted by Council.</b></i>	2013/14: \$ 14,850/hectare  2012/13: \$16,545/hectare  2011/12: \$12,834/hectare	Cost / ha for all parks:  Auckland \$24,193 Tauranga \$11,126	At a cost per hectare not exceeding budgeted controllable costs / the number of hectares expected by year end:  \$15,077/ hectare	At a cost per hectare not exceeding budgeted controllable costs / the number of hectares expected by year end:  \$15,771/ hectare	At a cost per hectare not exceeding budgeted controllable costs / the number of hectares expected by year end:  \$15,469 / hectare	At a cost per hectare not exceeding budgeted controllable costs / the number of hectares expected by year end:  \$15,469 / hectare

## 5 Review of cost effectiveness - regulatory functions and service delivery

The Local Government Act requires local authorities to review the cost effectiveness of current arrangements for delivering its services and regulatory functions

A review need not be undertaken if

- Delivery is governed by legislation, contract or other binding agreement that cannot be reasonably altered in the next two years.
- The benefits to be gained do not justify the cost of the review.

A review must be undertaken

- In conjunction with the consideration of any significant change to service levels
- Within two years before the expiry of any legislation, contract or other binding agreement affecting the service
- Not later than 6 years after any previous review.

A review must consider each of options 1 to 9 in the table below. Option 10 is discretionary.

Governance	Funding	Delivery	Option
CCC	CCC	CCC	1
CCC	CCC	CCO (CCC sole shareholder)	2
		CCO (CCC one of several shareholders)	3
		Other local authority	4
		Other person or agency	5
Joint Committee / Shared Governance	Joint Committee / Shared Governance	CCO (CCC sole shareholder)	6
		CCO (CCC one of several shareholders)	7
		Other local authority	8
		Other person or agency	9
Other arrangement	Other arrangement	CCC or other arrangement	10

**Service: Cemeteries**

Current Arrangements			
Governance	Funding	Delivery	Estimated Cost
CCC \$15,469	CCC	CCC City Care Ltd	\$

Arrangements that cannot reasonably be changed in next two years			
Governed by Legislation	Contract or binding agreement	Not cost effective to review	Option
	A new open market tendered contract to be implemented July 1 2015		No review necessary at this time

Review of options			
Option	Date of Last Review	Findings	Estimated Cost
1	30/8/2014	CCC does not currently employ staff to undertake Sexton Duties. Bringing these functions in-house would incur significant set up costs, lose efficiencies of scale, and lose the advantage of competitive tendering	\$500 K
2	30/8/2014	This is the current business model. The cost has not been open market contested to date.	\$zzz
3	N/A	There are no CCOs in which CCC is one of several shareholders to undertake this work	Not cost-effective to pursue
4	N/A	Adjacent local authorities already outsource this work	Not cost-effective to pursue
5	30/8/2014	Present arrangements. CCL hold the contract until June 30 2015. the current open market tender will be negotiated prior to the implementation of this plan.	\$aaa
6 - 9	N/A	There are no joint committees or other arrangements in place at the present time, nor would there be time to investigate the feasibility of these prior to the deadline for preparing this long term plan.	Not cost-effective to pursue

## 6 Long Term Infrastructure Strategy

### 6.1 Issues, principles and implications

Changes to the Local Government Act now require local authorities to consider their strategy and planning for infrastructure and assets over a 30-year timeframe:

- To provide early warning of investment gaps or risky levels of infrastructure-related expenditure.
- To provide a high level overview of the issues, options and implications, particularly relating to expenditure.
- Must take into account renewal, growth, levels of service changes, health, and resilience to hazards.
- Must cover the 5 mandatory activities, with additional infrastructure as appropriate.
- Has strong links to the Financial Strategy.

Garden and Heritage Parks are one component of Christchurch's network of parks. They are highly developed with significant amounts of infrastructure designed to meet local community needs. Parks are not one of the five mandatory activities that are included in the Council's Infrastructure Strategy. It is intended that they will be added to the Strategy during its next review.

Key infrastructure issues, options, and implications for Neighbourhood Parks are covered in other sections of this plan

## 7 Review of cost-effectiveness - infrastructure delivery

The Local Government Act requires local authorities to review the cost effectiveness of current arrangements for delivering infrastructure. The same criteria and options as defined in section 5 above apply (*Review of cost effectiveness - regulatory functions and service delivery*).

## 8 Significant Effects

The significant negative and significant positive effects are listed below in Tables 8-1 and 8-2 respectively.

**Table 8-1 Significant Negative Effects**

Effect	Council's Mitigation Measure
<b>Impact of changes to the activity as a result of budget cuts</b>	Prioritisation of capital and operational activities to meet budget requirements. Rationalisation of park assets.
<b>Graffiti and vandalism</b>	Apply CPTED principles to park design to discourage vandalism Prioritise reactive maintenance within given budgets
<b>Anti-social behaviour</b>	Apply CPTED principles to park design to discourage undesirable behaviour

Table 8-2 Significant Positive Effects

Effect	Description
<b>Public health</b>	Deceased human remains are interred so bio hazards are minimised
<b>Attractive environment</b>	Cemeteries are significant open space areas that provide opportunities for trees and landscaping that contribute to the look and feel of the city.
<b>Cultural benefits</b>	A variety of cultural and faith values are celebrated in cemeteries. Cemeteries have important heritage values and are of historical importance.

## 8.1 Assumptions

Council has made a number of assumptions in preparing the Activity Management Plan. Table 8-3 lists the most significant assumptions and uncertainties that underline the approach taken for this activity.

Table 8-3 Major Assumptions

Assumption Type	Assumption	Discussion
<b>Financial assumptions.</b>	That all expenditure has been stated in 1 July 2011 dollar values and no allowance has been made for inflation.	The LTP will incorporate inflation factors. This could have a significant impact on the affordability of the plans if inflation is higher than allowed for, but Council is using the best information practically available from Business and Economic Research Limited (BERL). The bitumen cost index is subject to high fluctuations and is difficult to predict and manage.
<b>Asset data knowledge.</b>	That Council has adequate knowledge of the assets and their condition so that the planned renewal works will allow Council to meet the proposed levels of service.	There are several areas where Council needs to improve its knowledge and assessments but there is a low risk that the improved knowledge will cause a significant change to the level of expenditure required.
<b>Growth forecasts.</b>	That the district will grow as forecast in the Growth Demand and Supply Model (refer to Appendix F).	If the growth is very different it will have a moderate impact. If higher, Council may need to advance capital projects. If it is lower, Council may have to defer planned works.
<b>Network capacity.</b>	That Council's knowledge of network capacity is sufficient enough to accurately programme capital works.	If the network capacity is higher than assumed, Council may be able to defer works. The risk of this occurring is low and will have little significance. If the network capacity is lower than assumed, Council may be required to advance capital works projects to address congestion. The risk of this occurring is low; however the impact on expenditure would be significant.
<b>Emergency funding.</b>	That the level of funding in these budgets and held in Council's disaster fund reserves will be adequate to cover reinstatement following emergency events.	Funding levels are based on historic requirements. The risk of requiring additional funding is moderate and may have a moderate effect on planned works due to reprioritisation of funds. Note, this assumption may need to be revised once the costs of the December 2011 heavy rain event are known.

Assumption Type	Assumption	Discussion
<b>Timing of capital projects.</b>	That capital projects will be undertaken when planned.	The risk of the timing of projects changing is high due to factors like resource consents, funding and land purchase. Council tries to mitigate these issues by undertaking the consultation, investigation and design phases sufficiently in advance of the construction phase. If delays are to occur, it could have significant effects on the level of service.
<b>Funding of capital projects.</b>	That the projects identified for subsidies will receive subsidy at the anticipated levels.	The risk of Council not receiving project subsidy is high due to the current NZTAs criteria. If subsidies are not secured it may have significant effect on the levels of service as projects may be deferred due to lack of funding.
<b>Accuracy of capital project cost estimates</b>	That the capital project cost estimates are sufficiently accurate enough to determine the required funding level.	The risk of large under estimation is low; however the importance is moderate as Council may not be able to afford the true cost of the projects. Council tries to reduce the risk by including a standard contingency based on the projects lifecycle.
<b>Changes in legislation and policy, and financial assistance.</b>	That there will be no major changes in legislation or policy.	The risk of major change is high due to the changing nature of the government and politics. If major changes occur it is likely to have an impact on the required expenditure. Council has not mitigated the effect of this.

## 9 Risk Management

This approach includes risk management at an organisational level (Level 1). The treatment measures and outcomes of the organisational level risk management are included within the LTP.

The Council has identified 8 high risks for parks, and has strategies to mitigate or accept them, listed in Table 9-1.

**Table 9-1 Significant Risks and Control Measures**

Risk Description	Current Control	Proposed Control	Target Risk Level
<b>Insufficient funding:</b> Council funding for some activities reduced resulting in reduced LOS or short-term strategies being adopted that lead to increased cost in the future.	Investigate alternative contract or management arrangements to give flexibility to respond, decrease LoS.	Investigate alternative contract or management arrangements to give flexibility to respond; decrease LoS.	HIGH
<b>Pandemic:</b> Councils ability to manage different degrees of pandemic, needs to be investigated and the implications on its ability to respond need be identified	Ensure that current levels of service in regard to 5 year forward capacity are retained.	Investigate Councils ability to manage pandemic in association with CDHB	High
<b>Shortage of resources:</b> Shortfall in supply of labour, plant and materials due to demands from elsewhere and supply problems for non-renewable resources. Programmes of maintenance and renewal run behind time leading to increased asset damage, loss of LOS and increased cost.	Close communications with contractors who do our work; sound forward planning; seeking expressions of interest	Close communications with contractors who do our work; sound forward planning; seeking expressions of interest	HIGH
<b>Demand change:</b> Significant and short term change in demand, resulting in assets not having the capacity to handle the additional demand; regular users being displaced, user satisfaction reduced .	Maintain good communications with tourism industry; plan ahead, inform regular users of event	Maintain good communications with tourism industry; plan ahead, inform regular users of event	HIGH
<b>Structural damage:</b> Structural damage including failure due to deterioration over time and erosion. resulting in loss/reduction of asset capacity, reduction in LOS, personal injury	Robust Asset Management and LTP budgets in line with AMP recommendations. Good design. A planned maintenance schedule	Robust Asset Management and LTP budgets in line with AMP recommendations. Good design. A planned maintenance schedule	HIGH
<b>Large storm event:</b> Damage to assets and loss of level of service	Ensure assets are in good condition; ensure new assets are designed and built robustly to account for this event	Ensure assets are in good condition; ensure new assets are designed and built robustly to account for this event	HIGH

Risk Description	Current Control	Proposed Control	Target Risk Level
<b>Appropriate staff skills not available:</b> Difficulty recruiting staff (eg. Engineers) with the requisite training and experience resulting in poor asset management decision making and design and construction standards.	Employ skilled consultants if necessary	Employ skilled consultants if necessary	HIGH
<b>Poor material or construction quality:</b> Asset deterioration caused by poor material quality, poor construction quality. Rapid deterioration of asset condition leading to loss of level of service.	Robust planning, contract documentation and supervision. Good tender process	Robust planning, contract documentation and supervision. Good tender process	HIGH
<b>Vehicle impact damage:</b> Damage to assets and loss of level of service.	Install fender piles and bollards; ensure lateral bracing is adequate; carry out regular inspections to the assets; encourage users to report damage to council	Install fender piles and bollards; ensure lateral bracing is adequate; carry out regular inspections to the assets; encourage users to report damage to council	HIGH

## 10 Improvement Plan

This Activity Management Plan document was subject to a peer review in its Draft format by Waugh Infrastructure Management Ltd in October 2011. The document was reviewed for compliance with the requirements of the LGA 2002. The findings and suggestions were assessed and prioritised by the asset management team and either implemented for the final version of the document or added to the Improvement Plan.

Development of the improvement plan is discussed in Appendix V. It includes a table (Table V-3) of planned improvements that are still to be implemented and information on how they have been budgeted. It is a snapshot of the improvement plan as at February 2012 and includes. It is intended that the Improvement Plan is continually updated and monitored as a live document.

Version 4 of this document and the Improvement Plan was then reviewed a final time by Waugh Infrastructure Management Ltd in May 2012. The report produced has been included in Appendix V along with key improvements that have been achieved

## 11 Operations, Maintenance and Renewals Strategy

### 11.1 Operations and Maintenance

The Council has determined that the most effective way to achieve its objectives is to contract out the professional engineering services and physical maintenance works to commercial consultants and contractors in order to procure this work at true market value. By using a competitive tendering model in accordance with national requirements the Council is eligible to receive financial assistance referred to as a subsidy. This subsidy is currently set at 49% for the three year period 2012-2015 through the NZTA on an approved programme of work.

The district is split into four road network maintenance contracts which include sealed and unsealed pavement maintenance, drainage systems maintenance, routine bridge maintenance (detritus, cleanliness and vegetation), footpath and walkway maintenance, vegetation control, detritus removal, street cleaning, litter removal, signs maintenance, barrier maintenance, and road marking. Structural bridge maintenance and street lighting are maintained under separate maintenance contracts.

Operation and maintenance is discussed in detail in Appendix E.

### 11.2 Renewals

Assets are considered for renewal as they near the end of their effective working life or where the cost of maintenance becomes uneconomical and when the risk of failure of critical assets is sufficiently high.

For most transportation assets, the main parameter that signals the need for road renewals is the asset condition.

For pavements and surfaces, Council utilise modelling software in conjunction with field measurements and maintenance history to optimise the network renewals programme. For other assets such as footpaths and drainage structures, a combination of the condition, expected life and engineering judgement is used to programme renewals.

The quantity of renewals undertaken may be affected by the requirement to justify planned works with the NZTA prior to funding approval. Works which cannot be justified will not receive subsidy, and therefore may be deferred. Funding applications are yet to be completed for the renewals work identified within the financial forecast; therefore at this stage the extent of deferred renewals is unknown.

Renewals are discussed in detail in Appendix I.

## 12 Key Projects

Table 12-1 details the key capital and renewal work programmed for years 2015 to 2025.

**Table 12-1**

Project Name	Description	Year 1 (\$)	Year 2(\$)	Year 3 (\$)	Years 4-10 (\$)	Project Driver
	For details of the capital works relating to this activity refer to the draft Capital Programme, draft Long Term Plan, volume 1					

Note: G = Growth, LoS = Levels of Service, R = Renewal

1 See Appendix F for a full detailed list of new capital works projects driven by growth and / or an increase in level of service.

2 See Appendix I for a full detailed list of renewal projects.

## 13 Summary of Cost for Activity

Figure 13-1

PARKS & OPEN SPACES - CEMETERIES	<u>Funding Caps in 2015/16 Dollars</u>				<i>Funding splits exclude EQ Costs from all calculations</i>					
	2014/15 Annual Plan	2015/16	2016/17	2017/18	Funding - User Charges	Other revenue	General rate	Targeted rate	Period of Benefit (years)	Comments
	000's									
<b>Operational Budget</b>										
Cemetery Grounds	1,341	1,348	1,314	1,289						
Cemetery Operations	370	333	327	321						
<b>Activity Costs before Overheads</b>	<b>1,711</b>	<b>1,681</b>	<b>1,641</b>	<b>1,610</b>						
Earthquake Response Costs	-	-	-	-						
Corporate Overhead	99	95	93	87						
Depreciation	156	158	166	177						
Interest	30	41	54	68						
<b>Total Activity Cost</b>	<b>1,996</b>	<b>1,974</b>	<b>1,954</b>	<b>1,942</b>	46%	0%	54%			
					Some		Majority			
<b>Funded By:</b>										
Fees and Charges	998	906	906	906						
Grants and Subsidies	4	4	4	4						
Earthquake Recoveries	-	-	-	-						
<b>Total Operational Revenue</b>	<b>1,002</b>	<b>910</b>	<b>910</b>	<b>910</b>						
<b>Net Cost of Service</b>	<b>994</b>	<b>1,064</b>	<b>1,044</b>	<b>1,032</b>						
<b>Funded by:</b>										
Rates	994	1,064	1,044	1,032						
Earthquake Borrowing	-	-	-	-						
	<b>994</b>	<b>1,064</b>	<b>1,044</b>	<b>1,032</b>						
<b>Capital Expenditure</b>										
Earthquake Rebuild										
Renewals and Replacements										
Improved Levels of Service										
Additional Demand										

