

Report from Fendalton-Waimairi-Harewood Community Board – 10 December 2018

12. Avonhead Park Cemetery

Reference: 18/1333999

Presenter(s): Eric Banks, Senior Network Planner, Parks

1. Fendalton-Waimairi-Harewood Community Board Consideration

The Board considered the information provided in the deputation from Anthony Wright and in the correspondence received from Monica Renwick and the Avonhead Community Group and Friends of Avonhead Cemetery.

Board members acknowledged Monica Renwick for raising the headstone issue at the Avonhead Park Cemetery but noted that in accordance with the current Cemeteries Handbook, the internment requirements for the lawn section of the Avonhead Park Cemetery will remain unchanged.

The Board expressed concerns over a decline in the maintenance of the Avonhead Park Cemetery and for this to be raised with the Council through the Annual Plan process.

The Board also decided to recommend to the Council that it consult on a possible name change for Avonhead Park Cemetery to become Avonhead Memorial Cemetery.

2. Staff Recommendations

That the Waimāero/Fendalton-Waimairi-Harewood Community Board:

1. Receive the information contained in this report.
2. Agree not to recommend to the Council that it consult on a change of name for Avonhead Park Cemetery.

3. Fendalton-Waimairi-Harewood Community Board Decisions Under Delegation

Part B

The Waimāero/Fendalton-Waimairi-Harewood Community Board decided to:

1. Receive the information contained in the staff report on the Avonhead Park Cemetery.
2. Note that in accordance with the current Cemeteries Handbook, the internment requirements for the lawn section of the Avonhead Park Cemetery will remain unchanged.

4. Fendalton-Waimairi-Harewood Community Board Recommendation to Council

Part A

That the Council:

3. Consult on a change of name from Avonhead Park Cemetery to Avonhead Memorial Cemetery.

Aaron Campbell requested that his vote against resolution 3. above, be recorded.

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Avonhead Park Cemetery

Reference: 18/990037

Presenter(s): Eric Banks,

1. Purpose and Origin of Report

Purpose of Report

- 1.1 The purpose of this report to provide information on the issues requested by the Waimāero/Fendalton-Waimairi-Harewood Community Board and to recommend no further action is undertaken on a proposed name change for Avonhead Park Cemetery.

Origin of Report

- 1.2 This report is being provided to fulfil Waimāero/Fendalton-Waimairi-Harewood Community Board meeting of 3 September 2018, agenda item 15.1 Part B:
 - 1.2.1 *The Board requested that staff provide information regarding the possible installation of headstones in the lawn section of Avonhead Park Cemetery and that this information be included in the previously requested report on the options and costs related to changing the Cemetery façade and for consultation on a name change, that is to be presented to the Board at its December 2018 meeting.*

2. Significance

- 2.1 The decision in this report is of low significance in relation to the Christchurch City Council's Significance and Engagement Policy.
 - 2.1.1 The level of significance was determined by the significance matrix.
 - 2.1.2 The community engagement and consultation outlined in this report reflect the assessment.

3. Staff Recommendations

[That the Waimāero/Fendalton-Waimairi-Harewood Community Board:](#)

1. [Receive the information contained in this report.](#)
2. [Agree not to recommend to the Council that it consult on a change of name for Avonhead Park Cemetery.](#)

4. Key Points

- 4.1 This report supports the [Council's Long Term Plan \(2018 - 2028\)](#):
 - 4.1.1 Activity: Parks & Foreshore
 - Level of Service: 6.0.3.0 Overall customer satisfaction with the presentation of the City's Parks - Community Parks presentation: resident satisfaction =70 %
- 4.2 Issues associated with a proposed change to the lawn area of the cemetery.
 - 4.2.1 Families have purchased with the expectation the lawn cemetery style and operation will be retained.
 - 4.2.2 Plots are laid end to end which determines the operation of the area.

- 4.2.3 Above ground plaques or headstones would prevent access by the digger.
- 4.2.4 Any alteration of the layout to accommodate above ground plots would reduce the capacity significantly.
- 4.2.5 Requests have been received by both those seeking above ground plaques and those wanting the status quo.
- 4.3 Information on the cemetery entrance.
 - 4.3.1 The decision to make changes to the entrance are a staff delegation.
 - 4.3.2 Potential options for Community Board comment have been provided.
- 4.4 Retain the name of Avonhead Park Cemetery – Advantages and Disadvantages (Preferred option)
 - 4.4.1 The advantages of this option include:
 - No funding required to update physical signage.
 - Community are already aware of and use the current name of Avonhead Park Cemetery.
 - Retaining the current name lessens confusion that there is no memorial at this cemetery.
 - No need to alter Cemeteries Bylaw, Handbook and Masterplan which have recently been reviewed and adopted by the Council.
 - 4.4.2 The disadvantages of this option include:
 - Does not fulfil the request made by the Friends of Avonhead Cemetery to change the name of the Cemetery to Avonhead Memorial Cemetery to reflect the February 2011 Christchurch Earthquake Internment Site.

5. Context/Background

Community requests

- 5.1 Lawn area
 - The Waimaero / Fendalton-Waimairi-Harewood Community Board has received or is aware of requests from members of the community who wish to be able to install above ground plaques or headstones in the lawn area of the cemetery.
 - Issues have been raised in relation to plaques being difficult to locate, being covered in grass and sinking.
- 5.2 Cemetery entrance
 - The Friends of Avonhead Cemetery Trust have suggested the entrance to the cemetery requires upgrading.
- 5.3 Cemetery name
 - The Friends of Avonhead Cemetery Trust have suggested the name of the cemetery should be changed.

6. Lawn Area of Avonhead Park Cemetery

Background

- 6.1 When the Cemetery was developed in the late 1970s and early 1980s it was proposed that there would be a complete absence of memorials in the Cemetery, this decision by the Waimairi County Council took seven years. The cemetery was designed without visible grave markers to give the cemetery a park like appearance. Instead of headstones, metal tags were installed to identify each individual plot. No memorial was allowed, instead a small plaque could be added to the memorial wall by the records room.
- 6.2 This scheme received mixed reviews from the community.
- 6.3 The Council resolved at its meeting on 21 September 1992:
 - 6.3.1 That the original concept of Avonhead Park Cemetery be changed to allow memorials in the Cemetery;
 - 6.3.2 That Section 18IV of the Waimairi District Bylaw 1983, No. 1, be altered to allow the erection of memorials in Avonhead Park Cemetery and that special order procedures be commenced at the December Council meeting; and
 - 6.3.3 That the section of Cemetery already developed in the landscaped style be retained and that no memorials be permitted in this area.
- 6.4 In 1993 additional areas in the Cemetery were created allowing for upright memorials.
- 6.5 At its November 1996 meeting the Parks and Recreation Committee considered a request from the families of those persons interred in the 'no memorial' area of Avonhead Park Cemetery for some form of individual headstone memorial.
- 6.6 The Committee resolved that following consultation, design and plans for a small form of memorial within the 'no memorial' area be brought back to the Committee.
- 6.7 Of those that replied to the consultation 41.8 percent wanted no memorials. A preference for headstones was 58.2% and of those 21.5 percent wanted a larger headstone and 36.7% wanted a smaller headstone.
- 6.8 There was strong opposition to headstones, even in-ground memorials. It appeared that many family members of those interred in the lawn area still supported the original concept and wanted it retained.
- 6.9 The issue was then reported to the August 1997 Parks and Recreation Committee meeting.
- 6.10 The Committee deferred consideration of the staff report and appointed a sub-committee comprising the Chairman and four Councillors to consider the options.
- 6.11 The sub-committee were sympathetic to the concerns of those families seeking a change to the policy. They were also appreciative of the aesthetically pleasing and tranquil setting created by the lawns and no memorial environment.
- 6.12 After considering all points of view and noting that the majority of respondents were supportive of a change to existing policy of no memorials, the sub-committee unanimously agreed that as a compromise, a small flat ground level headstone measuring 200x290mm should be permitted in the landscaped section of Avonhead Park Cemetery.
- 6.13 On 11 February 1998 a report to the Parks and Recreation Committee considered the type and size of the proposed memorials.
- 6.14 Following this, the Avonhead Park Cemetery sub-committee recommended to the Parks and Recreation Committee on 13 May 1998, the following:

6.14.1 “That members, having reviewed their earlier recommendation in light of the Monumental Masons association’s comments, are still of the unanimous belief that the compromise proposed is the best solution and meets the wishes of the majority of respondents to the survey of next of kin. Permitting small in-ground memorials in the landscaped section of the Cemetery will ensure the present open and tranquil setting is preserved and at the same time allow next of kin to place a small memorial on their family member’s grave.”

6.14.2 Recommendation:

- 1. That in-ground memorials be permitted in the section of Avonhead Park Cemetery, subject to:
 - a) Memorials not exceeding 200x290mm in size.
 - b) No flowers placed on graves
 - c) Next of kin accepting responsibility for the edge maintenance of memorials.
- 2. That the Waimairi District Bylaw be amended to permit the installation of small, in-ground memorials in the section of Avonhead Park Cemetery in which memorials are not currently permitted.
- 3. That the Council commence the Special Order proceedings at its May 1998 meeting, necessary to give effect to the above change.

6.15 Since then, the Council has continued to receive correspondence from both those requesting and those objecting to installing headstones in the lawn area of Avonhead Park Cemetery.

Discussion

6.16 The following is intended to provide the requested information by illustrating the nature of the lawn area, how it operates and the implications of suggested changes. Attachment One illustrates these points.

6.17 The fundamental observable difference between the lawn area at Avonhead Park Cemetery, the remainder of the cemetery and other Council cemeteries relates to the lawn character. The lawn character is that of a park like setting with the absence of headstones. A brief assessment of the character of the lawn area has been provided by the Council landscape architect on the title page of Attachment One. This park like character of the lawn area with no headstones was the intention for the cemetery when it was designed prior to opening in 1983.

6.18 When Avonhead Park Cemetery was developed extensive tree planting was undertaken with trees planted in close proximity to encourage rapid growth and a mature park like setting. Trees are very important in the lawn area in particular, many people have chosen plots in this area due to the large numbers of mature trees. In many cases families identify their plot locations using the trees.

6.19 Sheets 2 and 3 of Attachment One illustrate the manner in which the lawn area is laid out. Because the intention of the lawn area was for no headstones or plaques there was no need to leave a gap between the plots for access. This layout maximises the number of usable plots in the area.

6.20 Once Council approval for in-ground plaques was given there needed to be a way to manage interments and undertake maintenance. Once a burial has taken place the soil will slump for a long time afterwards, especially immediately after a burial. This is particularly prevalent at Avonhead Cemetery because of the nature of the soil (see Sheet 3).

6.21 Because original layout of the lawn area incorporated no memorials there are no gaps between plots (See sheet 2) to allow for plaques to be installed. Due to the location of the metal tags,

- plaques are laid on the adjacent plot (see Sheet 2). This ensures the plaque will not become buried with the slumping of the newly dug plot.
- 6.22 Depending on the order of burials, the plaque may still be subject to slumping if the adjacent plot where the plaque is located has an interment at a later date.
- 6.23 As each plot is dug for an interment, or second interment, if there is a plaque on the plot, where possible, the plaque will be left in place however if the plot needs to be dug longer than the standard 2.4 metres or if there is excessive slumping of the soil under the plaque, it will be removed and reinstated when the interment is complete (see details on sheet 2).
- 6.24 One reason plaques are required to be installed just below the surface is to allow for mowing of the lawn area. The mower can safely pass over the plaque without damaging the plaque (or the mower). The second reason is to permit access for a digger to dig the plot. At present the digger can traverse over other plots in the area to the plot required to be dug. This is essential as there are so many trees within the lawn area.
- 6.25 If plaques were permitted to be installed above ground, the cost of maintenance would increase significantly for mowing and plots may need to be dug by hand as there would be insufficient room for a digger. Hand digging of plots is more difficult and more costly and normally only undertaken where there are access issues such as some older cemetery sites where the site slope, access and proximity to other plots is an issue.
- 6.26 Headstones or raised plaques would require a base to support them. The extra bulk and weight of the base would contribute to, and be more susceptible to, slumping. In cases where the headstone (and base) was required to be removed for an adjacent burial, other issues of responsibility for the removal, cost and greater disturbance of the soil would result.
- 6.27 It is likely that a raised plaque / headstone would require a base which was larger than the space available between the end of the digging area of the plot and the top end plot to the foot end, otherwise instability would result in an unstable headstone. This would then also cover the area set aside for the identifying tag.
- 6.28 In order to avoid the above issues, a section of the unused area of the lawn could potentially be redesigned to that of a standard cemetery by separating the plots, in a similar fashion to that depicted in Sheet 4. This would however result in a major loss of capacity (from 316 currently available plots in this section of the lawn area down to approximately 61 plots), a cost to implement, and further investigation to confirm particularly as there is a comprehensive irrigation system in the area.
- 6.29 Given the status quo, responsibility for maintaining the edge of plaques lies with the owner of the plot. This was a condition of the Council decision to allow plaques as a compromise in 1998. Possibilities for improving the visibility of plaques could potentially include Council spraying the edges and adding a base course underneath each plaque and keeping it topped up to support the plaques. This would be an additional maintenance cost to Council however and would require further investigation.
- 6.30 It is also worth noting that the specification for plots in each cemetery is incorporated into the Cemeteries Handbook. At the time of writing the existing Handbook specifies below surface plaques only for the lawn area. The recent review of the Cemeteries Bylaw and Handbook has been completed and is subject to approval by Council on 22 November 2018. During the consultation period no submissions were received requesting a change of this specification. The specification in the draft Handbook therefore remains unchanged at requiring plaques to be installed at 20mm below the surface.
- 6.31 In order for any potential change in the rules and operation of the lawn area to take place a number of requisites would need to take place: plot owners / families of plot owners in the lawn area should be located and canvassed for their opinion about the proposal, a proposal to Council

to consult on an amendment to the Cemeteries Handbook, Council approval, budget be made available for the work.

7. Name of Avonhead Park Cemetery

Background

- 7.1 The Friends of Avonhead Cemetery Trust provided a deputation to the Waimāero/Fendalton-Waimairi-Harewood Community Board on 10 April 2017. One of the issues the Trust raised was their desire to change the name of Avonhead Park Cemetery to Avonhead Memorial Cemetery to reflect its wider significance as the interment site of the unidentified victims of the 22 February 2011 Christchurch earthquake.
- 7.2 Staff responded to the request by email on 4 July 2017 and provided a memo to the Community Board on the 2 November 2017. The email and memo outlined the procedure for changing the name of the Cemetery and issues to take into consideration. The processes and issues are outlined below:
- 7.2.1 Naming of Reserves and Facilities Policy 1993/Section 7 Burial and Cremation Act 1964.
- The procedure for changing the name of the Cemetery would involve consultation, a report to the Community Board, and a recommendation to Council. (Council has not delegated the power under section 7 of the Burial and Cremation Act re naming of cemeteries. There is power to change the name of a cemetery but Council must also get the approval of the Minister of Health.)
 - No submissions requesting the name of Avonhead Park Cemetery to be changed were received during the extensive consultation for the draft Cemeteries Master Plan 2013 or during the 2018 review of the Cemeteries Bylaw and Cemeteries Handbook.
- 7.2.2 Origin of the current name
- Avonhead Park Cemetery was named to reflect the park like setting of the landscaped trees, lawns and gardens. It also reflects its position adjacent to Avonhead Park and the shared connections with it. At the time of planning the new cemetery in 1979 the Council's intention was for the lawn to also function as a park, hence the name, Avonhead Park Cemetery. This was proposed as far back as 1976. It was described as a parkland cemetery at the time of opening.
- 7.2.3 Earthquake Interment Site.
- The interment site at Avonhead Park Cemetery for the unidentified victims of the 22 February 2011 Christchurch Earthquake is not a memorial site. The site is required to inter the human remains of the unidentified victims as required under the Burial and Cremation Act 1964.
 - The Interment Site for the Unidentified Victims of the 22 February 2011 Earthquake was considered and approved by Council at 9 June 2011 meeting. This report specifically noted that the Earthquake Interment Site is not a memorial.
- 7.2.4 Other cemeteries
- Memorial Park Cemetery is another example of a relatively modern Cemetery with a name designed to reflect its park like style. The word "memorial" in the name refers to memorialising the deceased by using an upright headstone on each plot, not to a specific memorial.
 - Nearby Ruru Lawn Cemetery likewise reflects the type of Cemetery layout in its name. The Ballantyne's Fire Memorial (1947) is part of the Ruru Lawn Cemetery. It is both the interment site and the memorial, however, it is the only memorial for

Ballantynes fire victims in the city, whereas the Interment Site at Avonhead Park Cemetery, is as the name says, an interment site for the four unfound victims and not a memorial for all earthquake victims. The outer area was added at a request by families not as a statutory requirement. At Ruru Lawn Cemetery, the Ballantynes Fire Memorial is not reflected in the name of the Cemetery. It is just one of the features of the site.

- There is also Diamond Harbour Memorial Gardens Cemetery. The word “memorial” in the name refers to memorialising the deceased by using an upright headstone on each plot, not to a specific memorial.
- It is possible the greater the number of cemeteries with “memorial” as part of the name, the more confusion could be created. ‘Memorial’ is generally referred to a style of cemetery with upright headstones.

7.3 This information was then presented to the Waimāero/Fendalton-Waimairi-Harewood Community Board at a seminar on 6 August 2018. At the seminar it was also discussed that if the name of the Cemetery were to change this would also need funding identified for the physical signage alterations. No funding has been allocated for this.

Option 1 – Retain the current name of Avonhead Park Cemetery (preferred)

7.4 Option description

7.4.1 Retain the current name of Avonhead Park Cemetery.

7.5 Significance

7.5.1 The level of significance of this option is consistent with section 2 of this report.

7.5.2 Engagement requirements for this level of significance are limited to those specifically affected. Engagement requirements for this option would be limited to informing the Friends of Avonhead Cemetery Trust.

7.6 Impact on Mana Whenua

7.6.1 This option does not involve a significant decision in relation to ancestral land or a body of water or other elements of intrinsic value, therefore this decision does not specifically impact Ngāi Tahu, their culture and traditions.

7.7 Community Views and Preferences

7.7.1 Friends of Avonhead Cemetery, are specifically affected by this option.

7.7.2 There were no submissions received on a name change for the cemetery during the recent consultation on the Cemeteries Bylaw and Handbook review.

7.8 Alignment with Council Plans and Policies

7.8.1 This option is consistent with Council’s Plans and Policies.

7.8.2 The Naming of Reserves and Facilities Policy 1993 outlines:

7.8.3 *“3. For existing reserves, whether previously formally or informally named, and through common usage are accepted by the community, generally these names shall be retained. Where changes are to be sought, the procedures as outlined for the new reserves shall be as followed.*

4. Reserves having local or major status, naming proposals, including options shall in the first instance be referred to the appropriate Community Board. To the extent deemed necessary, proposals will then be referred to the community for comment prior to formal adoption and recommendation, to the Council.”

7.9 Financial Implications

- 7.9.1 Cost of implementation – No cost to implement decision.
- 7.9.2 Maintenance/Ongoing Costs – none.
- 7.9.3 Funding Source – Not applicable.
- 7.10 Legal Implications
- 7.10.1 This report has been reviewed and approved by the Legal Services Unit. There are no legal considerations in relation to retaining the current name.
- 7.11 Risks and Mitigations
- 7.11.1 There are minimal, if any risks as the name of the Cemetery complies with the Council Policy Register: Naming of Reserves and Facilities 1993.
- 7.12 Implementation
- 7.12.1 Implementation dependencies – No known implementation dependencies.
- 7.12.2 Implementation timeframe – Not applicable as the current name is being retained.
- 7.13 Option Summary – Advantages and Disadvantages
- 7.13.1 Advantages:
- No funding required to update physical signage.
 - Community are already aware of and use the current name of Avonhead Park Cemetery.
 - Retaining the current name lessens confusion that there is no memorial at this cemetery.
 - No need to alter Cemeteries Bylaw, Handbook and Masterplan which have recently been reviewed and adopted by the Council.
- 7.13.2 Disadvantages:
- Does not fulfil the request made by the Friends of Avonhead Cemetery to change the name of the Cemetery to Avonhead Memorial Cemetery to reflect the February 2011 Christchurch earthquake interment site.

Option 2 – Recommend to Council that it consult with the community on an alternative name for the Cemetery

- 7.14 Option description
- 7.14.1 There should be consultation with the community but as the Council has not delegated the power to change the name of a cemetery, the Board would need to recommend the name change to Council first, so the Council can decide if it wants to pursue a name change and carry out consultation.
- 7.15 Significance
- 7.15.1 The level of significance of this option is consistent with section 2 of this report.
- 7.15.2 Engagement requirements for this level of significance are limited to those specifically affected. Engagement requirements are also subject to the Naming of Reserves and Facilities Policy 1993. Given interments of individuals originating from all areas of the city, public consultation with a recommendation to council for public consultation is recommended as appropriate. A decision to change the name of a cemetery is made under section 7 of the Burial and Cremation Act, and requires the Minister's approval, so it is likely the Minister will want to know the result of Council consultation about a name change.

7.16 Impact on Mana Whenua

7.16.1 This option does not involve a significant decision in relation to ancestral land or a body of water or other elements of intrinsic value, therefore this decision does not specifically impact Ngāi Tahu, their culture and traditions.

7.17 Community Views and Preferences

7.17.1 Friends of Avonhead Cemetery, the local community and the families of those who are interred are specifically affected by this option. Other than the Friends of Avonhead Cemetery, their views are yet to be ascertained.

7.17.2 There were no submissions received on a name change for the cemetery during the recent consultation on the Cemeteries Bylaw and Handbook review.

7.18 Alignment with Council Plans and Policies

7.18.1 This option is consistent with Council's Plans and Policies

7.18.2 The Naming of Reserves and Facilities Policy 2013 outlines:

"4. Reserves having local or major status, naming proposals, including options shall in the first instance be referred to the appropriate Community Board. To the extent deemed necessary, proposals will then be referred to the community for comment prior to formal adoption and recommendation, to the Council."

7.19 Financial Implications

7.19.1 Cost of implementation – To consult with the community to determine a preferred name for the Cemetery would require approximately 40 hours of associated staff time to consult on a name change. Implementation of physical signage if the name of the Cemetery is changed would be required.

7.19.2 Maintenance/Ongoing Costs – none.

7.19.3 Funding Source – No funding has been set aside in the Council's Long Term Plan.

7.20 Legal Implications

7.20.1 This report has been reviewed and approved by the Legal Services Unit

7.20.2 The legal considerations in relation to changing the current name concern the power in section 7 of the Burial and Cremation Act 1964 to change the name of a cemetery. The Council is the decision-maker (the Council has not delegated this power), and Ministerial approval is required to change the name.

7.20.3 The legal consideration is <enter text>

7.21 Risks and Mitigations

7.21.1 There is a risk that changing the name, particularly incorporating the word "memorial" may offend families of those interred in the earthquake interment site (or potentially others as well).

7.21.2 Residual risk rating: The residual rating of the risk after the below treatment is implemented will be Medium.

7.21.3 There is no mitigation possible given the reason for the suggested change to include the word "memorial" is to reflect the view of the Friends of Avonhead Cemetery Trust that the earthquake interment site is a memorial.

7.21.4 There is a risk that changing the name to include the word "memorial" could result in confusion with the existing Memorial Park Cemetery.

7.21.5 Residual risk rating: The residual rating of the risk after the below treatment is implemented will be Medium.

7.21.6 Staff would need to be wary of the potential confusion and double check the correct cemetery was being discussed, an interment was required at which cemetery, etc.

7.22 Implementation

7.22.1 Implementation is subject to the consultation and reporting process described above.

7.22.2 Implementation timeframe - compiling a list of stakeholders, contacting the stakeholders, consultation and reporting would take approximately 6 months. Contacting the families of those interred could be quite time consuming. Installation of signage (and update of websites etc) would be dependent on the allocation of budget in line with a decision on signage priorities.

7.23 Option Summary – Advantages and Disadvantages

7.23.1 Advantages:

- The Friends of Avonhead Cemetery Trust would approve. No other advantages are apparent.

7.23.2 Disadvantages:

- If an alternative name is approved for the Cemetery funding would be required to update physical signage. No funding has been allocated in the Councils 2018-2028 Long Term Plan for this.
- If an alternative name is approved for the Cemetery it would require amending Council records, web-site and documents as they were due for renewal such as the Cemeteries Handbook and Masterplan.

8. Entrance of Avonhead Park Cemetery

Background

- 8.1 The Friends of Avonhead Cemetery Trust provided a deputation to the Waimāero/Fendalton-Waimairi-Harewood Community Board on 10 April 2017. One of the issues the Trust raised was their desire to upgrade the Cemetery entrance on Hawthornden Road.
- 8.2 Staff responded to the request by email on 4 July 2017 and providing a memo to the Community Board on the 2 November 2017. The email and memo outlined the procedure for refurbishing the entrance, in that a landscape plan would need to be developed and consulted on then a report to the Community Board seeking to approve the landscape plan. There is currently no funding allocated in the LTP to investigate, design, consult or implement any changes to the entrance of the Cemetery.
- 8.3 In the interim, staff organised for the entrance walls to be cleaned. This was seen as the first logical step rather than resurfacing or painting as this could attract tagging would require more frequent maintenance.
- 8.4 Subsequently, legal advice has been provided which states that the delegation for works such as fences and the like (section 8(a) Burial and Cremation Act 1964) is to staff. Part A - Section 6 of the Council Delegations register states that all of the responsibilities, duties and powers of the Burial and Cremation Act 1964 are delegated to staff, except naming of cemeteries under section 7, making of bylaws under section 16, erecting a crematorium under sections 38 and 39, and the making of bylaws under section 40. Works to alter the entrance to the cemetery is therefore not a matter for a Community Board decision.
- 8.5 This section is therefore excluded from the options section of the report. Some options have however been prepared. See Attachment 2. The Community Board's views are welcomed on

each option and will be taken into account when a decision is made to alter, repair or otherwise maintain the entrance. Any significant changes to the entrance would be consulted on and the Community Board informed. Note that the 3rd option on Sheet 2 would require engineering advice to determine the structural requirements of the wall. Also, the cost of the first option shown on the attachment indicates “nil” but there would be a maintenance cost associated with these activities.

- 8.6 Currently the entrance walls appear to be in good condition. Recent cleaning of the walls and planting has improved the appearance of the entrance. It is envisaged the current appearance will be maintained as a minimum option. There is no specific budget allocation for entrance enhancement in the current LTP and any future allocation would be subject to an assessment of overall cemetery development priorities.
- 8.7 The Cemeteries Master Plan 2013 lists planning and/or management proposals. The planning and management proposals do not constitute a commitment on the Council to implement, rather only indicating the Council’s willingness to progress further investigation into the planning and management proposals. One of the actions listed was to enhance the entrance, including signage and modifications to the concrete entrance wall. This was rated as a low priority.
- 8.8 One associated issue of alleged confusion among motorists confusing the cemetery for Avonhead Park could potentially be improved with the raising of the lettering as shown in the second option. Another option could be to improve the entrance signage for the park by making it more prominent and trim the adjacent vegetation.

Attachments

No.	Title	Page
A	Attachment 1 Avonhead Cemetery lawn area	
B	Attachment 2 Avonhead Cemetery frontage	

Confirmation of Statutory Compliance

Compliance with Statutory Decision-making Requirements (ss 76 - 81 Local Government Act 2002).

(a) This report contains:

- (i) sufficient information about all reasonably practicable options identified and assessed in terms of their advantages and disadvantages; and
- (ii) adequate consideration of the views and preferences of affected and interested persons bearing in mind any proposed or previous community engagement.

(b) The information reflects the level of significance of the matters covered by the report, as determined in accordance with the Council's significance and engagement policy.

Signatories

Authors	Sarah Blows - Parks Planner Eric Banks - Senior Network Planner Parks
Approved By	Kate Russell - Acting Head of Parks Mary Richardson - General Manager Citizen and Community

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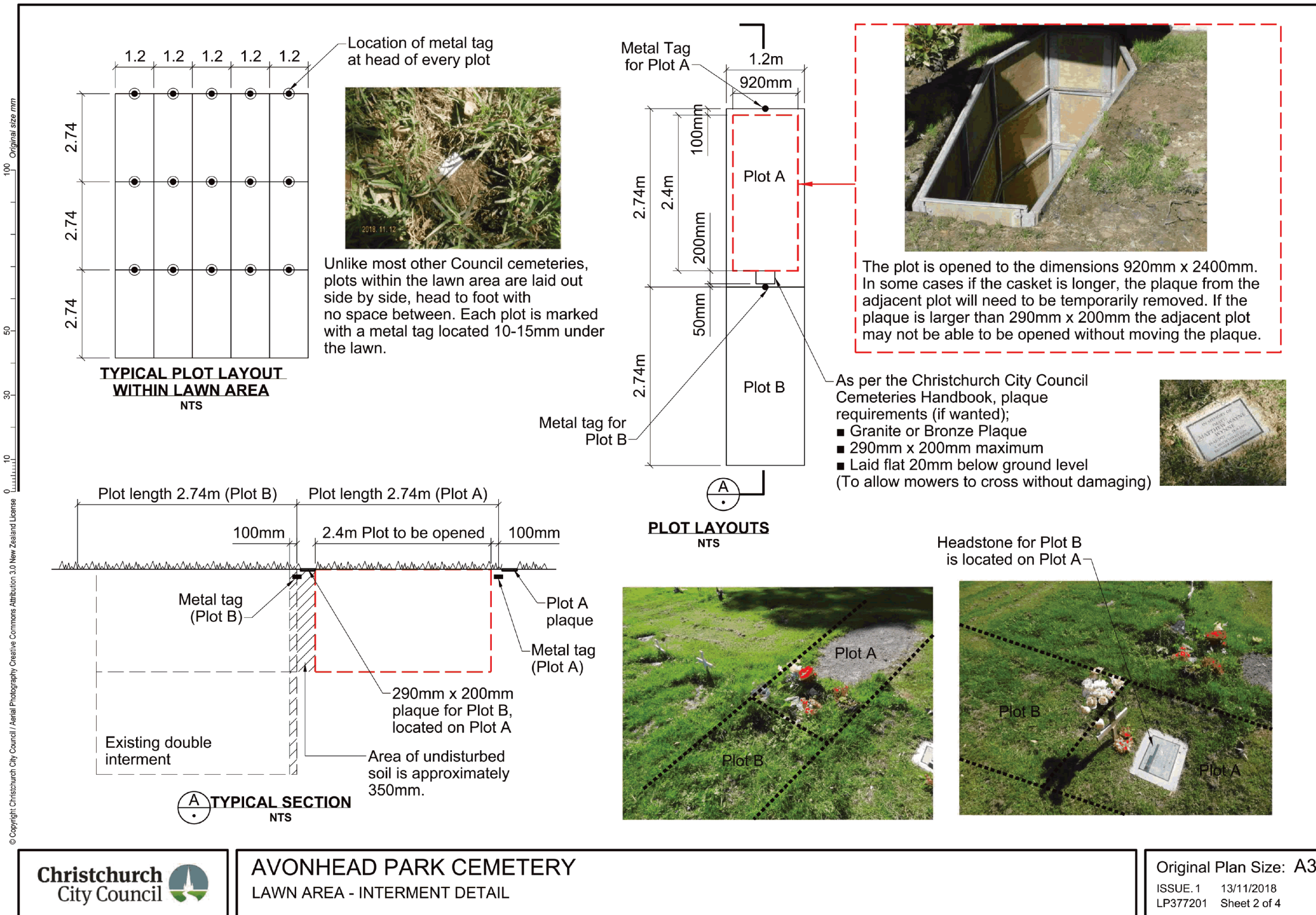
The lawn area at Avonhead Park Cemetery has important landscape values and qualities for the Christchurch community, especially for the families of loved ones who have been laid to rest there. These families have chosen this type of cemetery because of its specific character. The combination of open lawn interspersed with groups of trees provides the distinctive character typical of a 'lawn garden' cemetery, which is devoid of clutter, such as head stones and tributes usually associated with a memorial cemetery. The lawn area at Avonhead Park Cemetery is unique to Christchurch being the only type of burial ground amongst the 26 cemeteries operated by the Christchurch City Council .


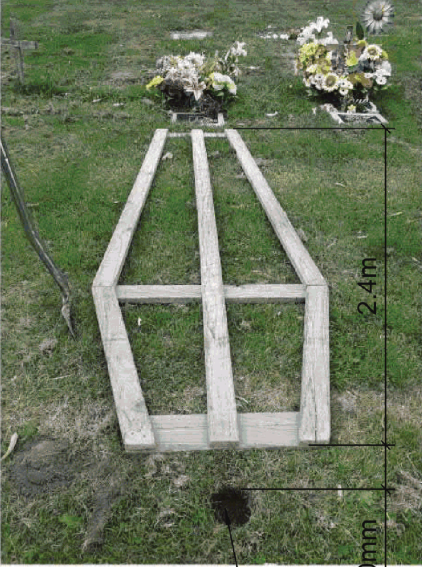








AVONHEAD PARK CEMETERY LAWN AREA

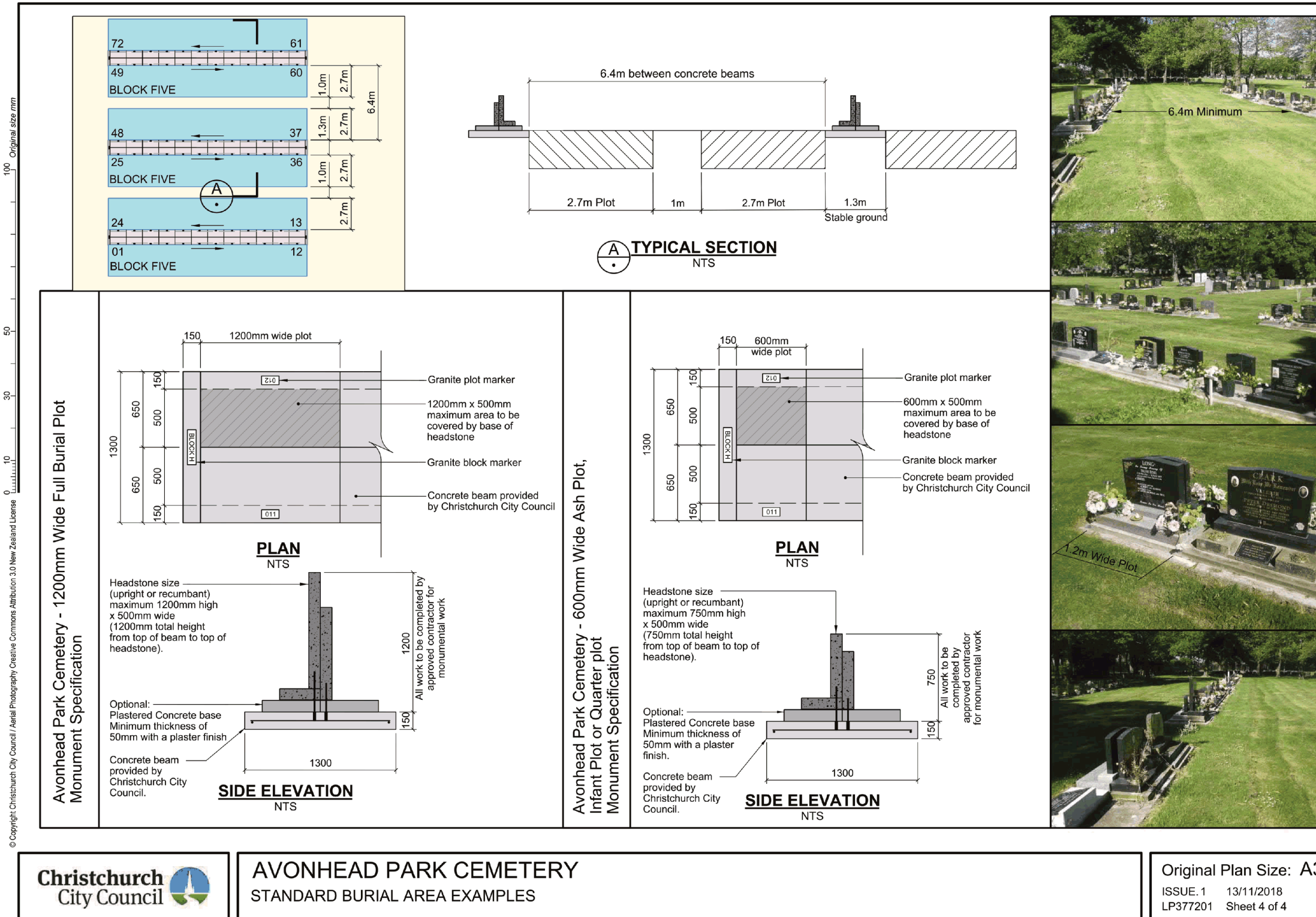
Original Plan Size: A3
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<p>PREPARING THE PLOT</p>	 <p>Existing plaques</p>  <p>2.4m 100mm Metal Tag</p> <p>Due to the layout of the plots within the lawn area, and the location of trees, the Sextons need to gain access across the top of existing plots to prepare the plots; this increases the capacity of the lawn area significantly.</p>	<p>MEMORIALS</p>	<p>As per the Christchurch City Council Cemeteries Handbook, a white cross or temporary marker is permitted for one year following an interment.</p> <p>The temporary marker must be removed once a permanent plaque is installed.</p>  	<p>Original Plan Size: A3 ISSUE: 1 13/11/2018 LP377201 Sheet 3 of 4</p>
<p>SLUMPING</p>	 <p>Plaque is not visible</p>  <p>Due to soil type and location of the cemetery, slumping can be more noticeable than other cemeteries and plots need to be topped up regularly.</p>	<p>MAINTENANCE</p>	<p>The Christchurch City Council Cemeteries Handbook states that plaques are to be installed 20mm below surface level. This is to protect the plaques during mowing and to ensure the area can be mowed.</p> <p>Maintenance can be difficult when features, such as temporary markers and floral tributes, are still left on a plot. Then the cemetery can appear unkept as maintenance cannot be completed properly. This would also apply to any plaque or monument above ground level.</p>  	<p>AVONHEAD PARK CEMETERY LAWN AREA - GENERAL COMMENTS AND ISSUES</p>

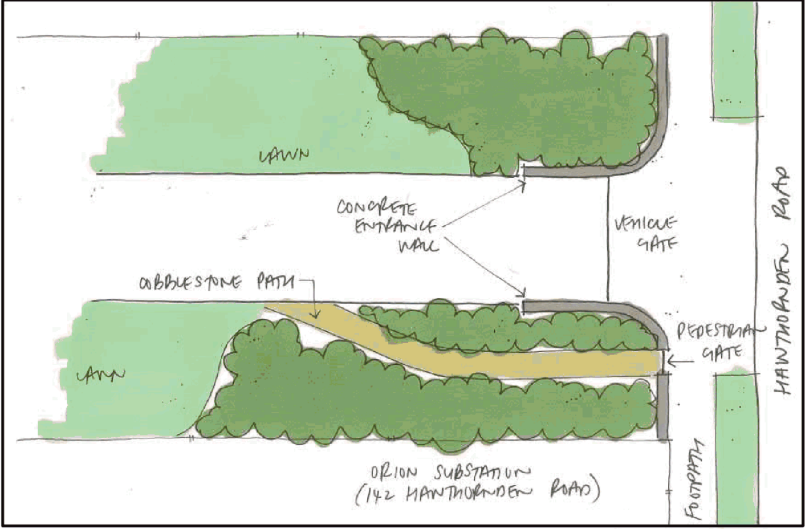
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0 10 30 50 100 Original size mm














Note:

- 1 The entrance concrete wall has been recently cleaned.
- 2 The wall is low maintenance and has not been covered with graffiti.
- 3 The left side of the wall (height and plantings) help screen the adjacent Orion sub-station.
- 4 The walls are the same design / era as the toilets and records room within the cemetery.
- 5 As per the 2013 Christchurch City Council Cemetery Master Plan, planting has been undertaken to improve the entrance and driveway into the cemetery in recent years.



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Photos taken 5th November 2018

Christchurch City Council

AVONHEAD PARK CEMETERY FRONTAGE
EXISTING SITUATION


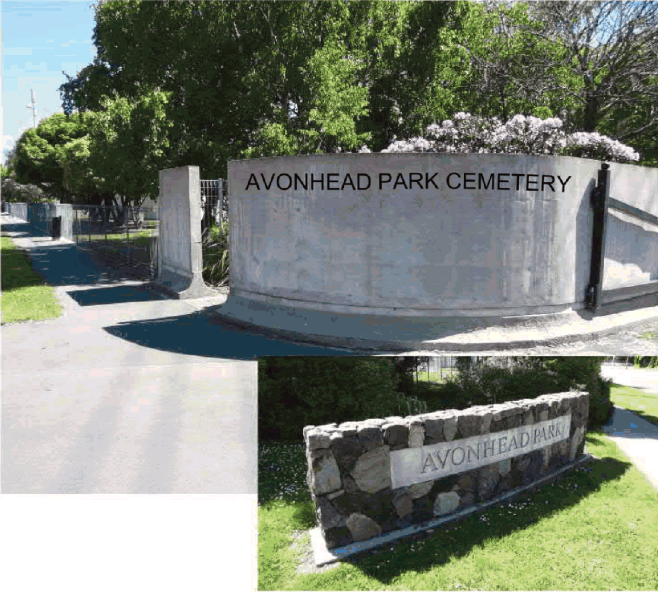
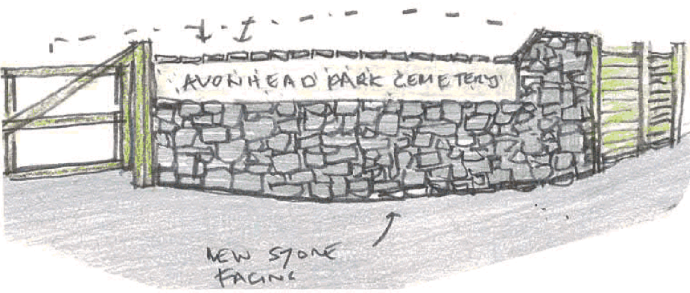

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Pedestrian Entrance

Existing Vegetation

Vehicle Entrance

OPTION 1: DO NOTHING		OPTION 2: LEAVE ENTRANCE WALLS AND REPLACE LETTERING		OPTION 3: REDUCE HEIGHT OF EXISTING CONCRETE WALLS AND FACE WITH STONE	
					
<p>Retain the existing entrance and continue with standard maintenance including;</p> <ul style="list-style-type: none"> ■ Replacing any missing plants. ■ Sandblasting the wall as required. ■ Undertake any enhancement or repairs to existing text on wall. 		<p>Retain the existing concrete walls;</p> <ul style="list-style-type: none"> ■ Remove existing cemetery name and replace with a more appropriate lettering or use a similar style to the Avonhead Park entrance adjacent. 		<p>Reduce height of the existing concrete walls;</p> <ul style="list-style-type: none"> ■ Face with stone. ■ New wood entrance gates. <p>Note: Further investigations or feasibility would need to be undertaken</p>	
APPROXIMATE COST	NIL	APPROXIMATE COST	\$15,000 - \$20,000 (Depending on scope of work)	APPROXIMATE COST	\$50,000 - \$100,000 (Depending on scope of work)
		AVONHEAD PARK CEMETERY FRONTAGE OPTIONS			Original Plan Size: A3 ISSUE.1 13/11/2018 LP377201 Sheet 2 of 2

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Original size mm

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