

## Notice of Meeting:

I hereby give notice that an ordinary meeting of the Cemetery Management Plan Hearings Panel will be held on:

**Date:** Tuesday 31 March 2015  
**Time:** 9.00am  
**Meeting Room:** Committee Room 1  
**Venue:** Municipal Building, Garden Place, Hamilton

Richard Briggs  
Chief Executive

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## Cemeteries Management Plan Hearings Panel OPEN AGENDA

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### Membership

Chairperson Cr L Tooman  
Members Deputy Mayor Gordon Chesterman  
Cr P Yeung  
Maree Pene

**Quorum:** A majority of members (including vacancies)

**Meeting Frequency:** When required

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Brendan Stringer  
Committee Advisor

**23 March 2015**  
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## **Terms of Reference:**

A Hamilton Cemeteries Draft Management Plan Hearings Panel of the Strategy and Policy Committee was established on 19 November 2014 and delegated to hear submitters for the Draft Hamilton Cemeteries Management Plan.

The Panel is to report a summary of the oral submissions and evidence presented on the Draft Hamilton Cemeteries Management Plan and the Panel's recommendations to the May 2015 Strategy and Policy Committee for consideration.

The Panel will be disestablished following the completion of the hearing of, and deliberation on, submissions to the Draft Hamilton Cemeteries Management Plan.

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**1 Apologies**

**2 Confirmation of Agenda**

The Committee to confirm the agenda.

**3 Declaration of Interest**

Members are reminded of the need to be vigilant to stand aside from decision making when a conflict arises between their role as an elected representative and any private or other external interest they might have.

**Committee:** Cemetery Management Plan      **Date:** 31 March 2015  
**Report Name:** Draft Hamilton Cemeteries Management Plan - hearings report      **Author:** Renee McMillan

<b>Report Status</b>	<i>Open</i>
<b>Strategy, Policy or Plan context</b>	<i>Reserves Management Plan</i>
<b>Financial status</b>	<i>There is not budget allocated</i>
<b>Assessment of significance</b>	<i>Having regard to the decision making provisions in the LGA 2002 and Councils Significance Policy, a decision in accordance with the recommendations is not considered to have a high degree of significance</i>

## 1. Purpose of the Report

- This report summarises the submissions received as part of the review of the draft Hamilton Cemeteries Management Plan (draft Plan). The analysis is provided to help inform the hearing process and Councils subsequent deliberations and decision making.

## 3. Executive Summary

- A draft Plan for Hamilton Cemeteries was prepared pursuant to section 41(6) of the Reserves Act 1977 (Act). In doing so the draft Plan was made available for public consultation for the required two-month period.
- At its meeting on 19 November 2014, the Strategy and Policy Committee resolved to appoint a Hearings Panel to hear and deliberate on submissions to the draft Plan.
- A total of fourteen (14) submissions were received with seven (7) submitters wishing to speak in support of their submissions.
- A high level submission analysis report is attached (Attachment 2). Individual submissions are also attached (Attachment 3).

## 8. Recommendations from Management

That the:

- Report be received; and
- Cemeteries Management Plan Hearings Panel hears submissions to the draft Hamilton Cemeteries Management Plan.

**9. Attachments**

- 10. Attachment 1 - Draft Hamilton Cemeteries Management Plan
- 11. Attachment 2 - Submissions Analysis Report
- 12. Attachment 3 - Copy of Submissions

**13. Key Issues**

- 14. Consultation
- 15. The management plan for Hamilton Cemeteries was first developed in 1999. This process commenced in May 2014 and represents the first comprehensive review of the plan.
- 16. The draft Plan (Attachment 1) was approved for public consultation at the Council meeting on 19 November 2014.
- 17. Public consultation opened on 1 December 2014 and closed on 10 February 2015.
  - A total of fourteen (14) submissions were received.
  - Seven (7) submitters wish to be heard.
- 18. A summary of submissions and high level analysis is attached (Attachment 2) to help inform the hearings process. A copy of the individual submissions is also attached (Attachment 3).
- 19. Treaty implications
- 20. Consultation with Waikato-Tainui has been undertaken as per the Joint Management Agreement (JMA) with regard to Management Plan development and review.
- 21. As part of this process, Waikato-Tainui expressed their desire for a Waikato-Tainui recommended advisor to be appointed to the hearings panel. While not an approach documented in the JMA, this would be consistent with the process followed for the 2014 Hamilton Gardens Management Plan review.
- 22. Maree Pene has been appointed to the hearings panel as the Waikato-Tainui recommended advisor; in consultation with the hearings panel.
- 23. Legislative requirements or legal issues
- 24. The consultation requirements outlined in sections 41(6) and 119 of the Act have been adhered too.

**25. Financial and Resourcing Implications**

- 26. Consultation costs have been covered using existing budget.

**27. Risk**

- 28. There are no tangible risks associated with this consultation or hearing process.

**Signatory**

Authoriser	Lance Vervoort, General Manager Community
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# Hamilton Cemeteries Draft Management Plan

October 2014





## PART 1: INTRODUCTION

### Three distinct cemeteries: a lot to take care of

Hamilton City Council provides, manages and maintains three cemeteries: Hamilton Park Cemetery at Newstead, and the heritage cemeteries in Hamilton East (near Hamilton Gardens) and Hamilton West (near Waikato Stadium).

**Hamilton Park Cemetery** opened in 1957 with the crematorium and chapel facilities operating since 1963. Each year we carry out more than 1400 cremations and 230 casket burials, about 460 services, and several hundred ash burials. From our office based at this site we provide frontline customer services and maintenance of cemetery records, including the online cemetery database. The cemetery's footprint is currently 18 hectares, with a further 14 hectares available for future development.

**Hamilton East Cemetery** was established in 1865 and is the resting place of more than 14,000 people. The cemetery has been closed since 1992 with a limit to reserved plot burials only. As the oldest and longest-operating cemetery in Hamilton, Hamilton East Cemetery has considerable historic significance as a record of notable Hamilton residents and the development of the settlement over nearly 150 years.

**Hamilton West Cemetery** opened in late 1870 and was closed in 1975. It's the resting place of 1,612 people, many of them members of the Fourth Waikato Militia and their families. Hamilton West Cemetery has considerable historic significance associated with the establishment of Hamilton.

The location of each of the cemeteries is shown in Appendix 1 and their full legal description is detailed in Appendix 2.



### The Cemeteries Management Plan: why do we need a new one?

The Reserves Act 1977 requires reserves to be managed and developed in alignment with their classified purpose. Our cemeteries are classified "Local Purpose Cemetery".

The existing management plan for Hamilton's cemeteries was developed in 1999 and needed a comprehensive review to move with the times. This Draft Management Plan is a response to community and stakeholder views and comments, changing

demographics, current and long-term challenges, and the legislative and planning framework applicable to cemeteries and historic heritage resources. It shows our community and stakeholders how we will sustainably develop Hamilton Park Cemetery to meet the current and future burial and cremation needs of the city and region, at the same time as managing and actively protecting our two heritage cemeteries. The new plan will also guide staff from an operational perspective, identifying key actions which need to be taken to achieve the vision for Hamilton Cemeteries.

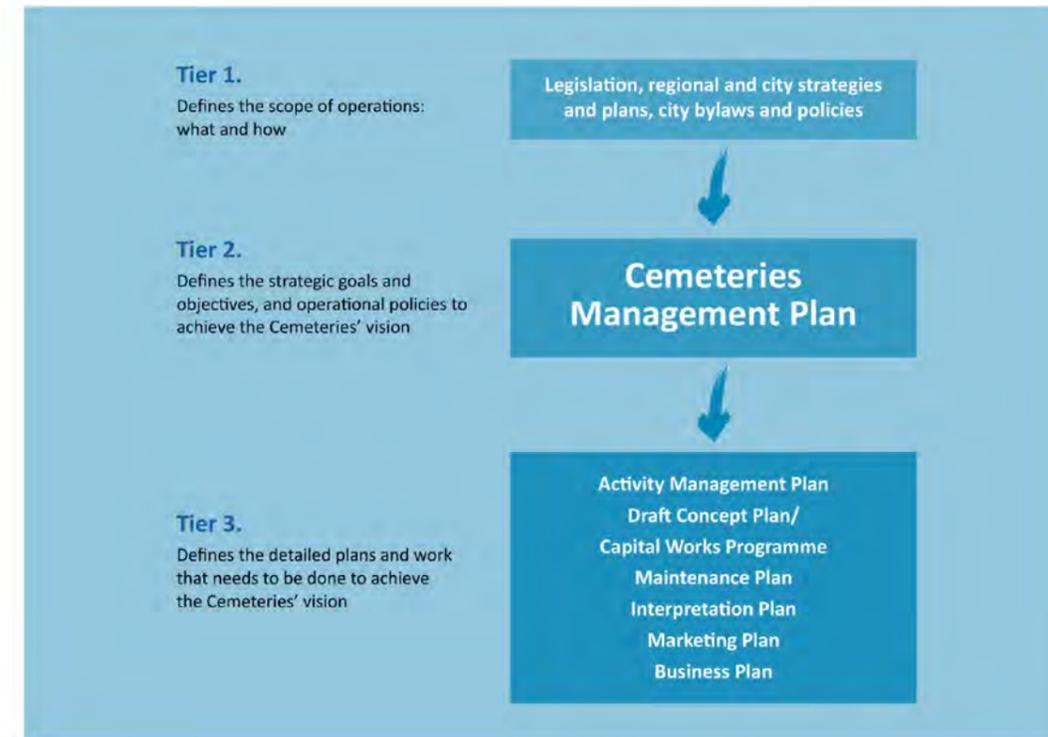
Implementation of the new plan will be subject to resources.

### The Cemeteries Management Plan: how does it fit into the planning framework?

The Draft Management Plan does more than establish desired use and values for our cemeteries. It also sets a strategic path for the next 10 years, to guide their operation, development, protection and public use, through defined strategic goals and objectives, and operational policies and key actions.

Figure 1 shows the Draft Management Plan sits at Tier 2 within the overall planning framework: linking legislation, regional and city strategies and plans, and Council bylaws and policies (Tier 1) to the more detailed operational plans specific to Hamilton Cemeteries (Tier 3).

Figure 1. Conceptual Planning Context



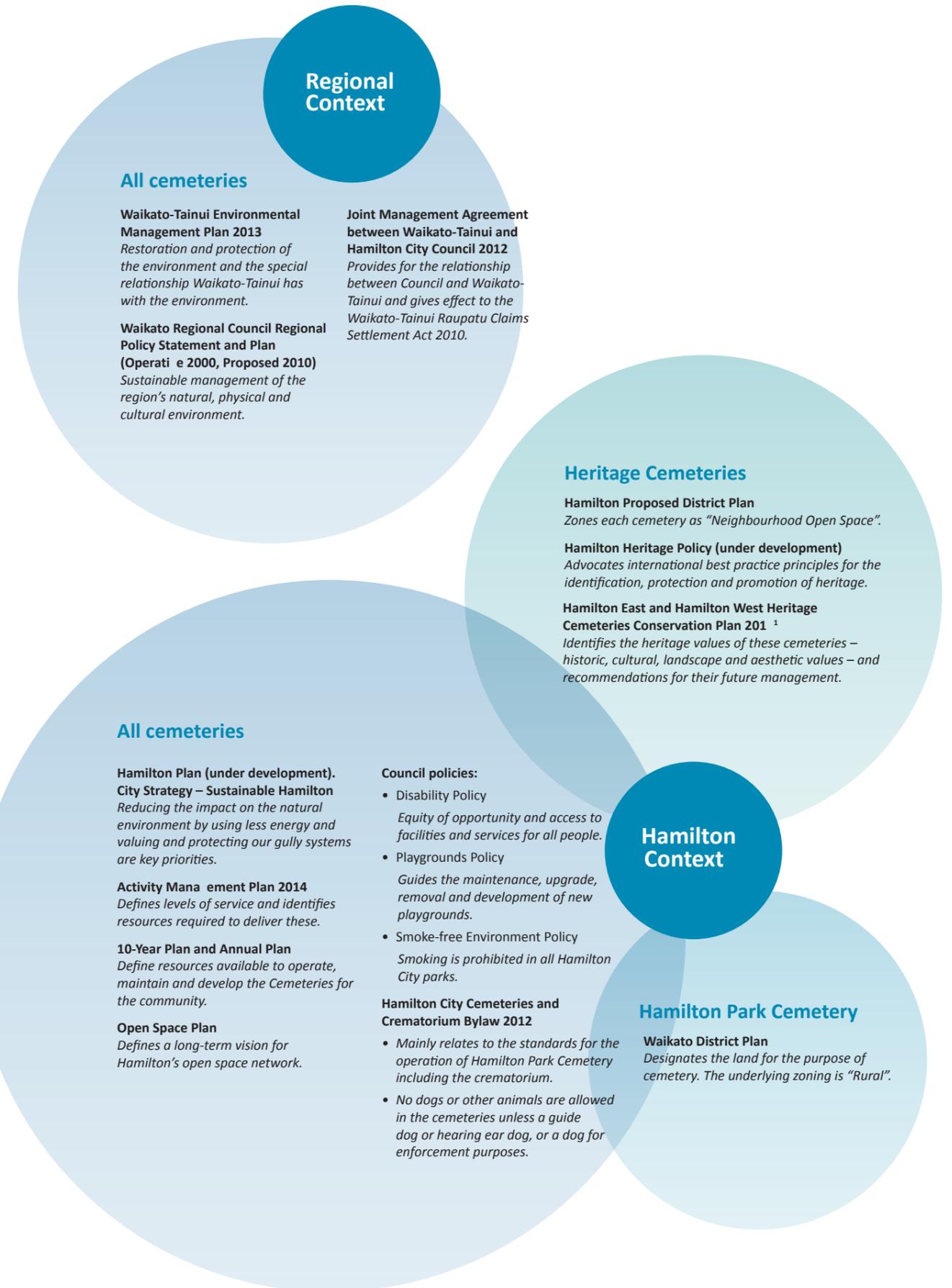
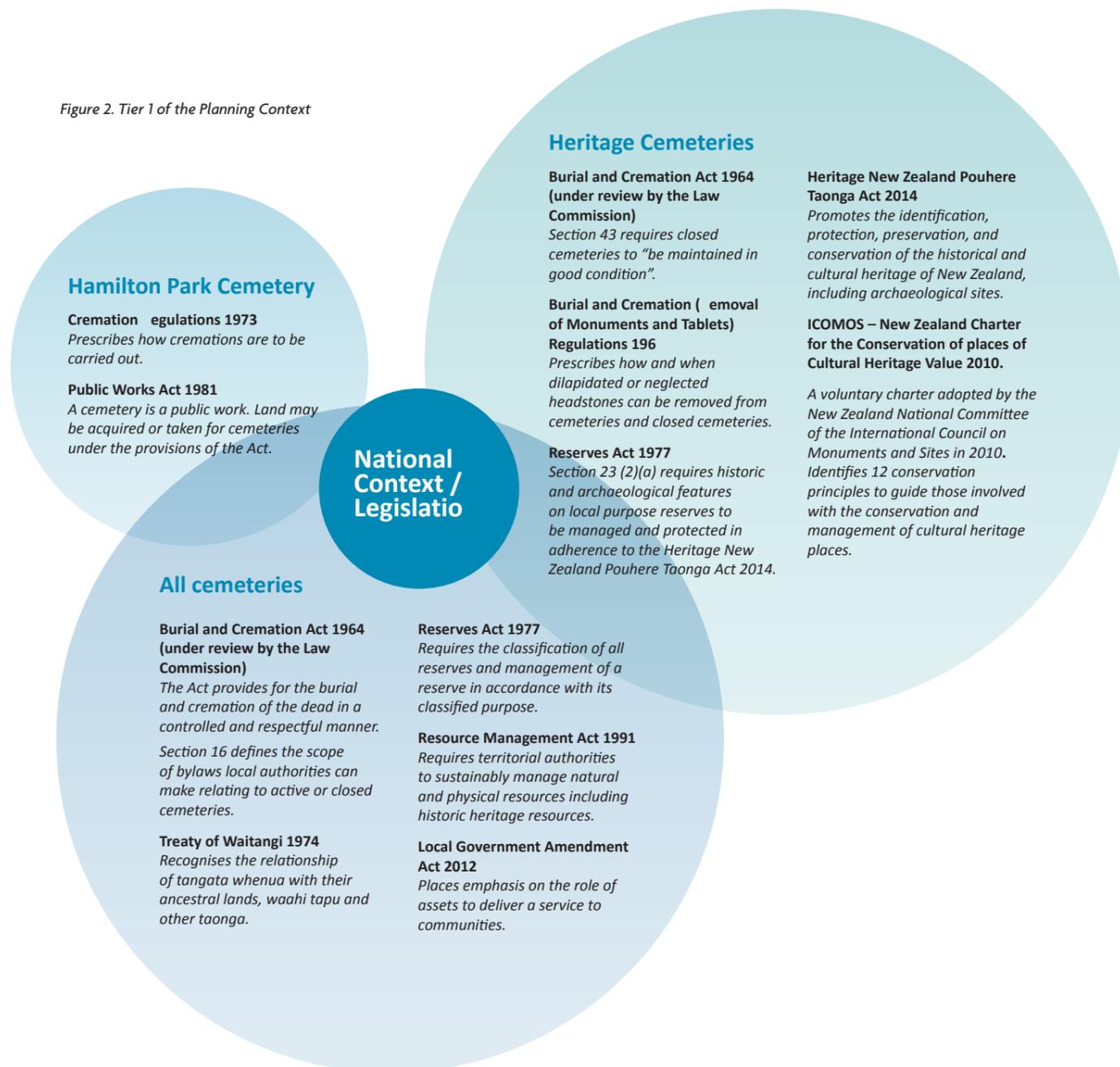


# PART 2: PLANNING CONTEXT

Legislation, regional and city strategies and plans, city bylaws and policies sit at the top tier of the planning framework. They define what activities are permitted or not permitted at our cemeteries and crematorium, and how those permitted activities should or must be carried out.

Figure 2 summarises how each element of the first tier of the planning framework impacts on the management of and future planning for our cemeteries. Some elements impact on the heritage cemeteries or Hamilton Park Cemetery, while the majority impact on all of Hamilton’s cemeteries.

Figure 2. Tier 1 of the Planning Context



<sup>1</sup> Hamilton East & Hamilton West Heritage Cemeteries Conservation Plan, Heritage Consultancy Services, July 2013



### Impact of changes to the Planning Context

Legislation, regional and city strategies and plans, city bylaws and policies change over time. Two key elements of the first tier planning framework will be changing in the immediate future: the Burial and Cremation Act and Hamilton City Council's 10-Year Plan. Detailed operational plans may need to be updated to realign with any confirmed changes.

#### Review of burial and cremation law

The primary purpose of the Burial and Cremation Act (the Act) is to ensure every community has access to places for burial and cremation. Cemeteries are an essential public service and local authorities have the legal responsibility for providing them. Local authorities are not legally obliged to provide cremation services.

The Law Commission is undertaking a first principles review of the Act<sup>7</sup>. It is considering the roles central and local government and the private sector should play in providing and managing cemeteries and crematoria, and potential law reform to bring cemetery land management under the Resource Management Act.

The specific challenges of the potential law reform are discussed later in this Draft Plan. Any law reform is likely to take effect in 2015/16.

#### Hamilton City Council's 10-Year Plan

This plan is reviewed every three years, with the 2015-25 plan currently under development. Funding for priorities, including priorities identified in the Draft Management Plan, is approved by Council following public consultation. The 2015-25 10-Year Plan will be formally adopted by Council towards the end of June 2015.



<sup>7</sup> <http://ip34.publications.lawcom.govt.nz/Summary+and+questions+for+public+consultation/Purpose+and+scope+of+the+review>, downloaded at 20 September 2014



## PART 3: OUR VISION

Our vision for Hamilton Cemeteries is to provide burial and cremation services in a respectful way, in beautiful park settings where the community can remember loved ones and appreciate our city's heritage.

Recognising the distinct differences between our active and closed cemeteries, our aspiration is to:

- deliver outstanding customer service and best practice in our operations and sustainability at Hamilton Park Cemetery; and
- protect the heritage values of Hamilton West and Hamilton East cemeteries through best practice conservation.

## PART 4: STRATEGIC CHALLENGES: AN EYE TO THE PAST, PRESENT AND FUTURE

We have identified seven key challenges to achieving our vision and aspirations.

### Looking after what we've got

- Our two heritage cemeteries hold significant heritage value, reflecting the city's early communities.**  
Without appropriate protection and care this will be lost over time. We want to do the right things, the right way, to protect our heritage cemeteries for the enjoyment of current and future generations. We also want to encourage our communities to play their part in protecting and appreciating our past.
- We provide peaceful park settings for people to remember and celebrate the life of their loved ones.**  
We want to protect and enhance the character of our sites, and sustainably use natural resources.

### Responding to customer needs

- Our communities are becoming more diverse. Hamilton has more than a hundred ethnicities represented in the community<sup>3</sup>.**  
We want to appropriately enhance our services and amenities to meet different cultural and spiritual requirements. We will need to continue to offer a range of burial and ash interment options to meet diverse and changing customer expectations.
- Services, amenities and information are not always available in the ways our customers want.**  
As a result of law reform, the cemetery sector may be opened up to independent providers and make it possible

for New Zealanders to be buried on private land. We want our facilities, online services, office hours and burial and cremation services to meet customer needs so we can continue to be the preferred provider of cemetery services within the region.

### Looking ahead

- The population in Hamilton and the surrounding areas is increasing and there is a growing ageing population. According to Statistics New Zealand, annual deaths within the Hamilton Park Cemetery catchment are projected to increase from 2,644 in 2015 to 4,184 in 2045<sup>4</sup>.**  
To meet demand we will need to continue the extension of burial and ash interment lawns at Hamilton Park Cemetery, maximise land use, and plan to acquire additional land.
- The current funding model for Hamilton Cemeteries covers operating costs, but will not be able to sustain future needs.**  
We need to develop a financially-sustainable business model to fund expansion, development and long-term maintenance commitments.
- Capturing the hearts and minds of the community.**  
Increasing our community's understanding and appreciation of our heritage cemeteries will help us all care for and value our cemeteries now and into the future.

<sup>3</sup> 2013 Census  
<sup>4</sup> Births and Deaths: Year ended December 2013 – Statistics New Zealand

## PART 5: ACHIEVING THE VISION

The Draft Management Plan will help deliver our vision for Hamilton Cemeteries by responding to the identified strategic challenges, discussed under three groupings: Looking after what we've got; Responding to customer needs; and Looking ahead.

The strategic goals, strategic objectives, operational policies and key actions respond to these strategic challenges and align with the vision.





Looking after what we've got

**GOAL 3**

**Protect and sustain Hamilton Cemeteries for current and future generations**

**Challenge: Protection of Heritage**

The Hamilton East and Hamilton West Heritage Cemeteries Conservation Plan (Conservation Plan), commissioned in 2013, identifies the heritage values of the respective sites. They each have features of historic, cultural, landscape and aesthetic significance.

Our two heritage cemeteries are pre-1900 sites which defines them as "archaeological sites" under the Heritage New Zealand Pouhere Taonga Act 2014 and means certain requirements must be met. The Resource Management Act also requires territorial authorities to sustainably manage natural and physical resources including "historic heritage resources" which incorporates both heritage cemeteries. At a local level neither cemetery is covered by any type of heritage protection overlay in the current or proposed Hamilton District Plan. This could be considered for the future to recognise, protect and enhance their historic heritage status.

HERITAGE CEMETERIES	
<b>Objective 1.1</b>	Provide long-term protection to our heritage cemeteries.
<b>Policy 1.1</b>	Recognise and protect the historic, cultural, landscape and aesthetic significance of our heritage cemeteries.
<b>Key Actions 1.1:</b>	<ul style="list-style-type: none"> <li>Consider scheduling Hamilton East and Hamilton West cemeteries as significant archaeological, historic and cultural sites in the Hamilton District Plan.</li> <li>Identify the location of all human remains within Hamilton East and West cemeteries.</li> <li>Establish a Friends of Hamilton Cemeteries group to champion stewardship and restoration work.</li> <li>Establish a Heritage Cemeteries Advisory group to oversee and advise on headstone/monument restoration requests, initiatives or issues.</li> </ul>

<sup>5</sup> Available at <http://www.icomos.org.nz/nzcharters.htm>

**Challenge: Appropriate Maintenance and Conservation**

Appropriate maintenance of our heritage sites can only be achieved by applying best practice conservation principles. The Hamilton East and Hamilton West Heritage Cemeteries Conservation Plan draws upon the ICOMOS (International Council Of Monuments and Sites) conservation principles<sup>5</sup>.

The development of a comprehensive maintenance plan, based on the Conservation Plan, will ensure heritage values are protected. Appropriate changes will also be made to service level agreements and maintenance contracts to ensure all maintenance work is carried out appropriately. Slowing the degradation of ageing headstones through appropriate maintenance, managing vandalism, pest control and maintaining heritage landscape features will remain important. In terms of prioritising identified maintenance, fundamentally the safety of people must come first.

Different parts of each of the heritage cemeteries reflect changing beliefs, values and styles. Design guidelines will be important to ensure heritage values are not degraded or lost with public space improvements such as signage, furniture and other built amenities.

In its review of law around burial and cremation, the Law Commission is considering a change to the resource management framework to require local authorities to maintain all cemeteries under their control to a minimum standard and adequately protect their heritage values.

HERITAGE CEMETERIES	
<b>Objective 1.2</b>	Follow best practice management for our heritage cemeteries to minimise loss of heritage values.
<b>Policy 1.2</b>	Conserve our heritage cemeteries in keeping with best practice conservation principles.
<b>Key Actions 1.2:</b>	<ul style="list-style-type: none"> <li>Develop a comprehensive maintenance plan to implement the recommendations of the Conservation Plan.</li> <li>Carry out stabilisation, maintenance, repair, restoration or reconstruction of monuments in line with recommendations of the Conservation Plan.</li> <li>Update maintenance contracts and service level agreements with service providers in alignment with the maintenance plan.</li> <li>Implement a continuing programme of maintenance and conservation.</li> <li>Develop design guidelines for Hamilton East and Hamilton West cemeteries to ensure signage, monuments, furniture and other built amenities reflect the character or historic context of these places.</li> </ul>

**Challenge: Environmental Sustainability**

Our cemeteries are part of Hamilton's open space network which includes parks and reserves. Managing potential negative impacts of our cemetery and crematorium operations on natural resources (air, water and land), responsible use of these natural resources, and enhancing the natural environment are key priorities.

**Water and Air**

Hamilton Park Cemetery has existing "discharge to air" resource consents issued by Waikato Regional Council for its two cremators, which are serviced to ensure optimal operation. A resource consent condition is that the water quality of the unnamed tributary of the Manganou Stream is monitored. Full compliance with all consent conditions has consistently been achieved over many years.

As new areas are developed at Hamilton Park Cemetery water table levels are monitored, to minimise effects on water tables and contaminants discharged to soil.

**Land**

Recycling of titanium joints and other metals remaining after cremation is being investigated, as an alternative to burial.

Regeneration of the native vegetation within Hamilton Park Cemetery gully areas is considered an important activity in enhancing, and providing opportunities for visitors to enjoy, the natural environment.

Looking to the future, sustainability initiatives such as eco-friendly construction methods, sustainable energy technologies and water harvesting could be incorporated into new buildings and developments.

HAMILTON PARK CEMETERY	
<b>Objective 1.3</b>	Provide long-term stewardship of the environment.
<b>Policy 1.3</b>	Protect natural resources through continuing best practice operations and ongoing monitoring. Use natural resources wisely. Enhance the environment.
<b>Key Actions 1.3:</b>	<ul style="list-style-type: none"> <li>Enhance native planting in the gully that is partially on and adjacent to the Hamilton Park Cemetery site.</li> <li>Incorporate eco-friendly construction methods, energy-efficient technologies and water harvesting into new buildings and structures, where possible.</li> </ul>





Responding to customer needs

**UTAI 2**

*Services and facilities are responsive to diverse customer needs*

**Challenge: Meeting cultural and spiritual needs**

A fundamental principle of the Burial and Cremation Act (the Act) is the dead are buried or cremated in a controlled and respectful manner. The Act was formulated at a time when our communities were far less diverse than they are today. In considering reform of this legislation, the Law Commission is reviewing if the law is meeting New Zealanders’ needs and expectations when it comes to how we approach death, the services available to the bereaved, and the options available for the final disposition of human remains. A change they are considering is to require local authorities to consult more closely with their communities and in particular ethnic groups over the development and management of new and existing cemeteries.

Hamilton is a multi-cultural city. Hamilton Park Cemetery already has areas set aside for Muslim, Jewish and Exclusive Brethren burials for Hamilton and the wider Waikato region. We think it is important to have a clear set of criteria to assess applications from cultural and denominational groups for designated areas or “new” memorialisation methods or structures. Applications will be assessed against the following criteria:

- Compliance with bylaws and legislation;
- Land availability;
- The ability of the group to fund its proposed capital input and ongoing maintenance in perpetuity by demonstrating financial sustainability;
- Sufficient population to warrant an area being set aside for the cultural or denominational group;
- Site suitability in relation to existing amenities or proposed developments.

The final approval of an application will be at the discretion of the Cemeteries Manager.

We will realign our criteria with any legislative changes.

With regard to Maaori tribal identity and integrity, we acknowledge the imperatives of tikanga as it relates to death, mourning and the tangihanga are significant and deeply held. There are also strong connections to other significant aspects of tikanga including connections to whenua (land), tapu (sacredness or separateness), whakapapa (ancestry) and whanaungatanga (the centrality of relationships to the Maaori way of life). The Conservation Plan outlines a number of recommendations to appropriately recognise these cultural values at our heritage cemeteries, represented as four key actions.

Hamilton Cemeteries supports alternative burial practices and a natural burial area was opened at Newstead in 2013 in response to an increasing number of customer requests.

ALL CEMETERIES	
<b>Objective 2.1</b>	Culturally-inclusive approaches to management and development at our cemeteries, particularly with regard to tangata whenua.
<b>Policy 2.1</b>	Respond to the diverse spiritual, cultural and familial needs of the community, within the context of relevant laws and bylaws.  Actively observe Maaori protocols.
<b>Key Actions 2.1:</b>	<ul style="list-style-type: none"> <li>• Implement a set of clear and transparent assessment criteria for cultural and denominational groups, as proposed in this Draft Plan.</li> <li>• Plant kawakawa and/or low-growing ferns upon the graves of Maaori ancestors for use in religious rites and rituals.</li> <li>• Enable hapu to honour their ancestors with carved pou or other forms of cultural recognition in the style of their tribal origins, based on traditional graves or waahi tapu seen during the 1840s.</li> <li>• Support Maaori descendants to exhume the remains of their ancestors and set aside the original place of burial as waahi tapu.</li> <li>• Respect Maaori tikanga and guardianship (kaitiakitanga) if Maaori ancestral remains are found in unmarked graves within the grounds of the cemetery.</li> </ul>

**Challenge: Meeting access needs**

Equity of access to facilities, services and information – from a physical, virtual or affordability perspective – is an important issue for our communities.

Customers want our office to open on Saturdays for account payments, enquiries, plot purchases and service arrangements. They also want improved online access to burial information relating to our active and closed cemeteries.

Customers and funeral directors say our current burial and crematorium operating hours should align with normal business hours. Currently customers incur an after-hours fee for burial

and services after 4.00pm and cremations after 4.30pm. These additional charges particularly impact religious groups with strict protocols around how quickly the deceased must be buried.

Fees and charges are currently set to recover 100 per cent of operating costs. Recent stakeholder feedback is burial plot fees are high at Hamilton Park Cemetery, making plots unaffordable for some families. In some cultures and religions cremation is prohibited, leaving families with currently no alternative burial location within Hamilton. We acknowledge the ongoing need to offer our community a range of burial and ash interment and memorialisation options, with fair pricing, within the context of a robust financial model. Financial sustainability of our cemeteries is discussed later as a strategic challenge.

The only public toilet available outside operating hours at Hamilton Park Cemetery is alongside the Chapel complex and does not have wheelchair access. A new accessible toilet is identified as part of the Draft Concept Plan (marked “C” on Figure 3).

<b>Objective 2.2</b>	Improve access to information, services and facilities.
<b>Policy 2.2</b>	Ensure cemeteries cater for different needs in terms of service levels.
<b>Key Actions 2.2:</b>	<ul style="list-style-type: none"> <li>• Continue to offer a range of burial and ash interment and memorialisation options.</li> <li>• Review opening hours and sexton services in response to community demand.</li> <li>• Ensure all proposed facilities and services meet best practice accessible standards.</li> <li>• Improve online access to services and information by leveraging new technologies.</li> </ul>

**Challenge: Improving the overall customer experience**

The Draft Concept Plan for Hamilton Park Cemetery is a response to changing and diverse community needs. It is also a response to the potential for increased competition, as a result of possible law reform opening up the cemetery sector to independent providers and making it possible for New Zealanders to be buried on private land.

Several stakeholders have already shared their ideas about potential future improvements for Hamilton Park Cemetery, which helped us formulate a Draft Concept Plan for the development of the site. We’ve also listened to what our customers have been saying over recent years. To continue to be the preferred provider of cemetery services within the region we need to continue to enhance the overall customer experience.

There are six proposed development features, labelled A, B, C, D, G and H on the Draft Concept Plan (Figure 3). Timing of development will be dependent on funding and feasibility. Detailed design of proposed facilities, internal roading and landscape features has not been completed.



Figure 3. Draft Concept Plan



**A. Reception/Administration and Lounge**

We believe there's value in constructing a new complex to include a reception area for after-service gatherings, a modern administration/customer facility, and lounge facility for services of up to 100 people. Co-locating a reception, lounge and administration facility under one roof would enable staff to be immediately available and on hand for customers' needs.

**New Reception Area**

Currently Hamilton Park Cemetery does not offer an on-site venue for family and friends to share refreshments and stories of their loved ones following the service. A reception facility would enable the cemetery to provide a complete venue for services.

**Improved Administration Area**

The current administration building is very small and can become cramped. We understand customers' need for privacy, but we have no way of accommodating this in our current facility.

**Another Lounge Facility Option**

The current lounge adjoined to the crematorium is most suited for viewings and small committal services. Although nicely presented internally and maintained to a high standard by our team, there is no outlook as the building has no windows, so people get a sense of being locked in when the doors are closed. Because the room is next to the crematorium, the sound of the

cremators is noticeable and is often commented on by funeral attendees. The chapel is best suited to large gatherings of about 240 people while the crematorium lounge only accommodates 30 people. There is growing demand for a lounge with the capacity to hold 80-100 people, with windows and taking advantage of the beautiful views at the cemetery.

**B. Works Depot**

*The development of a centrally-located workshop will better accommodate the expanding cemetery.*

- We have no wash-down area for work vehicles or designated workspace for staff to carry out vehicle and plant maintenance.
- The cemetery fleet is housed in the same area as the funeral director entrance to the crematorium which is unsuitable.
- As the cemetery expands closer to Vaile Road, the work depot would ideally be moved to a location more centrally located to where current and future activity is. This will save cemetery vehicles having to cover greater distances for burial and other activities.

**C. Toilet Block**

*Construct a new, modern and accessible toilet block.*

Current public toilets are some distance from burial lawns where the public most often visit. Our current toilets are not accessible-friendly.

**D. Outdoor Committal Shelter**

The cemetery receives requests to have outdoor services. An open-air shelter would enable this and other gatherings such as unveilings and anniversaries. It would also provide outdoor shelter for impromptu gatherings.

**G. Upgrade of existing Morrinsville Road Entrance**

An upgraded entrance into Hamilton Park Cemetery would reflect the importance of the site and improve after-hours security.

**H. Children's Play Area**

Feedback from stakeholders over many years supports a child-friendly space to help demystify cemeteries for children, and make family visits to the cemetery a more welcoming and positive experience. Incorporating children's play areas in active cemeteries is becoming common practice in Australian metropolitan cities.

HAMILTON PARK CEMETERY	
<b>Objective 2.3</b>	Develop fit-for-purpose facilities, services and activities to improve the experience of visitors, should a business case support these.
<b>Key Actions 2.3:</b>	<ul style="list-style-type: none"> <li>• Implement the Draft Concept Plan, as resources allow:                             <ul style="list-style-type: none"> <li>A. Reception/Administration and Lounge</li> <li>B. Works Depot</li> <li>C. Toilet Block</li> <li>D. Outdoor Committal Shelter</li> <li>G. Upgrade of existing Morrinsville Road Entrance</li> <li>H. Children's Play Area</li> </ul> </li> </ul>





Looking ahead

GOAL 5

Meet future needs through sustainable planning and development

Challenge: The ability to meet future demand

As well as being a future plan for the development of amenities, the Draft Concept Plan is a plan for the staged expansion of Hamilton Park Cemetery based on projected demand, driven by population growth, death projections, and burial and cremation trends. This expansion includes extending burial and ash interment lawns and supporting infrastructure, such as water, power and internal roading. The development of new burial areas using space-efficient burial options is becoming increasingly important.

The cemetery has approximately 14 hectares available at Vaile Road for future expansion and development. The New Zealand Riding for the Disabled Association (Waikato Group) currently uses these 14 hectares under lease and licence agreements

which run until 2019. The lease and licence areas are shown in Appendix 3.

Figure 4 shows the approximate staging of the overall site expansion towards Vaile Road, marked Stage 1 through to Stage 4. The start of each stage will depend on burial demand and funding. A new section of the cemetery will need to be created for the burial of children (marked "F" on Figure 3), as part of the Stage 2 expansion from about 2025.

Based on burial and ash interments trends and death projections, we estimate we've got enough land for another 50 years or so. We will look to acquire additional land to enable the continued provision of burial at this site well beyond 50 years.

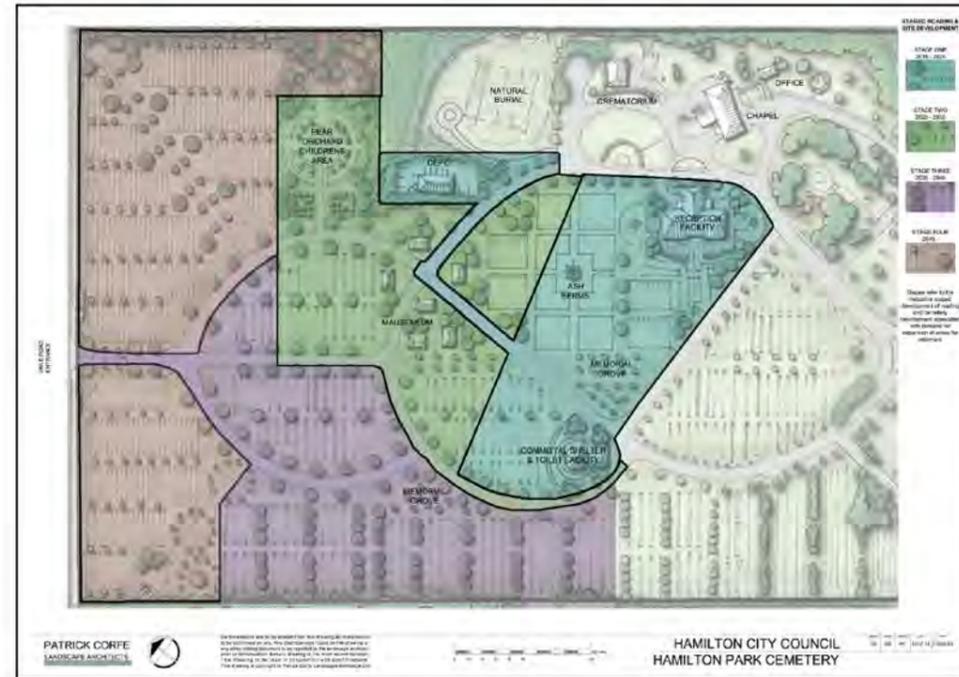
Sustainable Burial Practices

Since 1990 all burial plots at Hamilton Park Cemetery are dug to a depth to allow two casket burials and four ash interments. It is critical current and remaining land is used sustainably.

Council will need to consider alternatives to increase capacity/ burials per hectare. For example, public mausolea (above-ground burials) and vertical burials are less land-intensive than traditional burials. Mausolea are becoming popular in New Zealand and are proposed in the Draft Concept Plan (marked "E" on Figure 3).

Intensification of existing land could be achieved by identifying unused areas for new graves, redesigning existing roads to free up space for new graves, and encouraging intensified use of existing single-depth graves.

Figure 4. Proposed staged expansion of Hamilton Park Cemetery



HAMILTON PARK CEMETERY	
<b>Objective 3.1</b>	Plan for the sustainable expansion of Hamilton Park Cemetery.
<b>Policy 3.1</b>	Sustainable land use through sustainable burial activities and options.
<b>Key Actions 3.1:</b>	<ul style="list-style-type: none"> <li>Implement the staged expansion of burial and ash interment lawns and supporting infrastructure (Figure 4).</li> <li>Implement the Draft Concept Plan (Figure 3), as resources allow:                             <ul style="list-style-type: none"> <li>E. Mausolea</li> <li>F. New Children's Burial Area</li> </ul> </li> <li>Investigate and offer burial options which are more space-efficient.</li> <li>Intensification of use and reuse of existing sites, where practical.                             <ul style="list-style-type: none"> <li>Identify unused areas for new graves.</li> <li>Consider redesigning roads to free up space for new graves.</li> <li>Encourage intensified use of existing single-depth graves.</li> </ul> </li> </ul>

Challenge: Financial Sustainability

Market forces, legislative changes, customer demand and the funding model for Hamilton Cemeteries will all have an impact on financial viability, now and into the future.

The review of burial and cremation law may lead to increased compliance costs and increased market competition, with a potential negative impact on revenue. Currently there is no private cremation operator in Hamilton.

A sustainable financial model must be implemented to fund not only current operational costs, but also future maintenance costs as Hamilton Park Cemetery continues to expand and all three cemeteries continue to age. To achieve true financial sustainability, reserves need to be put aside to fund the costs of long-term maintenance.

The operating costs of the Hamilton Cemeteries are currently intended to be 100 per cent cost-recoverable through fees and charges. Capital improvements are funded through the cash-backed Cemeteries Reserve (Endowment) Fund while the renewal of existing assets is funded from rate-funded loans. Previously a "maintenance in perpetuity" fee was charged as part of the plot purchase price and held in the Cemetery Reserve Fund. This fee was removed when the 100 per cent cost-recovery model was adopted. The Cemetery Reserve Fund is now being used for Cemetery development with no money going back into the fund for maintenance in perpetuity. Funding long-term cemetery plot maintenance through an appropriate fee may need to be reinstated. Some local authorities charge an

"out-of-district" fee on top of the standard plot purchase fee. This could be considered for residents from outside Hamilton, but may prove to be cost-prohibitive for most families.

If a denominational group wants to pre-purchase the burial rights to an area of the cemetery, the group will need to demonstrate sufficient future demand and financial viability to sustain the area, as part of their application. An option may be for the group to contribute a defined percentage into the Cemeteries Reserve Fund to cover future maintenance.

Council may also need to consider applications to external funding sources to resource heritage conservation projects. External funding is not available for maintenance of a general nature and some grants are restricted to community organisations.

ALL CEMETERIES	
<b>Objective 3.2</b>	Provide long-term stewardship through financial sustainability.
<b>Key Actions 3.2:</b>	<ul style="list-style-type: none"> <li>Develop and implement a financially-sustainable business model to fund expansion, development and long-term maintenance.</li> <li>Consider the financial viability of denominational group applications.</li> <li>Identify external funding sources for specific conservation projects at our heritage cemeteries.</li> </ul>



**GOAL 4**

*Promote appreciation of our city's heritage and encourage its collective stewardship*

**Challenge: Increasing community engagement**

It is important to promote and enhance the social and cultural values of Hamilton's heritage cemeteries as places of passive recreation and learning opportunities. This could be achieved through improved interpretation – highlighting significant heritage features – and making it available in a variety of ways, such as signage, maps, brochures and via smart phone technology. Existing initiatives such as the Hamilton East Heritage Trail and guided tours should continue to be developed. Collaborations with other Council facilities such as Waikato Museum or Hamilton City Libraries could also increase the profile and understanding of the sites.

To enhance the physical experience at Hamilton East Cemetery, an outdoor meeting room is proposed. It would serve as a meeting place for educational or special interest groups, and as a place of quiet reflection at other times.

Public engagement activities could capture the hearts and minds of all generations, and conservation activities could be an engaging and meaningful way to gain community involvement, particularly local iwi.

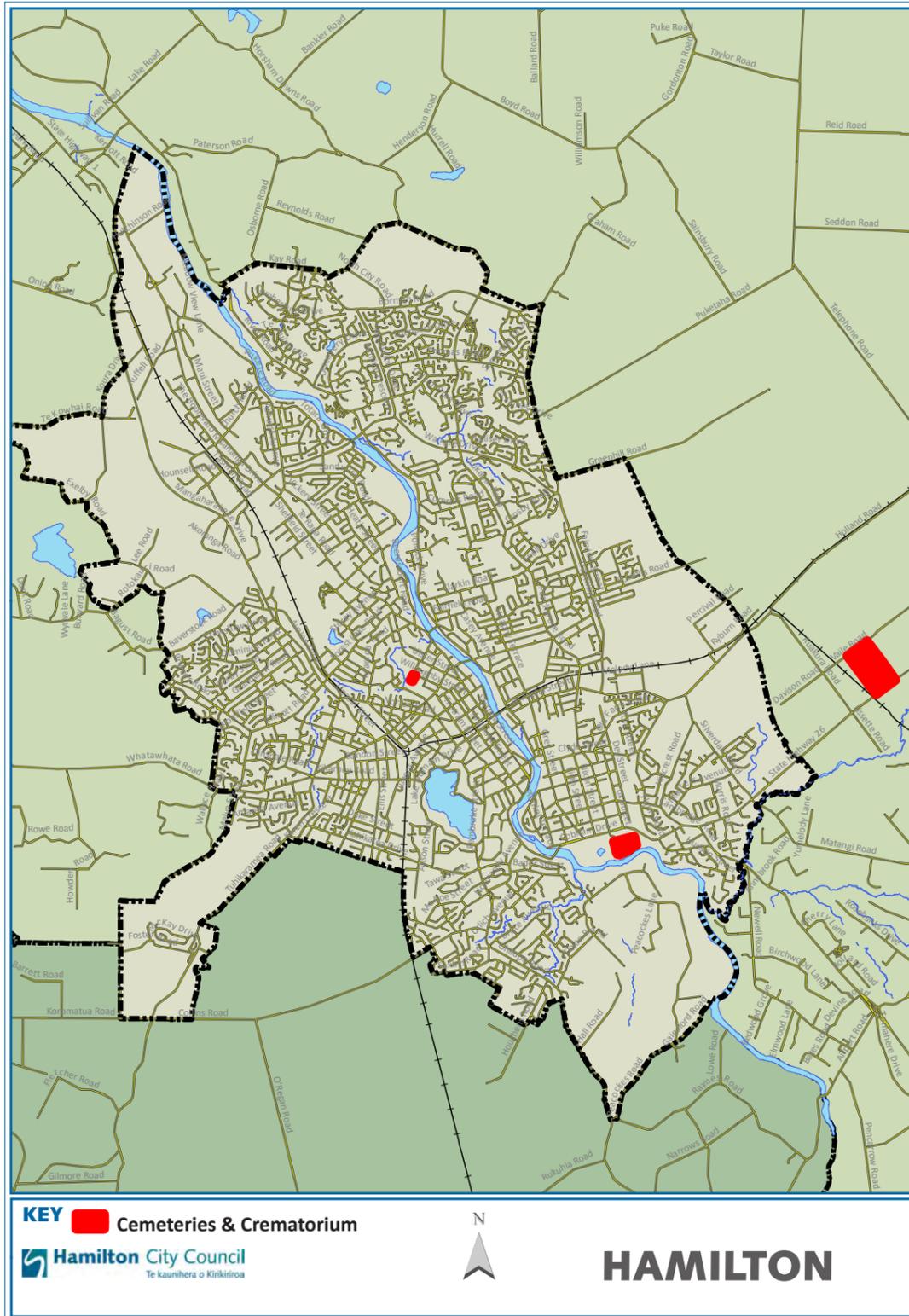
HERITAGE CEMETERIES	
<b>Objective 4.1</b>	Enhance the value of Hamilton's heritage cemeteries to the local community.
<b>Policy 4.1</b>	Introduce facilities, activities and public events to improve the experience of visitors.
<b>Key Actions 4.1:</b>	<ul style="list-style-type: none"> <li>Foster participation in conservation activities with local iwi, recognising the importance for Maaori of tupuna buried at our heritage cemeteries.</li> <li>Develop the proposed Outdoor Meeting Room at Hamilton East Cemetery as a place of reflection for visitors and meeting place for heritage tour groups.</li> <li>Improve interpretation, signage and maps to improve orientation and understanding for visitors.</li> <li>Update the Heritage Trail to include Hamilton West Cemetery and reflect new research.</li> <li>Consider accessibility and use of smart phone technology.</li> <li>Develop a programme of guided heritage trail walks, tours and other appropriate public engagement to showcase our heritage cemeteries.</li> <li>Explore opportunities to promote and showcase the heritage values of our cemeteries, including potential publications and exhibition opportunities. Explore partnerships with Waikato Museum, Hamilton City Libraries and schools.</li> </ul>





Appendices

Appendix 1: Location Map of Hamilton Cemeteries



Appendix 2: Legal status of Hamilton Cemeteries

	HAMILTON PARK CEMETERY	HAMILTON WEST CEMETERY	HAMILTON EAST CEMETERY
<b>Locatio</b>	395 Morrinsville Road, Newstead	Willoughby Street	Hungerford Crescent
<b>Legal Descriptio</b>	Allotment 282, Parish of Kirikiriroa Title 556/230	Allotments 213/214, Town Belt Hamilton West SO 23142	Allotment 252, Parish of Kirikiriroa SO 33208, SO1433, LT1126A
<b>Size</b>	32.4 hectares	0.8 hectares	3.2 hectares
<b>Reserves Act classifi atio</b>	Local Purpose Reserve (site for a Cemetery)	Local Purpose Reserve (Cemetery) since 1988	Local Purpose (Cemetery) Reserve since 1985
<b>Nature of activit</b>	Operational cemetery and crematorium	Maintenance of a heritage site	Maintenance of a heritage site. Closed since 1992 with a limit to reserved plot burials only. The majority of the reserves (75%) will lapse by 2020

Appendix 3: New Zealand Riding for the Disabled Association (Waikato Group) Lease and Licence Areas





#### Appendix 4: Glossary

**Conservation** means all the processes of understanding and caring for a place to safeguard its cultural heritage value. Conservation is based on respect for the existing fabric, associations, meanings, and use of the place. It requires a cautious approach of doing as much work as necessary but as little as possible, and retaining authenticity and integrity, to ensure that the place and its values are passed on to future generations.

**Conservation plan** means an objective report which documents the history, fabric, and cultural heritage value of a place, assesses its cultural heritage significance, describes the condition of the place, outlines conservation policies for managing the place, and makes recommendations for the conservation of the place.

**Cultural heritage value/s** means possessing aesthetic, archaeological, architectural, commemorative, functional, historical, landscape, monumental, scientific, social, spiritual, symbolic, technological, traditional, or other tangible or intangible values, associated with human activity.

**Maintenance** means regular and on-going protective care of a place to prevent deterioration and to retain its cultural heritage value.

**Preservation** means to maintain a place with as little change as possible.

**Reconstruction** means to build again as closely as possible to a documented earlier form, using new materials.

**Repair** means to make good decayed or damaged fabric using identical, closely similar, or otherwise appropriate material.

**Restoration** means to return a place to a known earlier form, by reassembly and reinstatement, and/or by removal of elements that detract from its cultural heritage value.

\* Glossary of terms taken from the ICOMOS New Zealand Charter for the Conservation of Places of Cultural Heritage Value (ICOMOS New Zealand Charter 2010)

**Contact:**

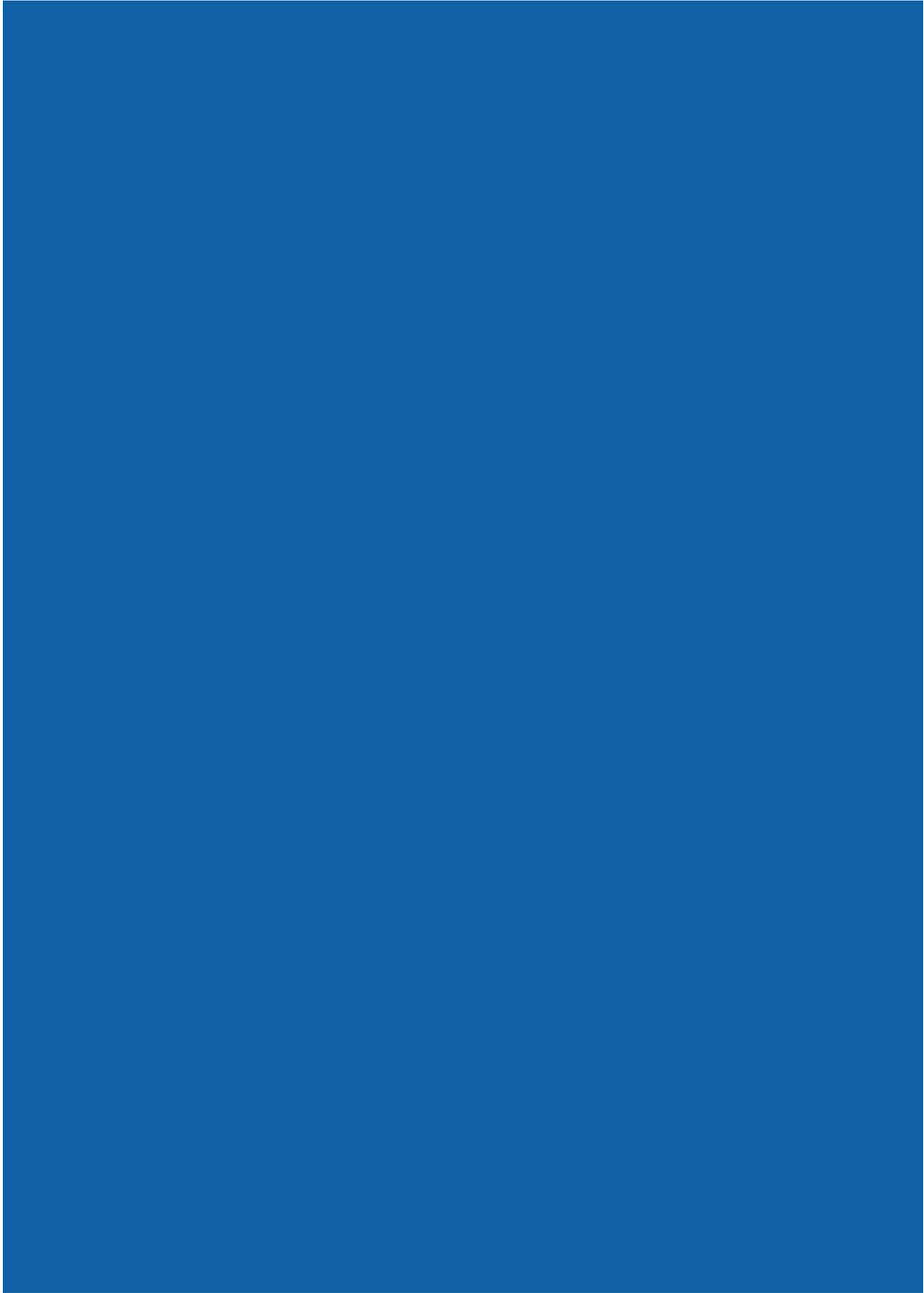
Phone 07 856 7987

Email: [HPC@hcc.govt.nz](mailto:HPC@hcc.govt.nz)



**Item 4**

**Attachment 1**



## SUBMISSIONS ANALYSIS REPORT

### DRAFT HAMILTON CEMETERIES MANAGEMENT PLAN

#### Summary of Submissions

<b>This Report:</b>	This report provides a summary of the main themes and points included in submissions to the review of draft Hamilton Cemeteries Management Plan.
<b>Submission Period:</b>	1 December - 10 February 2015
<b>Total Submissions:</b>	14
<b>Hearing Requests:</b>	7
<b>Hearing Dates:</b>	31 March 2015

Of the fourteen (14) submissions received:

- Six (6) have come from individuals; and
- Eight (8) from representative organisations. These included:
  - Waikato Bay of Plenty Sangam Charitable Trust Board
  - Brethren Funeral Services
  - Curnow Tizard registered valuers
  - Foreman and Associates
  - Funeral Directors Association of New Zealand
  - Heritage New Zealand
  - Woolertons' funeral home
  - Zin in New Zealand LP

#### SUMMARY OF SUBMISSIONS BY THEME

The following table shows the key themes that were discussed in submissions and the number of submitters that addressed each of these themes.

Themes	No. of submissions
<b>1. Generally protecting and sustaining Hamilton cemeteries for the future</b>	9 submitters (64%)
<b>2. Need for further development of services and facilities</b>	10 submitters (72%)
<b>3. Need for greater accessibility</b>	4 submitters (29%)
<b>4. Financial sustainability and user considerations</b>	10 submitters (72%)
<b>5. Land use and expansion</b>	3 submitters (21%)
<b>6. Stewardship management model</b>	1 submitter (7%)

*Note: submitters may have discussed multiple topics in their submission.*

## 1. PROTECTING AND SUSTAINING HAMILTON CEMETERIES FOR THE FUTURE

The majority of comments related to providing appropriate protection to and care of Hamilton's Heritage Cemeteries. The key topics under this theme are outlined as follows:

Key Topics	Staff comments
Concerns over the rabbit problem and the need to resolve to minimise further damage to graves and headstones.	Hamilton Cemeteries is currently investigating alternative delivery methods to better control rabbits at Hamilton East Cemetery.
The need for better turf maintenance and prevention of damage to and soiling of headstones at all cemeteries. It was suggested that this could be achieved through hand-mowing and hand-digging of adjacent graves.	Grave subsidence is a regular occurrence at cemeteries and remedial work is on-going.  Mowing and digging graves by hand are labour-intensive and therefore not cost-effective methods, with manual grave-digging presenting increased health and safety risks to staff.
Support from Heritage New Zealand for the draft Plan and to the preservation and conservation of Hamilton's heritage cemeteries. Supported in particular the consideration of recognising heritage cemeteries as significant archaeological, historic and cultural sites in the District Plan.	Noted
Heritage New Zealand notes that the draft Plan proposes a number of activities where ground disturbance could occur and suggests the legislative need for consultation with Heritage New Zealand/an archaeologist for such works should be highlighted in the draft Plan and other operational documents that may be developed or updated.	The legislative need to obtain archaeological authorities for potential ground disturbance or destruction of heritage grave monuments is noted.  <b>Staff recommendation: updating the draft Plan to provide clarity.</b>

## 2. NEED FOR FURTHER DEVELOPMENT OF SERVICES AND FACILITIES

The majority of comments related to recognising cultural diversity and the need to improve facilities provided. Some of these comments are also covered in the financial sustainability theme in terms of affordability. The key topics under this theme are outlined as follows:

Key Topics	Staff comments
The need to recognise the diversity of cultures and denominations in Hamilton and to provide a range of cemetery facilities and services to meet those needs.	Noted
The specific need/request to establish and maintain a shrine at the Newstead Crematorium to facilitate the funeral rites of all Hindu residents.	A set of clear and transparent assessment criteria for cultural and denominational proposals has been included in the draft Plan (p.11).  On adoption of the Plan, the Cemetery Manager will assess the proposed Hindu Shrine against the assessment criteria.
Aspects of the concept plan submitters liked or alternatively sought changes too.	As stated in the draft Plan, all features on the draft Concept Plan, including the Reception Area

The reception/administration lounge received the most focus with 4 submitters supporting the proposal and 3 opposing it. Those in support felt a need for an additional/more attractive space that meets the expectations of grieving families. Those who opposed this believed it would be a private-good facility and not core business; it would be in competition with private sector providers and not be required due to sufficient availability of other reception facilities in Hamilton, and it would unlikely cover its cost. One submitter suggests deferring the decision about a Reception area until 2018/19, following a needs assessment review.	will be subject to a business case and funding.
The need for increased maintenance of the lawn cemetery	This would be an increase in level of service and considered during review of budgets.
Consider improved safety measures such as more lighting, phones and alarm buttons	Noted, the need for improved security is monitored on an on-going basis.
Consider making the Vaile Road entrance the preferred main entrance due to safety concerns with State Highway 26 entrance.	Development of an entranceway off Vaile Road is proposed in the Concept Plan; Figure 3.

### 3. NEED FOR GREATER ACCESSIBILITY

The key topics under this theme are outlined as follows:

Key Topics	Staff comments
The perceived need to extend the business hours and service times at Hamilton Park Cemetery to better meet customer needs, especially at weekends.	Review of opening hours in response to community demand is a key action of the draft Plan (p.12).
The need for accessible-friendly facilities and grounds at all cemetery locations in particular improved maintenance of lawn cemeteries at Hamilton Park Cemetery specifically to enable safe access and ease of access for all, including those with mobility challenges.	Grave subsidence is a regular occurrence at cemeteries and remedial work is on-going.  The need to eliminate or minimise physical barriers is identified in the Plan – Policy 2.2 (p.12).
Accessible-friendly toilets sought at all Hamilton's cemeteries, not just the additional toilet block proposed at Hamilton Park Cemetery.	<b>Staff recommendation: Expand Key Action 2.2 to also cover renewals (p.12).</b>
Improvement sought to the grounds and additional shaded seating for rest areas to make this site more accessible-friendly for those with mobility challenges.	Outdoor shelters are proposed at Hamilton East and Hamilton West. The need for additional seating at Hamilton East is acknowledged, subject to funding.
Support for increased accessibility of information e.g. providing material in a range of languages and to cater for disability community.	Noted. Objective 2.2 of the draft Plan is to improve access to information, services and facilities.

#### 4. FINANCIAL SUSTAINABILITY AND USER CONSIDERATIONS

The key topics under this theme were relatively polarised with some submitters generally supporting the need for reasonable fees and charges to fund activities and development and others suggesting the service must be 100% cost recovery with no subsidisation. These views are outlined in more detail as follows:

Key Topics	Staff comments
Support for "reasonable" fees and charges. Need for future fees and charges to remain affordable for all ratepayers	Noted
Cemeteries are seen as a core service and should be given funding priority by creating a dedicated, substantial cemetery fund	Developing and implementing a financially sustainable business model is included as a key action of the draft Plan; Key Action 3.2 p.16.
Request for Council to consider relinquishing itself from current and future cemeteries and crematorium activities, creating a private sector operation, Trust or other structure.	Council has an obligation under the Burial and Cremation Act 1964 to provide for the burial of bodies and to establish and maintain a cemetery.
Current fees and charges for burial plots are not considered affordable	Noted
A choice of service by a consumer is a "private good" and should not be subject to ratepayer subsidy. Private funeral facilities already exist. Council plans should, by and large, avoid competition with private sector providers.	Noted
Costs elements recovered must include all costs including loans. Council needs to be transparent in its costs to ensure each element of service provision is 100% cost recoverable but this is not clear in the plan.  It is suggested that all inequities are eliminated when all services provided are 100% cost recoverable.	<b>Staff recommendation: updating the draft Plan to provide clarity (p.16).</b>
Ratepayer subsidies create inequities, particularly for Maori who are more likely to be interred at Urupa.	Noted
Opposition for the introduction of a fee for maintenance in perpetuity for existing graves. Council should have a moral duty to the dead to care for their graves in perpetuity	Noted. Implementing an annual service or maintenance charge for existing plots is not proposed in the draft Plan.
HCC ratepayers currently subsidise consumers of services who reside outside the HCC boundaries. This approach was not supported.	The draft Plan identifies an "out-of-district fee" could be considered as part of the review of the funding model.
Suggestion that heritage cemeteries should be funded from the general rate.	Noted, needs consideration during review of the funding model.

## 5. LAND USE AND EXPANSION

The key topics under this theme are outlined as follows:

Key Topics	Staff comments
Timing of site expansion at Hamilton Park Cemetery and timing of the need for additional land for a new site challenged.	The expansion of the site for burial and ash interment allows a conservative 50 years capacity, taking into account the need for the aforementioned margin/spare capacity. Population projections and ethnic composition of the Waikato region have changed since 2005. Analysis carried out for the 2014 Activity Management Plan identifies increasing numbers of Pacific people and Muslims will drive an increase in burials.  Some of the area earmarked for expansion will be needed for roading infrastructure.
The purchase of additional land now to accommodate future demand supported. Location of a future cemetery suggested in the north of Hamilton.	Noted
Intensification of land use of existing single-depth graves opposed.	Under the Burial and Cremation Act 1964, intensified use of existing single-depth graves can only occur with the consent of family.
Amendments suggested to the record of legal status of three cemeteries.	<b>Staff recommendation: Update legal status of three cemeteries (p.20)</b>

## 6. STEWARDSHIP

The key topics under this theme are outlined as follows:

Key Topics	Staff comments
The establishment of a Friends group for each of Hamilton East & Hamilton West cemeteries supported.	Noted
Raise community awareness and engagement at Hamilton Park Cemetery and the Heritage Cemeteries, through involvement in restoration work, creating a Heritage Cemeteries Community Archive incorporating oral histories of surviving family members, and developing outreach programmes involving schools and the Waikato Museum and events.	Noted. These activities are identified in the draft Plan (p.17).

### DRAFT Cemeteries Management Plan 2015 Submissions

Sub No.	Name	Organisation	To be heard (✓)
1	Caryl Ginever		✓
2	Sathya Pandaram	Waikato Bay of Plenty Sangam Charitable Trust Board	✓
3	Paul Perry		
4	Joan Adamson		
5	Brian Milicich		
6	Allan Prestidge	Brethen Funeral Services	
7	Rick Barnaby	Curnow Tizard Limited	
8	Peter Forman	Forman and Associates	✓
9	Katrina Shanks	Funeral Directors Association of New Zealand	✓
10	Sherry Reynolds	Heritage New Zealand	✓
11	Penny Pollard		✓
12	Ana-Maria Richardson	Wollertons' Funeral Home	
13	Christina Reymer	Nin In New Zealand LP	✓
14	Myles Pollard		

Submission No: 1

---

From: Hamilton City Council [[mailto:do\\_not\\_reply@hcc.govt.nz](mailto:do_not_reply@hcc.govt.nz)]  
Sent: Monday, 1 December 2014 5:02 PM  
To: HPC; Renee McMillan  
Subject: HCC Website - Have your say ref: HCC-QF-141201-A4T15-G3F

### HCC Website - Have your say

**Reference:** HCC-QF-141201-A4T15-G3F

**Attachment:** not attached

**Name:** Caryl Ginever

**Organisation:** not supplied

**Tick if you would like to speak to your submission:** Yes

#### Your submission

Please consider providing a reception lounge at the Hamilton Park Cemetery as it is a long way from suitable venues.

Submission No: 2

---

From: Hamilton City Council [[mailto:do\\_not\\_reply@hcc.govt.nz](mailto:do_not_reply@hcc.govt.nz)]  
Sent: Wednesday, 3 December 2014 11:58 AM  
To: HPC; Renee McMillan  
Subject: HCC Website - Have your say ref: HCC-QF-141203-6W20N-XQ8

### HCC Website - Have your say

**Reference:** HCC-QF-141203-6W20N-XQ8  
**Attachment:** not attached

**Name:** Mr Sathya Pandaram

**Organisation:** WAIKATO BAY OF PLENTY SANGAM CHARITABLE TRUST BOARD - No. 2611272

**Tick if you would like to speak to your submission:** Yes

#### Your submission

Waikato B.O.P. Sangam has been formed and one of its objectives Clause 5 (a) states " to establish and maintain a shrine at the Newstead Crematorium so as to facilitate the funeral rites of all Hindu resident in Hamilton and elsewhere" ,,,,,,,,,,

A detail submission was made to Mrs Rivers the Cemetery Manager on 14 Aug 2014 after a number meetings were held with her by our Consultant (Bilimoria Consulting Ltd). A suitable site was agreed upon for this shrine on 10 April 2014.

The shrine will be 3.5m by 5m with a height of 2.4m. It will open wall structure with selected metal tile roofing, brick veneer columns, concrete slab, and there will be coffin stand in the centre.

**Submission No: 3**

---

From: Hamilton City Council [[mailto:do\\_not\\_reply@hcc.govt.nz](mailto:do_not_reply@hcc.govt.nz)]  
Sent: Monday, 29 December 2014 11:00 AM  
To: HPC; Renee McMillan  
Subject: HCC Website - Have your say ref: HCC-QF-141229-6B34N-C2T

**HCC Website - Have your say****Reference:** HCC-QF-141229-6B34N-C2T**Attachment:** not attached**Name:** Paul Perry**Organisation:** not supplied**Tick if you would like to speak to your submission:** No**Your submission**

I don't believe that Council should be spending our tax funded monies on a grandiose facility for families of the dead.

Private funeral facilities exist already.

I would much prefer that this money was spent on maintaining our city for the living. Currently, our roadside/pathway gardens & verges are an absolute disgrace.

Council need to focus on carrying out basic services for the city residents, not grandiose expensive loss making developments.....

Currently, our city roadways/verges are an embarrassment

Submission No: 4

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From: Hamilton City Council [[mailto:do\\_not\\_reply@hcc.govt.nz](mailto:do_not_reply@hcc.govt.nz)]  
Sent: Thursday, 8 January 2015 10:54 AM  
To: HPC; Renee McMillan  
Subject: HCC Website - Have your say ref: HCC-QF-150108-69SZJ-130N

### HCC Website - Have your say

**Reference:** HCC-QF-150108-69SZJ-130N

**Attachment:** not attached

**Name:** Mrs Joan Adamson

**Organisation:** not supplied

**Tick if you would like to speak to your submission:** No

#### Your submission

Anything that is helpful to families of the deceased is always a good thing, when it comes to venues etc.

My concern though is for the lawn cemetery at Newstead where my parents were laid to rest. It is a shocking area to see sorry to say. When my father passed away in 1989 suddenly - one does not think or have the time to query options and in fact there may be none anyway.

The lawn cemetery I refer to is on your left when you drive in through the first gate. The ground is so uneven it is a bit of a hazard for some of us. Weeds and long grass gradually start to cover the head stones around the edges. It would be appreciated if some thought could be put into upgrading and laying concrete strips right along where the headstones lay.

Even though flowers and things are left there and they get mowed down or removed by HCC staff - there is a need for families to be able to do this for their loved ones. PLEASE consider doing something to tidy up this lawn cemetery.

I would like to know that this email has been received and will be considered along with all of your other plans/proposals. Thank you very much, Best regards, Joan Adamson

**Submission No: 5**

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From: Hamilton City Council ([mailto:do\\_not\\_reply@hcc.govt.nz](mailto:do_not_reply@hcc.govt.nz))  
Sent: Thursday, 15 January 2015 7:18 AM  
To: HPC; Renee McMillan  
Subject: HCC Website - Have your say ref: HCC-QF-150115-49SL8-4R8

**HCC Website - Have your say****Reference:** HCC-QF-150115-49SL8-4R8**Attachment:** not attached**Name:** Brian Millich**Organisation:** not supplied**Tick if you would like to speak to your submission:** No**Your submission**

The original lawn cemetery always looks neglected and insensitive to those who have family members buried there.

It would be greatly appreciated if stirps of concrete were laid down and the existing head stones set into it.

This would also make it easier for ongoing maintenance.

The layout of this area of the cemetery shows how little respect the Council had at that time.

Please can this be rectified.

Kindest Regards,

Brian

Submission No: 6

---

From: Hamilton City Council [[mailto:do\\_not\\_reply@hcc.govt.nz](mailto:do_not_reply@hcc.govt.nz)]  
Sent: Tuesday, 20 January 2015 10:39 AM  
To: HPC; Renee McMillan  
Subject: HCC Website - Have your say ref: HCC-QF-150120-66KR3-SL8

### HCC Website - Have your say

**Reference:** HCC-QF-150120-66KR3-SL8  
**Attachment:** not attached

**Name:** Allan Prestidge

**Organisation:** Brethren Funeral Services

**Tick if you would like to speak to your submission:** No

#### Your submission

Consider it is very important to keep the rabbit problem under control at the Hamilton East Cemetery. I wrote to the Council some years ago when I discovered that the Cemetery was overrun by rabbits, many of which were burrowing under graves and headstones. This problem has occurred again recently. I have ancestors buried there and many of Hamilton's original settlers and their descendants are buried there. It should not be necessary for members of the public to have to draw the attention of the Council to this problem before it is dealt with.



27 January 2014

**HAMILTON CITY COUNCIL**  
 Private Bag 3010  
**HAMILTON 3240**

Attention: Michelle Rivers / Renee McMillan

**CEMETERIES MANAGEMENT PLAN : DRAFT**

I see Council has adopted my suggestion of an appendix to address the legal status of these three cemeteries. However, having read the contents there are inaccuracies and I would recommend a setting out of—

- Legal Description
- Size
- Reserves Act Classification

as shown on the **attached** page. By quoting the classification directly from the *Gazette* notice and recording the instrument by which the notice is registered against the title, Council provides a paper trail for anyone seeking to confirm the status of the land.

RW Barnaby  
 LAND RIGHTS ANALYST  
 for  
 CURNOW TIZARD LIMITED

Direct Line 07 827 6665  
 Direct Fax 07 823 3957  
 Mobile 027 291 6336  
 E-mail [barnabys@clear.net.nz](mailto:barnabys@clear.net.nz)



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[www.curnowtizard.co.nz](http://www.curnowtizard.co.nz)

Appendix 2 : *Legal status of Hamilton Cemeteries*

	HAMILTON PARK CEMETERY	HAMILTON WEST CEMETERY	HAMILTON EAST CEMETERY
Location			
Legal Description	Allotment 282, Kirikiriroa Parish Certificate of title 556/230	Allotments 213 and 214, Town of Hamilton West Certificate of title 411135	Part Allotment 252, Kirikiriroa Parish Certificate of title 424859
Size	32.3748 hectares	8092 square metres	3.2366 hectares
Reserves Act Classification	Local purpose (cemetery) reserve <i>New Zealand Gazette</i> 1990 page 1953 registered as Instrument H958078.	Local purpose (cemetery) reserve <i>New Zealand Gazette</i> 1988 page 268 registered as Instrument H779039.	Local purpose (cemetery) reserve <i>New Zealand Gazette</i> 1985 page 141 registered as Instrument H571265.
Nature of activity			

Submission No: 8

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From: Hamilton City Council [[mailto:do\\_not\\_reply@hcc.govt.nz](mailto:do_not_reply@hcc.govt.nz)]  
Sent: Wednesday, 4 February 2015 12:01 PM  
To: HPC; Renee McMillan  
Subject: HCC Website - Have your say ref: HCC-QF-150204-75FBJ-JX

### HCC Website - Have your say

**Reference:** HCC-QF-150204-75FBJ-JX  
**Attachment:** not attached

**Name:** Peter Forman

**Organisation:** not supplied

**Tick if you would like to speak to your submission:** Yes

#### Your submission

A 12 page submission has been submitted via email to:

regards  
Peter Forman



Chief Executive Officer  
 Hamilton City Council  
 Private Bag 3010  
 Hamilton 3240  
[info@hcc.govt.nz](mailto:info@hcc.govt.nz)  
[hpc@govt.nz](mailto:hpc@govt.nz)

### Draft HCC Cemeteries Management Plan

My submission on the Draft HCC Cemeteries Management Plan is summarised as follows.

- Some services currently provided by Council in this activity are not allowable in law.
- Some plans proposed in the document are not allowable in law.
- A choice of service by a consumer is a “private good” and should not be subject to ratepayer subsidy.
- Ratepayer subsidies in this activity create inequities, particularly for Maori.
- HCC ratepayers currently subsidise consumers of services who reside outside the HCC boundaries.
- All inequities are eliminated when all services provided are 100% cost recoverable.
- Costs elements recovered must include all costs including loans. Council needs to be transparent in its costs to ensure each element of service provision is 100% cost recoverable but this is not clear in the plan.
- Council plans should, by and large, avoid competition with private sector providers.
- The plan advocates the need to acquire more cemetery land but this is questioned.

In detail I submit that:

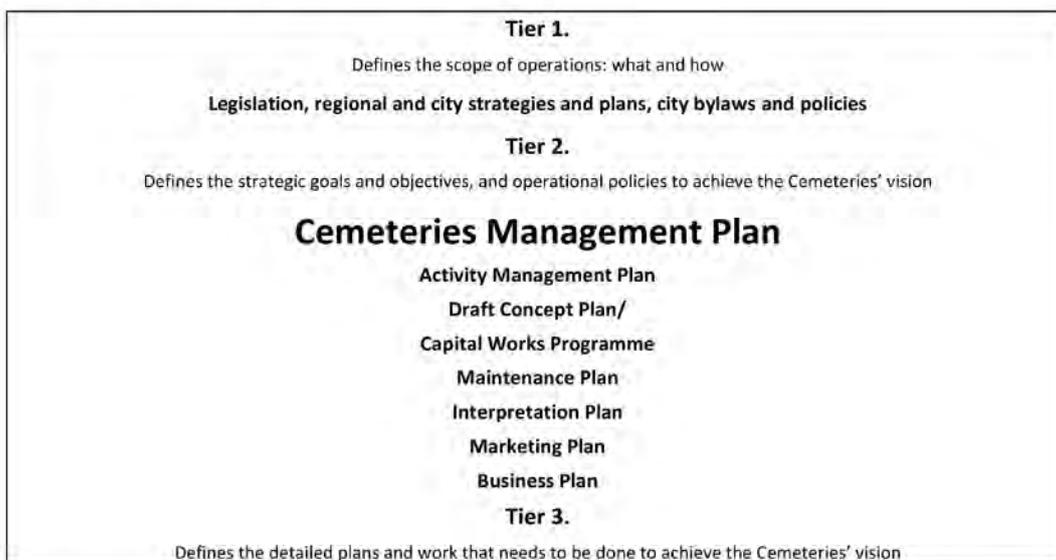
1. Some activities currently provided by Council and many proposed in the Draft Cemeteries Management Plan are not allowable in law.
2. The only reason Council is involved in this activity is that church denominations have no open cemeteries and private cemetery trusts do not exist, unlike many other locations within New Zealand.
3. The service must be 100% cost recovery without cross-subsidisation between cremation and burials choices, and without subsidisation in any other form e.g. partial funding

through general rates, otherwise inequities will be created. For example, Maori are more likely to be interred at Urupa, yet as ratepayers they contribute to the cemetery operation. Any ratepayer subsidy therefore inherently creates an inequity for Maori.

4. The construction of a reception facility and a further chapel facility does not comply with the law and conflicts with HCC’s broader strategies of avoiding competition with the private sector and maintaining financial sustainability.
5. Other Councils in the greater Waikato do not provide chapel or reception facilities because they recognise it is not their core role.
6. Council had already developed and funded a plan to have Hamilton East cemetery developed as an “extension of Hamilton gardens complex reflecting a heritage cemetery in a Victorian landscape.” What happened to that plan?

### 1. How the Cemeteries Management Plan fits into the Planning Framework

You describe this below.



I say:

1. Legislation is the key driver and that all other planning mechanisms and policies are subordinate.
2. I also acknowledge that the current Burial & Cremations Act is under review and may change. However those changes are not known and therefore officials must develop plans that support the current legislative framework. It is clear to me that officials are anticipating legislative changes and reflecting them in subordinate planning mechanisms.

3. A stated Principal Objective in the Plan is to “meet legislative requirements”. Some activities currently provided by Council and many proposed by the Draft Cemeteries Management Plan are not allowable in law. These are commented on below.

## 2: The Burial & Cremation Act

**You say** “The primary purpose of the Burial and Cremation Act (the Act) is to ensure every community has access to places for burial and cremation. Cemeteries are an essential public service and local authorities have the legal responsibility for providing them. Local authorities are not legally obliged to provide cremation services”.

**I say:**

1. The statement needs to be qualified as per the Act by stating “where sufficient provision is not otherwise made”. I acknowledge that in Hamilton City there are no other providers however officials need to make it clear to elected members and the public in plans produced that the only reason Council is involved in this activity is that church denominations have no open cemeteries or private cemetery trusts do not exist as is the case in many other locations within New Zealand.

This statement is important for without qualification it implies that Territorial Local Authorities (TLA’s) are the only ones who can deliver these services. It is important in that it is conceivable that the private sector could seek to provide cemetery or cremation services (as was the case of Seddon Park Funeral Home applying for consent for a cremation service circa 1999 which was subsequently declined). I do not know of cases where private sector entities have applied for consent to own and manage cemeteries but that does not mean it is not possible. Successful applications might obviate the need for Council to provide such services in future.

2. Officials need to include in the plan the exploring of opportunities to relinquish Council from all Cemetery & Crematorium activities through private sector operation or the consideration of, or establishment of a Cemeteries Trust Board.

## 3. Challenge: Financial Sustainability

**You say:**

“Market forces, legislative changes, customer demand and the funding model for Hamilton Cemeteries will all have an impact on financial viability, now and into the future.

A sustainable financial model must be implemented to fund not only current operational costs, but also future maintenance costs as Hamilton Park Cemetery continues to expand and all three

cemeteries continue to age. To achieve true financial sustainability, reserves need to be put aside to fund the costs of long-term maintenance.

The operating costs of the Hamilton Cemeteries are currently intended to be 100 per cent cost-recoverable through fees and charges”.

**I say:**

1. The basic premise in this submission is that the beneficiaries of a cemetery, cremation and ancillary services are **individuals**. This is supported and stated in the HCC Funding Needs Analysis which outlines the framework for HCC Fees & Charges and quotes “Who benefits – individuals”. By definition the consumption of any of the services is a Private Good.
2. I acknowledge that the closed Hamilton East and West Cemeteries are heritage cemeteries and require ongoing maintenance and it is beyond HCC to charge owners of burial rights in those cemeteries for the costs. It is appropriate to recognise these as heritage cemeteries funded from the general rate and (if they are not already) the costs should be isolated as a separate cost centre and not confused with those of the main operational cemetery.
3. Heritage cemeteries aside, the situation at Hamilton Park Cemetery at Newstead is different. It is an operational cemetery providing a **private good** yet the HCC Funding Needs Analysis states recouping 97% of costs through fees & charges with a 3% ratepayer contribution. It is fundamentally obscene that a ratepayer (or a renter through their rent) subsidises a private individual for their choice of service (burial or cremation, chapel service etc).
4. In 2005 because of the way fees & charges were calculated it was identified that individuals who chose cremation were actually subsidising those who chose burial. As a result fees & charges were reworked and approved by Council to remove this fundamental inequity by a staged plan to move to 100% cost recovery. Inevitably this was anticipated to increase demand for cremation and lessen demand for burials and further cemetery expansion – a form of demand management. I do not know if any cross-subsidisation exists between burials and cremation choices. If so this must be corrected to ensure that an individual’s choice is not being subsidised by another otherwise an inequity is created.
5. For cultural reasons Maori are likely to be buried in Maori burial grounds operated under different legislation. This trend was confirmed by several funeral directors I spoke to and was certainly the case in 2005. Council has no mandate under that legislation and no Maori burial grounds exist within the Hamilton City boundary yet ratepayers of that culture contribute to the overall costs of the cemetery and crematorium through the rating contribution. Maori make up 19% of Hamilton citizens but (on average 2001-2005, probably more now) make up only 4.5% of the cemetery and crematorium activity. As ratepayers (or even indirectly through rent) Maori contribute to a cemetery operation they are unlikely to use, unless it is on a 100% cost recoverable basis. **Any ratepayer subsidy therefore inherently creates an inequity for Tangata Whenua.**
6. Fees & Charges are “intended to recover 100% of operating costs” (as stated in this plan) but only 97% as stated in the HCC Funding Needs Analysis. They should be set to recover all

costs and be accurately reflected in the cost of individual choice. For example costs recovered through fees & charges should reflect interest and principal on loans, depreciation (I think this is already included), and full allocation of Corporate overheads. Information was sought from HCC Finance group on 10 December 2014 to clarify this aspect but at the time of submitting this, the information had not been received.

7. Hamilton City ratepayers currently subsidise consumers of any services who reside outside of Hamilton City. **Another inequity.** Burial and cremation activity at Hamilton Park Cemetery is not limited to residents of Hamilton City. Of the 1169 cremations in one financial year, 606 or 51% were for persons who at the time of death resided outside Hamilton City. 18% of casket burials fell into this category. Hamilton City ratepayers therefore provided a subsidy to these consumers of the service and still do. Of course there is the converse view that any extra 'business' from outside Hamilton City spreads the costs for Hamilton City and should be welcomed. If full and only full costs are recovered without any ratepayer subsidy then it won't matter where the business comes from. This will eliminate the need for "out of district fees" (for those not residing within HCC boundaries) as signalled to be considered in the Cemeteries Management Plan. The administration associated with such fees is known to be cumbersome and create distress for families.
8. To summarise, the funding of rates and the calculation of user charges to support the cemeteries & crematorium activity is unnecessarily complicated by cross subsidisation based on service choice, property values and in some cases, ethnicity. Most of the services provided do not reflect the true cost of delivering them and are therefore unconsciously being subsidised by other services. Finally, Hamilton City ratepayers are subsidising all those consumers of services at Hamilton City cemeteries where those consumers reside outside of Hamilton City. **All inequities generated are eliminated when the complete costs are recovered through fees & charges with no ratepayer subsidy.**

#### 4. Goal 2 - Services and facilities are responsive to diverse customer needs

**You say:**

##### **Reception/Administration and Lounge**

"We believe there's value in constructing a new complex to include a reception area for after-service gatherings, a modern administration/customer facility, and lounge facility for services of up to 100 people. Co-locating a reception, lounge and administration facility under one roof would enable staff to be immediately available and on hand for customers' needs".

##### **New Reception Area**

"Currently Hamilton Park Cemetery does not offer an on-site venue for family and friends to share refreshments and stories of their loved ones following the service. A reception facility would enable the cemetery to provide a complete venue for services".

**I say:**

1. I **do not support** the need for a reception facility for after service gatherings for the following reasons:
  - a) **HCC will be competing with the private sector which already provides a range of facilities to cater for this need.** I canvassed several Funeral Directors to seek their views (as did Council officials). The majority of the funeral directors I canvassed, who operate (according to them) viable reception facilities for grieving families, do not want to see HCC providing such facilities let alone subsidising them. I noted that two private funeral directors already have a joint chapel/reception. One funeral director conceded to me that “it hardly gets used” but they “still wanted HCC to provide one” even though it is “unlikely to pay its way”. He was openly quite happy that the ratepayer might undoubtedly pick up the burden and subsidise the purported, but unquantified needs of the grieving public to have a cup of tea and cake and share memories. I was staggered to witness a blatant desire for a stakeholder seeking a ratepayer subsidy for what is obviously a private good. Furthermore, a council official conceded to me that such a facility “won’t make any money”.
  - b) **The approval and construction of such a facility does not comply with the law.**
  - c) **It may conflict with HCC’s broader strategies of avoiding competition with the private sector, getting back to core business of Council, debt reductions plans etc.**
  - d) **There are already adequate private sector facilities available to provide such a service e.g. church halls, commercial café and function venues.**
  - e) **If the reception facility includes the preparation/consumption of food by the public within the confines of the cemetery grounds then this is contrary to Maori custom.**
2. I **agree** with the need for an improved administration building for the reasons outlined in the plan.

**You say:**

#### **Another Lounge Facility Option**

“The current lounge adjoined to the crematorium is most suited for viewings and small committal services. Although nicely presented internally and maintained to a high standard by our team, there is no outlook as the building has no windows, so people get a sense of being locked in when the doors are closed.

Because the room is next to the crematorium, the sound of the cremators is noticeable and is often commented on by funeral attendees. The chapel is best suited to large gatherings of about 240 people while the crematorium lounge only accommodates 30 people. There is growing demand for a lounge with the capacity to hold 80-100 people, with windows and taking advantage of the beautiful views at the cemetery.”

**I say:**

1. **The existence of the current lounge accommodating 30 people does not comply with the law.**
2. **The approval and construction of a new facility to hold 80-100 people does not comply with the law.**

3. The committal lounge as part of the crematorium facility was always intended to be small to cater for families who have had a service elsewhere but wanted a “short final committal ceremony”. This was particularly for those cultures that desired to see the casket enter the cremator. It was never intended to be a major facility for services. This need would be met by the private sector. Inevitably the committal lounge became a lower cost facility (probably because the fee was improperly calculated and subsidised) and accessible by all families beyond the original purpose of serving those with specific cultural needs. Through improperly set fees and a lack of clarity to families about the purpose of the small lounge, demand expectations from users have been increased. Families using the facility when it was constructed were advised by funeral directors that they would be able to hear the noise of the cremator. More to the point there is a window through which they can view the casket entering the cremator so the expectation for those cultures was they could see and hear the cremator. Representatives of the Indian community contacted say they “know there will be noise from the cremator when they hire that lounge”.
4. The lounge is what it is. Some windows facing the cemetery boundary may eliminate the “locked in feeling” at a very small cost.

**You say:**

#### **Hours of Operation**

“These should be extended to include the office open on Saturday and in general align service hours to normal business hours”.

**I say:**

1. I **agree** provided the added costs are properly reflected in cemetery and crematorium fees and charges and are not subsidised by the ratepayer in any form.

**You say:**

#### **Centralisation of Maintenance Plant & Equipment**

Essentially the location of plant & equipment for cemetery maintenance is fragmented and due to cemetery expansion can lead to substantial downtime for staff. A centrally located maintenance facility would maximise staff time.

**I say:**

1. I **support the inclusion of this in the plan.**
2. Such a facility should not be permanent but be easily dismantled and be able to be relocated as the cemetery progresses.

**You say:**

**Cemetery Capacity**

"Based on burial and ash interments trends and death projections, we estimate we've got enough land for another 50 years or so. We will look to acquire additional land to enable the continued provision of burial at this site well beyond 50 years".

**I say:**

1. In 2005 the Activity Management Plan presented to Council indicated cemetery capacity to be in excess of 100 years. This was based on interment trends and death projections (Statistics NZ data).
2. Funeral Directors tell me the declining burial trend is continuing and the cremation trend is continuing rapidly.
3. In the absence of the statistics (which should be reflected in the Activity Management Plan before Council now) I am at a loss to see how the future cemetery capacity can halve in 9 years when the burial trend is dropping.

**5. Vision: Protect the heritage values of Hamilton West and Hamilton East Cemeteries through best practice conservation.**

**You say:**

"Develop a proposed Outdoor Meeting Room at Hamilton East cemetery as a place of reflection for visitors and a meeting place for heritage groups".

**I say:**

1. What happened to the plan funded by Council and developed in conjunction with the Cemeteries Manager and the Director of Hamilton Gardens to have Hamilton East cemetery developed as an "extension of Hamilton gardens complex reflecting a heritage cemetery in a Victorian landscape?"
2. The intention was that the newly landscaped cemetery would be managed by Hamilton Gardens as the key driver/partner and leave the Cemetery Activity to focus on core work of the very few burials (probably none now) in reserved plots that exist in that cemetery.
3. I question the need anyway for an outdoor area. The plan described above was always on the basis that tour groups meet at Hamilton Gardens Information kiosk, collect the information brochure already developed to explain the heritage sites at the Hamilton East cemetery, walk up to the cemetery and do the tour.

**6. Core Business**

**You say:**

"That the needs of the community will be responded to "within the context of relevant laws" (Policy Objective 2.1).

I say:

1. **The provision of chapel facilities and sale of memorials by Hamilton City Council does not comply with the provisions of the Burial and Cremation Act 1964.** A legal opinion by the Controller and Auditor General (dated 29 April 2002 and on Council files) states that "the Burial and Cremation Act 1964 expressly prohibits the use of the land comprised in a cemetery for any purposes other than that Act authorises". The provision of chapel facilities and memorial sales by a local authority is *ultra vires* and as such does not comply with the Act. This means that **unless the Act expressly says it can be done then it cannot be done.** Furthermore and in the context of this the provision and operation of a crematorium by council may also be illegal. This is drawn to the attention of Council as it should not be assumed that Councils can do what they wish. The Controller and Auditor General's legal opinion is on HCC files.
2. Resolving the above issue is a matter for central government, as it would require a legislative change to legitimise the provision of these services by Hamilton City Council.
3. Councils are required by law to bury the deceased where there are no facilities in the district for doing this. Fundamentally this is Council's role only apart from ongoing maintenance of the facility. Rightly or wrongly Council in the past has deemed it necessary to provide a crematorium, chapel facilities and to a certain extent the sale of memorials. However the law does not allow Council to provide these services. Because it has provided these in the past, as does some other local authorities, Council has considered that these are legitimate services within the confines of the law without validating the basis of what it is doing or what is being proposed.
4. All other Councils adjacent to HCC boundaries do not provide such facilities because they recognise it is not their core role, private enterprise are best left to cater for the need, and it is not allowable in law.
5. Anecdotally I feel that if a handful of customers or stakeholders convey a need, inevitably officials feel obliged to enshrine that need (often exaggerated or lacking robust factual base) in planning mechanisms leading to a "fiscal creep" of council costs and ratepayer subsidies.
6. **The Cemeteries Management Plan as proposed does not reflect the law as it currently stands.**

## 7. General

Council is currently reviewing the Cemeteries Activity Management Plan (AMP) which is the document that should underpin the Cemeteries Management Plan which is the subject of this

submission. The AMP should contain all the statistical data and evidence based assumptions that lead to other higher level plan. There are several issues:

1. On 2 December I contacted the Open Spaces Manager and the Cemeteries Manager to see if I could see the AMP and its underlining planning assumptions. I was told that it was a draft AMP and not available. Forget about the fact that I am a ratepayer. The fact that I am a previous Cemeteries Manager with some expertise in the activity and certainly since then a management consultant working in business improvement internationally might have given me at least a look with an opportunity to add value at no cost – but no. If officials have not already done so they need to treat the 2 December request as an Official Information request.
2. The cemeteries manager did offer to meet with me on 12 December but cancelled this appointment due to a “double booking”.
3. Suffice to say I have generally experienced roadblocks in obtaining information from the Council officials.
4. If I am not on project overseas I wish my submission to be heard. I will email officials if I cannot attend.

Yours Sincerely,



Peter Forman PGDipMs  
Forman & Associates Ltd  
Management Consultants  
26 Eclipse Rise  
Flagstaff  
Hamilton 3210  
New Zealand

Copy to:

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Please see comments on the bottom of Page 9 of this submission.

The Mayor  
Hamilton City Council  
Private Bag 3240  
Hamilton  
[MayorsEA@hcc.govt.nz](mailto:MayorsEA@hcc.govt.nz)

For your information.

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Kia ora Muna and Tame,  
For your information. Specifically, please see comments on pages 5 & 6.

## Submission No: 9

From: Hamilton City Council [[mailto:do\\_not\\_reply@hcc.govt.nz](mailto:do_not_reply@hcc.govt.nz)]  
 Sent: Thursday, 5 February 2015 1:58 PM  
 To: HPC; Renee McMillan  
 Subject: HCC Website - Have your say ref: HCC-QF-150205-833MO-6E3

**HCC Website - Have your say**

**Reference:** HCC-QF-150205-833MO-6E3

**Attachment:** not attached

**Name:** Katrina Shanks

**Organisation:** Funeral Directors Association of New Zealand

**Tick if you would like to speak to your submission:** Yes

**Your submission**

Funeral Directors Association of New Zealand Submission to Hamilton City Council  
 Hamilton Cemeteries Draft Management Plan

The Funeral Directors Association of New Zealand (FDANZ) would like to thank the Hamilton City Council for allowing us to submit on the Hamilton Cemeteries Draft Management Plan.

FDANZ and its Members perform over 75% of the funerals in New Zealand. We are the peak industry body for funerals in New Zealand and understand the needs of grieving families.

We acknowledge that Councils have an important role to play in ensuring that grieving families have the ability to determine whether a loved one shall be buried or cremated, and the policies which are implemented by the Council allow the families this choice by offering a range of plots which allow for cultural, ethnic and economic variances.

We were pleased to note in the Draft Management Report that the Council made the following acknowledgements:

"The primary purpose of the Burial and Cremation Act (the Act) is to ensure every community has access to places for burial and cremation. Cemeteries are an essential public service and local authorities have the legal responsibility for providing them."

We believe this Plan highlights the awareness that the Council has in regards to its legal obligations to every community. You also highlight in your Strategic Challenges the following:

"We want to appropriately enhance our services and amenities to meet different cultural and spiritual requirements. We will continue to offer a range of burial and ash interment options to meet diverse and changing customer expectation."

"We need to develop a financially-sustainable business model to fund expansion, development and long-term maintenance commitment."

The area within your Plan which raises concerns for FDANZ and the FDANZ local members is the following:

1. Fees and Charges –
  - a. Fees and charges are currently set to recover 100% of operating costs.
  - b. Stakeholder feedback is burial plot fees are high at Hamilton Park Cemetery, making plots unaffordable for some families.

**Discussion**

Strongly-held cultural beliefs dictate that members of many families cannot be cremated. That means there are many people who have no option but to pay higher burial plot fees rather than being able to opt for the cheaper option of cremation. These people believe removing that choice becomes a human rights issue. The legislation also takes choice away from families of those wishing to be buried – 99% of the time the only option they have is in a council cemetery. If the feedback the Council itself has received from its rate paying

community is that to be buried is unaffordable then the financial model of 100% cost recovery is not the correct one and an alternative one should be sought. This model obviously puts grieving families under considerable financial pressure.

#### Action Required

The basis of the model should be reviewed so that all grieving families can afford burial plots. The Council surely cannot claim to be meeting its stated aim of meeting "different cultural and spiritual requirements" if those needs are priced beyond people's control and ability to pay.

#### 2. Development of new Reception/Administration and Lounge

It is pleasing to see that the Council is advance planning for an increase in population in its catchment. The increased population is estimated to result in an increase in annual deaths from 2,644 in 2015 to 4,184 by 2045 – an increase of 1,500 deceased in 30 years.

#### Discussion

Our concern is the development of these additional structures and the recovery of these buildings costs. Is it the view of the Council that these development costs will be covered directly by the charges of those that are buried or cremated?

If so, what will be the impact on the cost of burial and cremations if these structures are built? It is the association's view that these costs will add to the unaffordability of funerals and put burials further out of the reach of many families, forcing them into cremation.

Does the increase of another 1,500 deceased in 30 years justify these new structures? In the association's experience, facilities such as these are not common. They are a nice-to-have but surely not if it means burials become even more unaffordable than they are now.

Has the council considered other avenues for an increase in the number of deceased and the use of other facilities?

How does the council consider these new structures to be financed. Through the:

- The operating costs which are 100% cost recoverable through fees and charges or
- Capital improvements which are funded through the cash-back Cemeteries Reserve (Endowment) Funds
- Renewal of existing assets which is funded from rate-funded loans.

#### Action Required

The Council to perform a review of the capacity for Hamilton's current providers to provide the services for the additional 1,500 deceased in 30 years.

The Council to assess the financial models and how they impact on the cost of burial and cremations to ensure affordability for all communities.

#### 3. Core Business

The primary purpose of the Burial and Cremation Act (the Act) is to ensure every community has access to places for burial and cremation. Cemeteries are an essential public service and local authorities have the legal responsibility for providing them.

#### Discussion

The core business of the Council must be providing a Cemetery as an essential service. The question is – does this core service involve providing reception and lounge areas? Or should the council focus on allowing all grieving families to be able to afford burial plots and cremations?

Katrina Shanks

FDANZ Chief Executive



HERITAGE NEW ZEALAND  
POUHERE TAONGA

05 Feb 2015

Hamilton City Council  
Private Bag 3010  
Hamilton  
3240

Dear Sir/Madam

**EXPERT ADVICE LETTER FROM HERITAGE NEW ZEALAND POUHERE TAONGA ON THE HAMILTON CITY COUNCIL CEMETERIES DRAFT MANAGEMENT PLAN**

Heritage New Zealand Pouhere Taonga is an autonomous Crown Entity with statutory responsibility under the Heritage New Zealand Pouhere Taonga Act 2014 for the identification, protection, preservation and conservation of New Zealand's historical and cultural heritage. Heritage New Zealand is New Zealand's lead historic heritage agency.

**This expert advice letter is in relation to the Hamilton City Council Cemeteries Draft Management Plan (the Plan) as it relates to the heritage cemeteries known as Hamilton East cemetery established in 1865 and Hamilton West cemetery, established in 1870.**

**Background**

Heritage New Zealand provided feedback to an earlier version of the Hamilton City Council Cemeteries Draft Management Plan in September 2014. Matters raised by Heritage New Zealand as part of this process included:

- the need, within management documents, for robust and clear objectives and policies that include heritage and archaeological matters.
- the objectives and policies within the management plan should reflect conservation principles set out under the ICOMOS – New Zealand Charter for the Conservation of Places of Cultural Heritage Value 2010. These principles will ensure the retention of essential heritage values and ensure a best practice approach.
- that the heritage cemeteries are pre1900 sites and therefore archaeological sites and require an archaeological authority for any ground disturbance works.
- It is noted the conservation plan referred to in the Plan contains numerous references to works in both the Hamilton East and West cemeteries including proposed signage and buildings, proposed plantings, and work to restore and conserve graves. It would be appropriate to consult with an archaeologist regarding all the proposed works, particularly in light of the recent change in legislation, with the Historic Places Act being superseded by the Heritage New Zealand Pouhere Taonga 2014 in April/May this year.
- An operational framework will be important to direct maintenance workers or Friends of the Cemetery groups for when they are formed. There is always tension when old headstones

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threaten to topple (or do topple) – what is an acceptable level of preventative maintenance, who should pay, what happens to debris? At what stage does picturesque become derelict? Again this will be informed by talking to an archaeologist.

On reviewing the document New Zealand is pleased to see that the matters raised above have been incorporated into this version of the document. However, Heritage New Zealand does have some further suggested amendments as outlined below in the response section of this expert advice letter.

#### Heritage New Zealand response

Heritage New Zealand generally supports the recognition of the Heritage Cemeteries within the Plan, and the ongoing commitment to the preservation and conservation of the Heritage Cemeteries through the goals, objectives, policies and actions plans related to heritage. In particular heritage is recognised in Part 3: Our Vision, Part 4, Strategic Challenges-Key Challenges- Looking after what we've got; Goal 1- Protect and Sustain Hamilton Cemeteries for current and Future Generations; Objective 1.1 and related policies and actions; and Objective 1.2 and related Policies and Actions. Heritage New Zealand would like to make the following comments/suggested amendments on the Goals, Objective, Policies and Actions Plans related to heritage:

- Heritage New Zealand particularly supports the first action point :
  - *“Consider scheduling Hamilton East and Hamilton West Cemeteries as significant archaeological, historic and cultural sites in the Hamilton District Plan”.*

Scheduling the heritage cemeteries will provide a good level of ongoing protection of statutory protection for these sites.

- Heritage New Zealand notes that throughout the document there are numerous instances where proposed activities would or could potentially include or promote ground disturbance. These include but are not limited to:
  - Second key action at 1.1  
*“Identify the location of all human remains within the Hamilton East and West Cemeteries”*
  - Key action points at 1.2  
*“Develop a comprehensive maintenance plan to implement the recommendations of the Conservation Plan” and*  
*“Update maintenance contracts and service level agreements with service providers in alignment the maintenance Plan,” and*  
*“Development design guidelines for Hamilton East and West Cemeteries to ensure signage, monuments, furniture and other built amenities reflect the character or historic context of these places”*
  - Goal 2-Services and Facilities are responsive to diverse customer needs, and the Key action point at 2.1, including ;  
*“Enable hapu to honour their ancestors with carved pou or other forms of cultural recognition in the style of their tribal origins, based on traditional graves or waahi tapu seen during the 1840s”*

- o Key Actions 4.1

*Develop the proposed Outdoor Meeting Room at Hamilton East Cemetery as a place of reflection for visitors and meeting place for heritage tour groups.*

Heritage New Zealand seeks that this Plan and the aforementioned Maintenance Plan, Maintenance Contracts, Service Level Agreements and Design Guidelines and any other documents created for those who work within the Heritage Cemeteries, outline the need to consult with Heritage New Zealand regarding the need for an Archaeological authority for any works that require ground disturbance. Heritage New Zealand seeks that the reference to the need for an archaeological authority within this Plan can be made through the following amendment as underlined at Goal 1, within the second paragraph under the heading Challenge: Protection of Heritage:

*"Our two heritage cemeteries are pre-1900 sites which defines them as "archaeological sites" under the Heritage New Zealand Pouhere Taonga Act 2014 and means certain requirements must be met, including the need to consult with Heritage New Zealand to determine the requirement for an Archaeological Authority in the event of ground disturbance.*

**The reasons for Heritage New Zealand's position are as follows:**

Heritage New Zealand Pouhere Taonga Act is the key legislation to promote the identification, protection, preservation, and conservation of the historical and cultural heritage of New Zealand. It is important to acknowledge the requirements for obtaining archaeological authorities to modify or destroy archaeological sites, and to consider these requirements in any activities that involve ground disturbance or destruction of heritage grave monuments.

**Heritage New Zealand seeks the following decision:**

**That the amendments suggested in this letter of expert advice are incorporated into the Hamilton City Council Cemeteries Draft Management Plan.**

**Heritage New Zealand look forward to ongoing involvement in the future documents proposed to assist in the management for the Hamilton East cemetery and Hamilton West cemetery, such as the design guidelines.**

If you have any queries regarding this expert advice letter from Heritage New Zealand please contact Carolyn McAlley, on ph. 07 577 4535 In the first instance.

Yours sincerely

PP 

Sherry Reynolds  
General Manager Northern

Address for Service  
Carolyn McAlley  
Heritage Advisor – Planning  
New Zealand Historic Places Trust Pouhere Taonga  
PO Box 13339  
Tauranga 3141  
[cmcalley@heritage.org.nz](mailto:cmcalley@heritage.org.nz)

Submission No: 11

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From: penny [REDACTED]  
Sent: Sunday, 8 February 2015 12:42 PM  
To: HPC  
Subject: Submission to the Draft Cemeteries Management Plan

Dear Hamilton Cemetery team,  
Hello.

Please find attached my submission to the Cemeteries Draft Management Plan, of October 2014.

I hope that these thoughts and suggestions are helpful.

My thanks for this opportunity.

Yours sincerely

Penny Pollard

DRAFT CEMETERIES MANAGEMENT PLAN 23 October 2014: HAMILTON CITY COUNCIL

SUBMISSION: Dr. Penny Pollard

DATE: 9th of February 2015



~~'The life of the dead is placed in the memory of the living.'~~

Marcus Tullius Cicero

~~A cemetery can be defined as 'a burial ground for the dead'. However, cemeteries can have many many associations, both to individuals, to families and to communities. Cemeteries contain ancestors, friends, memories, history, heritage, and fragments of the past. Cemeteries link to the present and the future to the past. The cemetery can provide a place for quiet communion and reflection. In the end though a cemetery is a sacred place, which offers sacred space.~~

Humans, from the earliest of times have honoured and protected the dead, and speculated about what happened to the loved departed ones, after death. The Neatherthals of Europe along with the primal humans at times buried their dead accompanied by specific rites, gave grave goods, and icons such as shells which were imagined could stimulate rebirth. Such traditions and sentiments which surround death were deeply engraved in the consciousness of primordial people, our ancestors. Death has been a constant companion for humans across the ages. Edifices that have been crafted at different times attest to mortals concern for the dead, their remains and their future. Neolithic tombs were constructed across Europe; the pyramids of Egypt arose out of the terrain. Hallowed zones for the dead were identified from as early as the Mesolithic phase, such as at Stonehenge. Today, many such ideas and sentiments still echo. ~~'It's important to honour the ancestors'~~

~~Jeffery Webb.~~

Cemeteries are important places and the development of a management plan for Hamilton's City Council's cemeteries has to be well-considered; a process that is not rushed, and not dominated by financial considerations. The Hamilton City Council's Draft Cemeteries Management Plan, of October 2014, provides an opportunity for ideas, feedback and suggestions from the rate payer to come forward. Resources and services for the city's cemeteries must be an absolute priority for the Hamilton City Council, and its future financial planning and allocation. The Hamilton City Council has a moral, ethical

responsibility to care for our dead. Former residents / rate payers have entrusted their remains to the City Council and had faith that their grave would be well cared for, permantely. This faith must not be breached or broken.

Positive aspects of the current Draft Cemeteries Management Plan.

1. Maintaining the cemeteries and their grounds well, with an environmentally friendly approach.
2. Planning for the future and the city's cemetery needs.
3. Gaining further funding inorder to preserve the cemeteries heritage and conservation.
4. Disability access to all cemeteries, toilets and other facilities. Provision for the aged and disabled at all cemetery complexes. Currently at the cemeteries, the lawns are very uneven, rough, with humps and hollows, such as at the Hamilton Park Cemetery and at the Hamilton East heritage cemetery, especially here, with the number of rabbit holes and damaged graves. It's very hard for individuals who are in wheelchairs, on walkers, who have had a stroke, or have a medical condition such as Motor Neuron Disease, to reach the graves easily for either a funeral service or for a general visit. More adequate shaded seating should be made available at the cemeteries for older people and those with disabilities, to rest and recover if tired or who are struggling.
5. Building upon and preserving the heritage which cemeteries offer the city and its citizens.
6. Improving facilities at the cemeteries, as well as road safety within and outside the cemeteries, especially at the Morrinsville entrance.
7. Accessible, clean toilets on all cemetery sites.
8. Endeavouring to access outside funding for conservation work from external funding sources.
9. Catering for the diverse ethnic / religious communities of Hamilton, with regards to cemetery services.
10. Expanding cemetery times and services, as well as practices.

Concerns regarding the proposed Draft Cemeteries Management Plan.

[ Suggestions that are opposed]

A] The financial considerations of the Management Plan, seem to be the overriding force behind this document. The Hamilton City Council through the cemeteries are surely providing a service to the public, as opposed to running a 'business of death'.

B] There should be no layering of bodies in one grave, especially if the future occupants are not even family members. Individuals have purchased their plot in good faith and do not expect their grave to be added to, interfered with or changed. People once they have brought their grave, do not expect to lose it over time to others. There should be no re-use of graves.

MANY OF THE OF DEAD, HAVE BEEN FORMER CITY RATEPAYERS!

C] There should be no fee for maintenance in perpetuity; the ongoing care of the dead is a public expectation. Ratepayers provide the City Council with income consistently, often over many years. There should be no robbing of the dead, or their families!

D] For local authorities, providing and maintaining cemeteries for citizens is a core service, a priority, which should not be contracted out, or arranged in order to make a profit. Cemetery provision must be a priority for Hamilton City Council, now and into the future. Do not contract in staff, instead adjust the schedules of any current staff. Design and fit the cemetery services to accommodate the citizens of Hamilton. Vary staff shift times, if required, such as at weekends.

E] Keep cemetery fees and charges reasonable and within the reach of all ratepayers.

F] An outdoor committal shelter is not required at Hamilton Park Cemetery or elsewhere.

G] No 'out of district' fee.

*"Death leaves a heartache no one can heal, Love leaves a memory no one can steal."*

From an Irish headstone

Town cemeteries and burial grounds creation and continuity reflect the broad spectrum of the community's history and culture.

- beautifully designed garden cemeteries can serve as places of rest and recreation;
- graveyards form an important part of the historic setting for a community;
- formal cemeteries whose collections of tombs, sculptures, and markers can possess artistic and architectural significance;
- graves or graveyards survival is a significant reminder of an important person, culture, settlement, or event;

- burial places, grave markers, landscaping, or other physical attributes tell us about the people who created them.

Cemeteries are not just another park. Cemeteries are places of death, of memories, of lives lived and lost. Cemeteries require ongoing care. The feelings and the wishes of families need to be heard, respected and considered. The hundreds of people who gather on Christmas morning at the Hamilton Park Cemetery for example, show that Hamiltonians do wish to share this special day with their lost loved ones, offering flowers and remembering the person who has passed.

Suggestions regarding Hamilton Cemeteries and the way forward.

1. Consider improving safety for citizens who visit the cemetery; more lighting, alarm buttons / emergency phones.
2. The Hamilton City Council: purchase more land now, that can serve future Hamilton cemetery needs, e.g. a cemetery in the north of the city.
3. Stress the heritage, conservation and preservation aspect of our cemeteries; institute an historic grave repair programme, especially in the Hamilton East and the Hamilton West cemeteries.
4. Give both Hamilton East and Hamilton West heritage cemeteries a special protected status in the city, in order to ensure these complexes future survival and well-being.
5. Enlist the Archives, at the Hamilton Library to collate and research as many of the lives and histories of the individuals / families who have been buried in these special old cemeteries; former Hamilton mayors, city pioneers, educational, business and civic leaders, as well as victims of illness or tragedy. Encourage any remaining family members to contribute to this special cemetery archive.
6. Highlight and rotate on a board at each cemetery notable individuals who rest in each cemetery, such as at the Hamilton Park Cemetery, former Deputy Mayor of Hamilton and MP, Dame Hilda Ross.
7. Establish a 'Friends of Hamilton East Cemetery' and a 'Friends' group for Hamilton West, groups who can liaise with the Council, and support the care, preservation, and beautification of these cemetery sites. The 'Friends' could perhaps aid with general fundraising, family involvement and with the establishment of heritage trails. Could there be an online link to each historic grave, and an outline profile

of the person who is within the grave that would appear? Safeguard the heritage cemeteries for the future. The Hamilton West Cemetery is an important part of Frankton.

8. Consider forming a Citizens Cemetery Advisory Committee for Hamilton City Council; interested community members who could, from time to time, give the Council ideas and feedback regarding the cemeteries.
9. Cut Hamilton City Council spending in certain areas, and start diverting funds towards the cemeteries current and future needs; build a cemetery fund - a substantial sum.
10. Consider offering new cemetery services that can generate an income for the City Council, e.g. offer a head stone service, celebrants for funerals, equipment hire, such as tents, seats, and music equipment for graveside services.
11. Actively consult iwi, re: their specific cemetery needs and suggestions.
12. Actively consult the many and varied ethnic communities of Hamilton, including refugees and the different religious faiths as to their requirements / thoughts on cemeteries / services.
13. Offer families who have friends or whanua interred in a Hamilton cemetery for feedback, on a regular basis. Does the Cemetery Division have regular contact with the public - forums, workshops, direct face to face feedback opportunities?
14. Provide online and other forms of information about the cemeteries and the service to cater for the disability community; hearing impaired, blind etc. Perhaps work in tandem with local GPs, disability organizations, the DHB, for guidance, re: ways of communicating with and getting cemetery information to the disability community of Hamilton.
15. Provide too, material in a range of different languages to cater for new New Zealanders.
16. Consider establishing near our cemeteries 'Gardens of Remembrance' particularly near war graves.
17. Permanently take care of the soldiers graves; research and share the soldiers involvement and war contribution; involve schools and the Waikato Museum with such a project and develop outreach programmes.
18. How do the Hamilton City Council Cemetery Division keep in touch with bereaved families, citizens, gaining feedback on their services, on a fairly consistent basis?

19. A play area at cemeteries for children may be a worthwhile idea, but its not a priority.
20. Establish a Hamilton Cemetery Day to recognise and to honour the people who have passed on; one special day for families to remember their loved ones; grave care; involve schools also.
21. Create a cemetery Code of Practice for the Hamilton City Council.
22. Include a cemetery / heritage section in the City News, or form a specific cemetery newsletter for citizens.
23. Research and investigate 'what works well', for cemeteries / best practice, both in New Zealand and overseas; services, innovation, policy and interaction with the public.
24. Investigate with other partners, how to stop cemetery vandalism.
25. Alter the lawn mowing approach, to hand mowing individually the graves, as to preserve momentos / flowers which have been left by family members and to ensure that the grass is even. This approach would help to guarantee that the lawns were smooth, even, accesible and lessen headstone damage.
26. Suggest to the Government that a Cemetery Grants programme be formed, so that local authorities can apply for specific funding.
27. The question is often asked, "Can a cemetery solicit donations from their community?" Not only could the Council raise money from donations, but for many cemeteries with limited assets, fund-raising should be performed on a regular basis. There are many ways to solicit donations: Hold a public lunch or dinner with the proceeds going to the cemeteries. Many times in the spirit of community involvement, people will donate for a specific cause, such as heritage grave restoration.
28. At this time of remembering the contribution of men from Frankton / Hamilton in World War One, the Hamilton City Council could hold special services at the cemeteries for the war dead, on the 11th of November.
29. Cemetery beautification in the future could include dove cotes, fountains or running water, plus additional planting. Good maintenance of paths and graves, especially in the heritage cemeteries. No dogs allowed. Consider herbs too such as rosemary for remembrance.
30. Allow families to contribute to a cemetery archive, oral histories of their loved ones.  
~~"When an elder dies, it is as if an entire library has burned to the ground" -~~

African saying.

Graveyards are oases of tranquility in this chaotic world; places where some people finally find - in Earth' s welcoming bosom - the peace and solitude.

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**Submission No: 12**

From: Ana-Maria Richardson [REDACTED]  
Sent: Monday, 9 February 2015 1:48 PM  
To: Michelle Rivers  
Subject: Cemeteries Management Plan Review

Hello Michelle

I have only just taken the time to look at the proposed review – it looks great and I look forward to this plan coming to fruition and being able to use these facilities in the near future.

As a funeral director, I would definitely use the reception lounge after a funeral service, it would be so convenient for families and myself – ‘one-stop-shop’ as so many people want these days. Over the years families have asked if there is a place for refreshments at the cemetery, but sadly I have had to say no. As you are probably aware, we use Woodside Café at Matangi in Woodside Road after services at Newstead. The surrounds and food are lovely - a very pleasant place to go after funerals – we get lots of great comments from families about it.

I would like to think that if the proposed refreshment venue goes ahead that it would be done very well and have pleasant surrounds.

Definitely need changes to the committal lounge or replace it – I have had numerous complaints from families over the years about it. I take pride in providing my families with a high standard of service with compassionate care and dignity and have felt the current lounge has been a let down for me.

I like every aspect of the plan and believe it will serve the community well and the funeral directors. Also, for your friendly and obliging staff, I believe it will make their jobs easier, more convenient and a much more pleasant place for them to work.

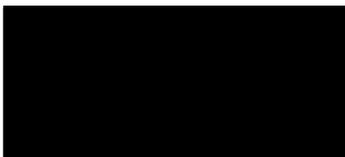
Funeral Directors need to be consulted for their input and note taken when drafting building plans, as I know in the past, recommendations were put forward but to no avail (one being the committal lounge) – these facilities need to be user friendly to all involved and have beautiful surrounds.

Many thanks for the opportunity to view the plans – you do a great job and I look forward to the outcome.

Warm regards

Ana-Maria

**Ana-Maria Richardson**  
Associate Funeral Director  
WOOLERTONS' FUNERAL HOME



Submission to:

**Hamilton City Council**

Email: [HPC@hcc.govt.nz](mailto:HPC@hcc.govt.nz)  
Phone 07 856 7987

On

**Hamilton Cemeteries Draft Management Plan** October 2014

From:

**Zin In New Zealand LP**

c/- Christina Reymer  
80/145 Quay St  
Auckland 1010

22 January 2014

**Background**

Zin In New Zealand is a Limited Partnership of three sisters, Christina Reymer, Teresa Bowe and Monique Reymer, formed in 2013 with the intention of establishing a café and function centre on Ruakura Road, Newstead on a 2ha property purchased for that purpose. A primary potential market is provide facilities for families to offer refreshments to those attending funerals at the Hamilton Park Cemetery, Newstead. We expect to be able to cater for groups of up to 400 persons. We are in the process of applying for resources consent, and anticipate opening for service in 2016/17.

**Introduction**

We appreciate the opportunity to comment on the **Hamilton Cemeteries Draft Management Plan** October 2014. Of particular interest to us in the Draft plan are the following points relating to the Hamilton Park Cemetery:

- That "According to Statistics New Zealand, annual deaths within the Hamilton Park Cemetery catchment are projected to increase from 2,644 in 2015 to 4,184 in 2045."
- Expansion to Vaile Rd is planned. Land currently leased to NZ Riding for Disabled (14 ha) will expire in 2019. Access for services depot planned for from Vaile Rd.
- It is proposed that a reception facility be built to accommodate up to 100 for refreshments post funerals.

**Submission**

We support these planned developments in general, and wish to make the following comments:

- We suggest the Council consider making the Vaile Rd entrance the preferred main entrance as Morrinsville Rd (SH26) is expected to get busier and hence more dangerous for visitors to the cemetery.
- We have no objection to the Council building a small reception facility in the cemetery grounds catering as suggested for up to 100 persons. It was not stated whether or not catering would be provided onsite or expected to be brought in from outside. We suggest that given our proposed development, there would not be a need to provide onsite catering or cafe facilities. These could be brought in from our commercial kitchen nearby.
- We suggest the decision to build a reception facility be deferred until 2018/19 when the needs assessment may be reviewed.

Yours sincerely



**Christina Reymer**

Director

Zin In New Zealand LP

[cmreymer@xtra.co.nz](mailto:cmreymer@xtra.co.nz)

Ph 0274991330

**Submission No: 14**

From: Hamilton City Council [[mailto:do\\_not\\_reply@hcc.govt.nz](mailto:do_not_reply@hcc.govt.nz)]  
 Sent: Tuesday, 10 February 2015 11:36 AM  
 To: HPC; Renee McMillan  
 Subject: HCC Website - Have your say ref: HCC-QF-150210-6RISE-094

### **HCC Website - Have your say**

**Reference:** HCC-QF-150210-6RISE-094

**Attachment:** not attached

**Name:** Mr M A Pollard

**Organisation:** -

**Tick if you would like to speak to your submission:** No

#### **Your submission**

The HCC is right to make plans to have, to keep and to manage cemeteries where the remains of Hamilton resident's and others can be placed and looked after.  
 First honour the commitments made to those already interred.

Much of the draft cemeteries plan is fair enough and needed to keep the cemeteries in good order but there are a couple of odd points.

Section 4 point 6 "We need to develop a financially-sustainable business model to fund expansion, development and long-term maintenance commitments.

Just what have you in mind here. All that is needed is a commitment from Council to fund the maintenance of the existing graves etc, provide burial plots at marginal cost and purchase enough land for the future grave sites.

It is hard to guess what the law commission might have in mind and what rules for financing cemeteries might emerge. Regardless a couple of reminders might be useful.

The council may face a " Challenge: Financial Sustainability " but the bigger challenge is to avoid known blunders. For Example.

A hypothecated fund for cemeteries is a bad idea unless the world is a stable and unchanging place. For a fund to survive changes in the economy, change in government policy, change in council and change in the staff and the policies of finance or our current world would be amazing.  
 There are economies of scale in managing money and it is inevitable that each council will want to aggregate all its managed funds and the logic of that aggregation extends to all Councils, so in theory they should all join together their managed funds to spread risk and lower cost. It will never happen.  
 Hypothecated funds especially large ones are a target both for elected councils and private operators. For the elected members there is the never ending temptation to cash out the fund and replace it with an IOU. And there can be good reasons to do it too. That is worry enough it is worse if the cemeteries or their management are ever planned to be privatised or contracted out. The hypothecated fund is an asset that can fund a takeover or management buyout, the fund can be cashed out and either replaced with an inferior fund and IOU or a husk and the ratepayer then has to step in the bailout a failed operation, or an operator that seeks monopoly rents

True a buy could be funded by leveraging against a commitment to fund say future maintenance but the temptation to cash-out and run is more intense with a hypothecated fund.

The other temptation is to renege on contracts already made.

It would be unfair to introduce a charge such as an annual service or maintenance charge on those plots that were purchased as perpetual or permanent plots.

The dead cannot speak for themselves, and its very unlikely that their executors can either, so it is tempting to add a service charge, then say it hasn't been paid for some years, and thus the cemetery operator feels free to dis-inter the remains, dispose of them and then resell the plot to defray expenses. Sure this is a sceptical view of future worlds and it is. Forewarned is forewarned and our Councillors and Council officers better can act as the guardians of our collective conscience to see that undertakings fairly made are not forgotten.

Aim to provide a good service, broad enough for all that need it. Use staff that love their job, and respect both living and dead, and pay the staff well enough that they enjoy their work and do not resent it. Fund the work out of annual rates revenue (and provide plots etc at marginal cost). This revenue adjusts with the economy and is very robust.

Key actions 2.2 talks about meeting best practice standards of accessibility, but will you be able to get a walker across the Newstead lawn cemetery?

A plea especially for Newstead please do not run ride-on mowers over headstones, it damages them and frankly defiles the grave.

If you must use the JCB to open a grave please layout suitable matting and ply to protect any graves crossed; or better still mower by hand and dig by hand.

Is it said that the original long-term maintenance of Newstead's lawns was to be by grazing sheep, they might well do a better job, their feet would help compact the soil, and their teeth don't chip grave markers.

Please get some good topsoil riddle it, water and spread to level out the dips on the lawn. Yes I know it is a working cemetery and there is little top soil there and no irrigation. All true and all true of Seddon park before it was changed to a sand based field. The old Seddon park was smooth. So good lawn can be got if it is wanted and the work applied.

Yours faithfully. Myles Pollard

**Committee:** Cemetery Management Plan      **Date:** 31 March 2015  
**Report Name:** Draft Hamilton Cemeteries Management Plan -  
 Deliberations and Decision-Making      **Author:** Renee McMillan

<b>Report Status</b>	<i>Open</i>
<b>Strategy, Policy or Plan context</b>	<i>Cemeteries Management Plan</i>
<b>Financial status</b>	<i>There is not budget allocated</i>
<b>Assessment of significance</b>	<i>Having regard to the decision making provisions in the LGA 2002 and Councils Significance Policy, a decision in accordance with the recommendations is not considered to have a high degree of significance</i>

## 1. Purpose of the Report

2. The purpose of this report is to present proposed changes to the draft Hamilton Cemeteries Management Plan (draft Plan) as a result of the consultation process for Hearings Panel and subsequent Council adoption.

## 3. Executive Summary

4. At its 19 November 2014 meeting, Strategy and Policy Committee resolved the draft Plan be approved for public consultation and to appoint a Hearings Panel to hear and deliberate on submissions.
5. Submissions were invited over a two-month period with the closing date being 10 February 2015.
6. In total fourteen (14) submissions were received with seven (7) submitters heard by the Hearings Panel.
7. Generally, the submissions were in support of the direction of the draft Plan or addressed operational issues.
8. Staff recommend minor changes to the draft Plan to provide clarify on matters raised by submitters.

## 9. Recommendations from Management

That the:

- a) Report be received;
- b) proposed changes to the draft Hamilton Cemeteries Management Plan be accepted; and
- c) Hearings Panel makes a recommendation to the Strategy and Policy Committee to adopt the finalised Hamilton Cemeteries Management Plan as operative.

d) submitters be thanked for their time.

## 10. Attachments

11. Attachment 1 - Draft Hamilton Cemeteries Management Plan including recommended changes

## 12. Key Issues

13. The following table shows the key themes that were discussed in submissions and the number of submitters that addressed each of these themes.

14. Generally, the submissions were in support of the direction of the draft Plan or addressed operational issues.

Themes	No. of submissions
1. Generally protecting and sustaining Hamilton cemeteries for the future	9 submitters (64%)
2. Need for further development of services and facilities	10 submitters (72%)
3. Need for greater accessibility	4 submitters (29%)
4. Financial sustainability and user considerations	10 submitters (72%)
5. Land use and expansion	3 submitters (21%)
6. Stewardship management model	1 submitter (7%)

15. Based on the submissions, staff recommend four minor changes to the draft Plan. These are to provide clarity on matters raised by submitters.

16. The recommended changes are included in the draft Plan in Attachment 1 and highlighted.

17. Staff recommend the Hearings Panel accept the proposed changes and make recommendation to the Strategy and Policy Committee to recommend to Council to adopt the finalised Hamilton Cemeteries Management Plan as Operative.

## 18. Financial and Resourcing Implications

19. Consultation costs have been covered within existing budgets.

20. Implementation of the draft Plan will be dependent on funding and feasibility.

## 21. Risk

22. There are no tangible risks associated with this consultation process.

## Signatory

Authoriser	Lance Vervoort, General Manager Community
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# Hamilton Cemeteries Draft Management Plan

2015



## PART 1: INTRODUCTION

### Three distinct cemeteries: a lot to take care of

Hamilton City Council provides, manages and maintains three cemeteries: Hamilton Park Cemetery at Newstead, and the heritage cemeteries in Hamilton East (near Hamilton Gardens) and Hamilton West (near Waikato Stadium).

**Hamilton Park Cemetery** opened in 1957 with the crematorium and chapel facilities operating since 1963. Each year we carry out more than 1400 cremations and 230 casket burials, about 460 services, and several hundred ash burials. From our office based at this site we provide frontline customer services and maintenance of cemetery records, including the online cemetery database. The cemetery's footprint is currently 18 hectares, with a further 14 hectares available for future development.

**Hamilton East Cemetery** was established in 1865 and is the resting place of more than 14,000 people. The cemetery has been closed since 1992 with a limit to reserved plot burials only. As the oldest and longest-operating cemetery in Hamilton, Hamilton East Cemetery has considerable historic significance as a record of notable Hamilton residents and the development of the settlement over nearly 150 years.

**Hamilton West Cemetery** opened in late 1870 and was closed in 1975. It's the resting place of 1,612 people, many of them members of the Fourth Waikato Militia and their families. Hamilton West Cemetery has considerable historic significance associated with the establishment of Hamilton.

The location of each of the cemeteries is shown in Appendix 1 and their full legal description is detailed in Appendix 2.



### The Cemeteries Management Plan: why do we need a new one?

The Reserves Act 1977 requires reserves to be managed and developed in alignment with their classified purpose. Our cemeteries are classified "Local Purpose Cemetery".

The existing management plan for Hamilton's cemeteries was developed in 1999 and needed a comprehensive review to move with the times. This Draft Management Plan is a response to community and stakeholder views and comments, changing

demographics, current and long-term challenges, and the legislative and planning framework applicable to cemeteries and historic heritage resources. It shows our community and stakeholders how we will sustainably develop Hamilton Park Cemetery to meet the current and future burial and cremation needs of the city and region, at the same time as managing and actively protecting our two heritage cemeteries. The new plan will also guide staff from an operational perspective, identifying key actions which need to be taken to achieve the vision for Hamilton Cemeteries.

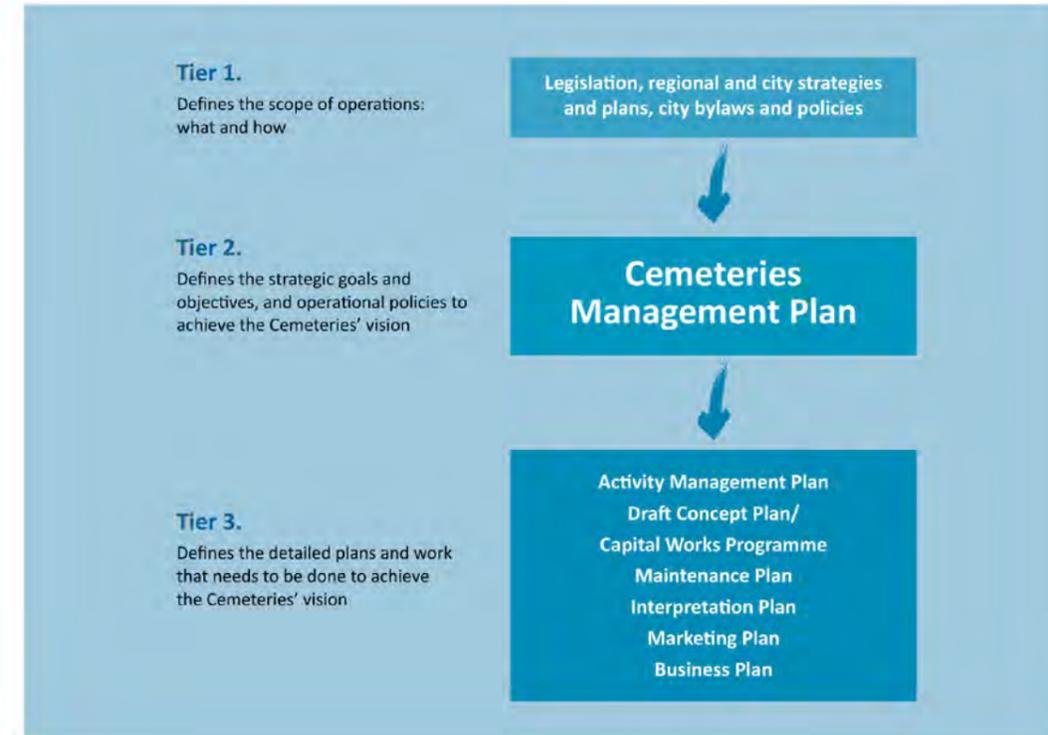
Implementation of the new plan will be subject to resources.

### The Cemeteries Management Plan: how does it fit into the planning framework?

The Draft Management Plan does more than establish desired use and values for our cemeteries. It also sets a strategic path for the next 10 years, to guide their operation, development, protection and public use, through defined strategic goals and objectives, and operational policies and key actions.

Figure 1 shows the Draft Management Plan sits at Tier 2 within the overall planning framework: linking legislation, regional and city strategies and plans, and Council bylaws and policies (Tier 1) to the more detailed operational plans specific to Hamilton Cemeteries (Tier 3).

Figure 1. Conceptual Planning Context



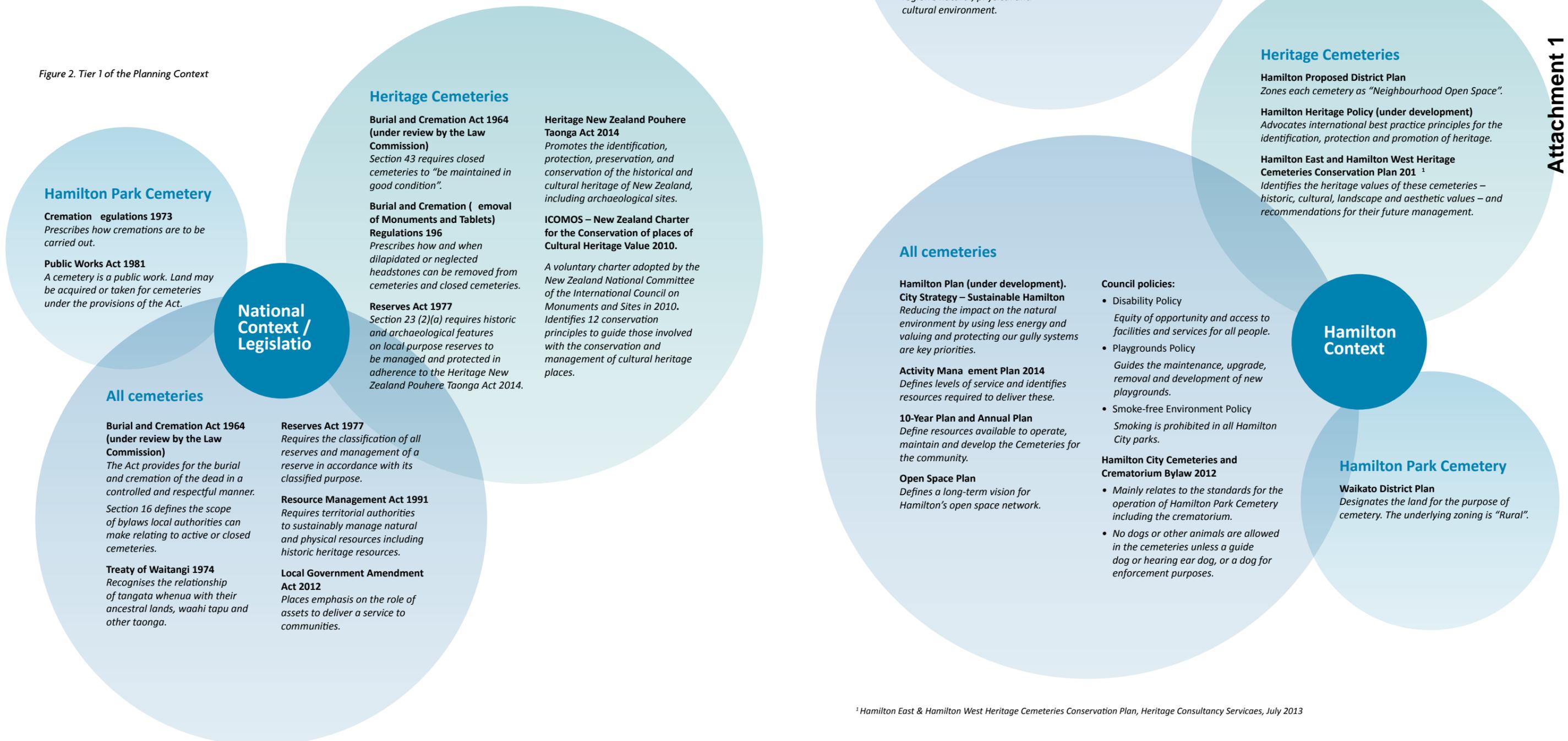


# PART 2: PLANNING CONTEXT

Legislation, regional and city strategies and plans, city bylaws and policies sit at the top tier of the planning framework. They define what activities are permitted or not permitted at our cemeteries and crematorium, and how those permitted activities should or must be carried out.

Figure 2 summarises how each element of the first tier of the planning framework impacts on the management of and future planning for our cemeteries. Some elements impact on the heritage cemeteries or Hamilton Park Cemetery, while the majority impact on all of Hamilton’s cemeteries.

Figure 2. Tier 1 of the Planning Context



<sup>1</sup> Hamilton East & Hamilton West Heritage Cemeteries Conservation Plan, Heritage Consultancy Services, July 2013



### Impact of changes to the Planning Context

Legislation, regional and city strategies and plans, city bylaws and policies change over time. Two key elements of the first tier planning framework will be changing in the immediate future: the Burial and Cremation Act and Hamilton City Council's 10-Year Plan. Detailed operational plans may need to be updated to realign with any confirmed changes.

#### Review of burial and cremation law

The primary purpose of the Burial and Cremation Act (the Act) is to ensure every community has access to places for burial and cremation. Cemeteries are an essential public service and local authorities have the legal responsibility for providing them. Local authorities are not legally obliged to provide cremation services.

The Law Commission is undertaking a first principles review of the Act<sup>7</sup>. It is considering the roles central and local government and the private sector should play in providing and managing cemeteries and crematoria, and potential law reform to bring cemetery land management under the Resource Management Act.

The specific challenges of the potential law reform are discussed later in this Draft Plan. Any law reform is likely to take effect in 2015/16.

#### Hamilton City Council's 10-Year Plan

This plan is reviewed every three years, with the 2015-25 plan currently under development. Funding for priorities, including priorities identified in the Draft Management Plan, is approved by Council following public consultation. The 2015-25 10-Year Plan will be formally adopted by Council towards the end of June 2015.



<sup>7</sup> <http://ip34.publications.lawcom.govt.nz/Summary+and+questions+for+public+consultation/Purpose+and+scope+of+the+review>, downloaded at 20 September 2014



## PART 3: OUR VISION

Our vision for Hamilton Cemeteries is to provide burial and cremation services in a respectful way, in beautiful park settings where the community can remember loved ones and appreciate our city's heritage.

Recognising the distinct differences between our active and closed cemeteries, our aspiration is to:

- deliver outstanding customer service and best practice in our operations and sustainability at Hamilton Park Cemetery; and
- protect the heritage values of Hamilton West and Hamilton East cemeteries through best practice conservation.

## PART 4: STRATEGIC CHALLENGES: AN EYE TO THE PAST, PRESENT AND FUTURE

We have identified seven key challenges to achieving our vision and aspirations.

### Looking after what we've got

1. **Our two heritage cemeteries hold significant heritage value, reflecting the city's early communities.**

Without appropriate protection and care this will be lost over time. We want to do the right things, the right way, to protect our heritage cemeteries for the enjoyment of current and future generations. We also want to encourage our communities to play their part in protecting and appreciating our past.

2. **We provide peaceful park settings for people to remember and celebrate the life of their loved ones.**

We want to protect and enhance the character of our sites, and sustainably use natural resources.

### Responding to customer needs

3. **Our communities are becoming more diverse. Hamilton has more than a hundred ethnicities represented in the community<sup>3</sup>.**

We want to appropriately enhance our services and amenities to meet different cultural and spiritual requirements. We will need to continue to offer a range of burial and ash interment options to meet diverse and changing customer expectations.

4. **Services, amenities and information are not always available in the ways our customers want.**

As a result of law reform, the cemetery sector may be opened up to independent providers and make it possible

for New Zealanders to be buried on private land. We want our facilities, online services, office hours and burial and cremation services to meet customer needs so we can continue to be the preferred provider of cemetery services within the region.

### Looking ahead

5. **The population in Hamilton and the surrounding areas is increasing and there is a growing ageing population. According to Statistics New Zealand, annual deaths within the Hamilton Park Cemetery catchment are projected to increase from 2,644 in 2015 to 4,184 in 2045<sup>4</sup>.**

To meet demand we will need to continue the extension of burial and ash interment lawns at Hamilton Park Cemetery, maximise land use, and plan to acquire additional land.

6. **The current funding model for Hamilton Cemeteries covers operating costs, but will not be able to sustain future needs.**

We need to develop a financially-sustainable business model to fund expansion, development and long-term maintenance commitments.

7. **Capturing the hearts and minds of the community.**

Increasing our community's understanding and appreciation of our heritage cemeteries will help us all care for and value our cemeteries now and into the future.

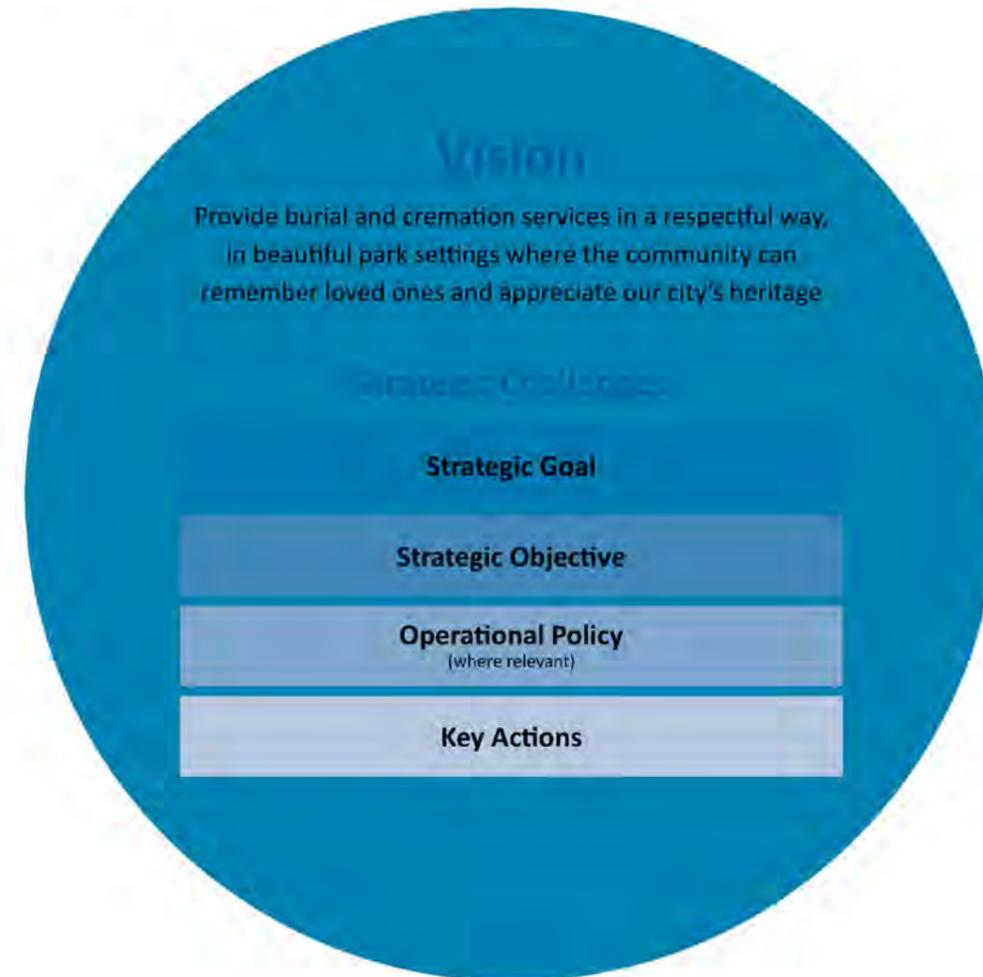
<sup>3</sup> 2013 Census

<sup>4</sup> Births and Deaths: Year ended December 2013 – Statistics New Zealand

## PART 5: ACHIEVING THE VISION

The Draft Management Plan will help deliver our vision for Hamilton Cemeteries by responding to the identified strategic challenges, discussed under three groupings: Looking after what we've got; Responding to customer needs; and Looking ahead.

The strategic goals, strategic objectives, operational policies and key actions respond to these strategic challenges and align with the vision.





Looking a er what we’ve got

**GOAL 1**

*Protect and sustain Hamilton Cemeteries for current and future generations*

**Challenge: Protection of Heri age**

The Hamilton East and Hamilton West Heritage Cemeteries Conservation Plan (Conservation Plan), commissioned in 2013, identifies the heritage values of the respective sites. They each have features of historic, cultural, landscape and aesthetic significance.

Our two heritage cemeteries are pre-1900 sites which defines them as “archaeological sites” under the Heritage New Zealand Pouhere Taonga Act 2014 and means certain requirements must be met, including the need to consult with Heritage New Zealand to determine the requirement for an Archaeological Authority in the event of ground disturbance. The Resource Management Act also requires territorial authorities to sustainably manage natural and physical resources including “historic heritage resources” which incorporates both heritage cemeteries. At a local level neither cemetery is covered by any type of heritage protection overlay in the current or proposed Hamilton District Plan. This could be considered for the future to recognise, protect and enhance their historic heritage status.

HERITAGE CEMETERIES	
<b>Objecti e 1.1</b>	Provide long-term protection to our heritage cemeteries.
<b>Policy 1.1</b>	Recognise and protect the historic, cultural, landscape and aesthetic significance of our heritage cemeteries.
<b>Key Actions 1.1</b>	<ul style="list-style-type: none"> <li>Consider scheduling Hamilton East and Hamilton West cemeteries as significant archaeological, historic and cultural sites in the Hamilton District Plan.</li> <li>Identify the location of all human remains within Hamilton East and West cemeteries.</li> <li>Establish a Friends of Hamilton Cemeteries group to champion stewardship and restoration work.</li> <li>Establish a Heritage Cemeteries Advisory group to oversee and advise on headstone/monument restoration requests, initiatives or issues.</li> </ul>

<sup>5</sup> Available at <http://www.icomos.org.nz/nzcharters.htm>

**Challenge: Appropriate Maintenance and Conservatio**

Appropriate maintenance of our heritage sites can only be achieved by applying best practice conservation principles. The Hamilton East and Hamilton West Heritage Cemeteries Conservation Plan draws upon the ICOMOS (International Council Of Monuments and Sites) conservation principles<sup>5</sup>.

The development of a comprehensive maintenance plan, based on the Conservation Plan, will ensure heritage values are protected. Appropriate changes will also be made to service level agreements and maintenance contracts to ensure all maintenance work is carried out appropriately. Slowing the degradation of ageing headstones through appropriate maintenance, managing vandalism, pest control and maintaining heritage landscape features will remain important. In terms of prioritising identified maintenance, fundamentally the safety of people must come first.

Different parts of each of the heritage cemeteries reflect changing beliefs, values and styles. Design guidelines will be important to ensure heritage values are not degraded or lost with public space improvements such as signage, furniture and other built amenities.

In its review of law around burial and cremation, the Law Commission is considering a change to the resource management framework to require local authorities to maintain all cemeteries under their control to a minimum standard and adequately protect their heritage values.

HERITAGE CEMETERIES	
<b>Objecti e 1.2</b>	Follow best practice management for our heritage cemeteries to minimise loss of heritage values.
<b>Policy 1.2</b>	Conserve our heritage cemeteries in keeping with best practice conservation principles.
<b>Key Actions 1.2</b>	<ul style="list-style-type: none"> <li>Develop a comprehensive maintenance plan to implement the recommendations of the Conservation Plan.</li> <li>Carry out stabilisation, maintenance, repair, restoration or reconstruction of monuments in line with recommendations of the Conservation Plan.</li> <li>Update maintenance contracts and service level agreements with service providers in alignment with the maintenance plan.</li> <li>Implement a continuing programme of maintenance and conservation.</li> <li>Develop design guidelines for Hamilton East and Hamilton West cemeteries to ensure signage, monuments, furniture and other built amenities reflect the character or historic context of these places.</li> </ul>

**Challenge: Environmental Sustainability**

Our cemeteries are part of Hamilton’s open space network which includes parks and reserves. Managing potential negative impacts of our cemetery and crematorium operations on natural resources (air, water and land), responsible use of these natural resources, and enhancing the natural environment are key priorities.

**Water and Air**

Hamilton Park Cemetery has existing “discharge to air” resource consents issued by Waikato Regional Council for its two cremators, which are serviced to ensure optimal operation. A resource consent condition is that the water quality of the unnamed tributary of the Manganou Stream is monitored. Full compliance with all consent conditions has consistently been achieved over many years.

As new areas are developed at Hamilton Park Cemetery water table levels are monitored, to minimise effects on water tables and contaminants discharged to soil.

**Land**

Recycling of titanium joints and other metals remaining after cremation is being investigated, as an alternative to burial.

Regeneration of the native vegetation within Hamilton Park Cemetery gully areas is considered an important activity in enhancing, and providing opportunities for visitors to enjoy, the natural environment.

Looking to the future, sustainability initiatives such as eco-friendly construction methods, sustainable energy technologies and water harvesting could be incorporated into new buildings and developments.

HAMILTON PARK CEMETERY	
<b>Objecti e 1.3</b>	Provide long-term stewardship of the environment.
<b>Policy 1.3</b>	Protect natural resources through continuing best practice operations and ongoing monitoring. Use natural resources wisely. Enhance the environment.
<b>Key Actions 1.3</b>	<ul style="list-style-type: none"> <li>Enhance native planting in the gully that is partially on and adjacent to the Hamilton Park Cemetery site.</li> <li>Incorporate eco-friendly construction methods, energy-efficient technologies and water harvesting into new buildings and structures, where possible.</li> </ul>





## Responding to customer needs

### GOAL 2

#### Services and facilities are responsive to diverse customer needs

#### Challenge: Meeting cultural and spiritual needs

A fundamental principle of the Burial and Cremation Act (the Act) is the dead are buried or cremated in a controlled and respectful manner. The Act was formulated at a time when our communities were far less diverse than they are today. In considering reform of this legislation, the Law Commission is reviewing if the law is meeting New Zealanders' needs and expectations when it comes to how we approach death, the services available to the bereaved, and the options available for the final disposition of human remains. A change they are considering is to require local authorities to consult more closely with their communities and in particular ethnic groups over the development and management of new and existing cemeteries.

Hamilton is a multi-cultural city. Hamilton Park Cemetery already has areas set aside for Muslim, Jewish and Exclusive Brethren burials for Hamilton and the wider Waikato region. We think it is important to have a clear set of criteria to assess applications from cultural and denominational groups for designated areas or "new" memorialisation methods or structures. Applications will be assessed against the following criteria:

- Compliance with bylaws and legislation;
- Land availability;
- The ability of the group to fund its proposed capital input and ongoing maintenance in perpetuity by demonstrating financial sustainability;
- Sufficient population to warrant an area being set aside for the cultural or denominational group;
- Site suitability in relation to existing amenities or proposed developments.

The final approval of an application will be at the discretion of the Cemeteries Manager.

We will realign our criteria with any legislative changes.

With regard to Maaori tribal identity and integrity, we acknowledge the imperatives of tikanga as it relates to death, mourning and the tangihanga are significant and deeply held. There are also strong connections to other significant aspects of tikanga including connections to whenua (land), tapu (sacredness or separateness), whakapapa (ancestry) and whanaungatanga (the centrality of relationships to the Maaori way of life). The Conservation Plan outlines a number of recommendations to appropriately recognise these cultural values at our heritage cemeteries, represented as four key actions.

Hamilton Cemeteries supports alternative burial practices and a natural burial area was opened at Newstead in 2013 in response to an increasing number of customer requests.

ALL CEMETERIES	
<b>Objective 2.1</b>	Culturally-inclusive approaches to management and development at our cemeteries, particularly with regard to tangata whenua.
<b>Policy 2.1</b>	Respond to the diverse spiritual, cultural and familial needs of the community, within the context of relevant laws and bylaws.  Actively observe Maaori protocols.
<b>Key Actions 2.1</b>	<ul style="list-style-type: none"> <li>• Implement a set of clear and transparent assessment criteria for cultural and denominational groups, as proposed in this Draft Plan.</li> <li>• Plant kawakawa and/or low-growing ferns upon the graves of Maaori ancestors for use in religious rites and rituals.</li> <li>• Enable hapu to honour their ancestors with carved pou or other forms of cultural recognition in the style of their tribal origins, based on traditional graves or waahi tapu seen during the 1840s.</li> <li>• Support Maaori descendants to exhume the remains of their ancestors and set aside the original place of burial as waahi tapu.</li> <li>• Respect Maaori tikanga and guardianship (kaitiakitanga) if Maaori ancestral remains are found in unmarked graves within the grounds of the cemetery.</li> </ul>

#### Challenge: Meeting access need

Equity of access to facilities, services and information – from a physical, virtual or affordability perspective – is an important issue for our communities.

Customers want our office to open on Saturdays for account payments, enquiries, plot purchases and service arrangements. They also want improved online access to burial information relating to our active and closed cemeteries.

Customers and funeral directors say our current burial and crematorium operating hours should align with normal business hours. Currently customers incur an after-hours fee for burial

and services after 4.00pm and cremations after 4.30pm. These additional charges particularly impact religious groups with strict protocols around how quickly the deceased must be buried.

Fees and charges are currently set to recover 100 per cent of operating costs. Recent stakeholder feedback is burial plot fees are high at Hamilton Park Cemetery, making plots unaffordable for some families. In some cultures and religions cremation is prohibited, leaving families with currently no alternative burial location within Hamilton. We acknowledge the ongoing need to offer our community a range of burial and ash interment and memorialisation options, with fair pricing, within the context of a robust financial model. Financial sustainability of our cemeteries is discussed later as a strategic challenge.

The only public toilet available outside operating hours at Hamilton Park Cemetery is alongside the Chapel complex and does not have wheelchair access. A new accessible toilet is identified as part of the Draft Concept Plan (marked "C" on Figure 3).

<b>Objective 2.2</b>	Improve access to information, services and facilities.
<b>Policy 2.2</b>	Ensure cemeteries cater for different needs in terms of service levels.
<b>Key Actions 2.2</b>	<ul style="list-style-type: none"> <li>• Continue to offer a range of burial and ash interment and memorialisation options.</li> <li>• Review opening hours and sexton services in response to community demand.</li> <li>• <b>Ensure all proposed renewal of existing facilities and services meet best practice accessible standards.</b></li> <li>• Improve online access to services and information by leveraging new technologies.</li> </ul>

#### Challenge: Improving the overall customer experience

The Draft Concept Plan for Hamilton Park Cemetery is a response to changing and diverse community needs. It is also a response to the potential for increased competition, as a result of possible law reform opening up the cemetery sector to independent providers and making it possible for New Zealanders to be buried on private land.

Several stakeholders have already shared their ideas about potential future improvements for Hamilton Park Cemetery, which helped us formulate a Draft Concept Plan for the development of the site. We've also listened to what our customers have been saying over recent years. To continue to be the preferred provider of cemetery services within the region we need to continue to enhance the overall customer experience.

There are six proposed development features, labelled A, B, C, D, G and H on the Draft Concept Plan (Figure 3). Timing of development will be dependent on funding and feasibility. Detailed design of proposed facilities, internal roading and landscape features has not been completed.



Figure 3. Draft Concept Plan



**A. Reception/Administration and Lounge**

We believe there's value in constructing a new complex to include a reception area for after-service gatherings, a modern administration/customer facility, and lounge facility for services of up to 100 people. Co-locating a reception, lounge and administration facility under one roof would enable staff to be immediately available and on hand for customers' needs.

**New Reception Area**

Currently Hamilton Park Cemetery does not offer an on-site venue for family and friends to share refreshments and stories of their loved ones following the service. A reception facility would enable the cemetery to provide a complete venue for services.

**Improved Administration Area**

The current administration building is very small and can become cramped. We understand customers' need for privacy, but we have no way of accommodating this in our current facility.

**Another Lounge Facility Option**

The current lounge adjoined to the crematorium is most suited for viewings and small committal services. Although nicely presented internally and maintained to a high standard by our team, there is no outlook as the building has no windows, so people get a sense of being locked in when the doors are closed. Because the room is next to the crematorium, the sound of the

cremators is noticeable and is often commented on by funeral attendees. The chapel is best suited to large gatherings of about 240 people while the crematorium lounge only accommodates 30 people. There is growing demand for a lounge with the capacity to hold 80-100 people, with windows and taking advantage of the beautiful views at the cemetery.

**B. Works Depot**

*The development of a centrally-located workshop will better accommodate the expanding cemetery.*

- We have no wash-down area for work vehicles or designated workspace for staff to carry out vehicle and plant maintenance.
- The cemetery fleet is housed in the same area as the funeral director entrance to the crematorium which is unsuitable.
- As the cemetery expands closer to Vaile Road, the work depot would ideally be moved to a location more centrally located to where current and future activity is. This will save cemetery vehicles having to cover greater distances for burial and other activities.

**C. Toilet Block**

*Construct a new, modern and accessible toilet block.*

Current public toilets are some distance from burial lawns where the public most often visit. Our current toilets are not accessible-friendly.

**D. Outdoor Committal Shelter**

The cemetery receives requests to have outdoor services. An open-air shelter would enable this and other gatherings such as unveilings and anniversaries. It would also provide outdoor shelter for impromptu gatherings.

**G. Upgrade of existing Morrinsville Road Entrance**

An upgraded entrance into Hamilton Park Cemetery would reflect the importance of the site and improve after-hours security.

**H. Children's Play Area**

Feedback from stakeholders over many years supports a child-friendly space to help demystify cemeteries for children, and make family visits to the cemetery a more welcoming and positive experience. Incorporating children's play areas in active cemeteries is becoming common practice in Australian metropolitan cities.

HAMILTON PARK CEMETERY	
<b>Objective 2.3</b>	Develop fit-for-purpose facilities, services and activities to improve the experience of visitors, should a business case support these.
<b>Key Actions 2.3:</b>	<ul style="list-style-type: none"> <li>• Implement the Draft Concept Plan, as resources allow:                             <ul style="list-style-type: none"> <li>A. Reception/Administration and Lounge</li> <li>B. Works Depot</li> <li>C. Toilet Block</li> <li>D. Outdoor Committal Shelter</li> <li>G. Upgrade of existing Morrinsville Road Entrance</li> <li>H. Children's Play Area</li> </ul> </li> </ul>





Looking ahead

GOAL 3

Meet future needs through sustainable planning and development

Challenge: The ability to meet future demand

As well as being a future plan for the development of amenities, the Draft Concept Plan is a plan for the staged expansion of Hamilton Park Cemetery based on projected demand, driven by population growth, death projections, and burial and cremation trends. This expansion includes extending burial and ash interment lawns and supporting infrastructure, such as water, power and internal roading. The development of new burial areas using space-efficient burial options is becoming increasingly important.

The cemetery has approximately 14 hectares available at Vaile Road for future expansion and development. The New Zealand Riding for the Disabled Association (Waikato Group) currently uses these 14 hectares under lease and licence agreements

which run until 2019. The lease and licence areas are shown in Appendix 3.

Figure 4 shows the approximate staging of the overall site expansion towards Vaile Road, marked Stage 1 through to Stage 4. The start of each stage will depend on burial demand and funding. A new section of the cemetery will need to be created for the burial of children (marked "F" on Figure 3), as part of the Stage 2 expansion from about 2025.

Based on burial and ash interments trends and death projections, we estimate we've got enough land for another 50 years or so. We will look to acquire additional land to enable the continued provision of burial at this site well beyond 50 years.

Sustainable Burial Practice

Since 1990 all burial plots at Hamilton Park Cemetery are dug to a depth to allow two casket burials and four ash interments. It is critical current and remaining land is used sustainably.

Council will need to consider alternatives to increase capacity/ burials per hectare. For example, public mausolea (above-ground burials) and vertical burials are less land-intensive than traditional burials. Mausolea are becoming popular in New Zealand and are proposed in the Draft Concept Plan (marked "E" on Figure 3).

Intensification of existing land could be achieved by identifying unused areas for new graves, redesigning existing roads to free up space for new graves, and encouraging intensified use of existing single-depth graves.

HAMILTON PARK CEMETERY	
<b>Objective 3.1</b>	Plan for the sustainable expansion of Hamilton Park Cemetery.
<b>Policy 3.1</b>	Sustainable land use through sustainable burial activities and options.
<b>Key Actions 3.1</b>	<ul style="list-style-type: none"> <li>Implement the staged expansion of burial and ash interment lawns and supporting infrastructure (Figure 4).</li> <li>Implement the Draft Concept Plan (Figure 3), as resources allow:                             <ul style="list-style-type: none"> <li>E. Mausolea</li> <li>F. New Children's Burial Area</li> </ul> </li> <li>Investigate and offer burial options which are more space-efficient.</li> <li>Intensification of use and reuse of existing sites, where practical.                             <ul style="list-style-type: none"> <li>Identify unused areas for new graves.</li> <li>Consider redesigning roads to free up space for new graves.</li> <li>Encourage intensified use of existing single-depth graves.</li> </ul> </li> </ul>

fee on top of the standard plot purchase fee. This could be considered for residents from outside Hamilton, but may prove to be cost-prohibitive for most families.

If a denominational group wants to pre-purchase the burial rights to an area of the cemetery, the group will need to demonstrate sufficient future demand and financial viability to sustain the area, as part of their application. An option may be for the group to contribute a defined percentage into the Cemeteries Reserve Fund to cover future maintenance.

Council may also need to consider applications to external funding sources to resource heritage conservation projects. External funding is not available for maintenance of a general nature and some grants are restricted to community organisations.

ALL CEMETERIES	
<b>Objective 3.2</b>	Provide long-term stewardship through financial sustainability.
<b>Key Actions 3.2</b>	<ul style="list-style-type: none"> <li>Develop and implement a financially-sustainable business model to fund expansion, development and long-term maintenance.</li> <li>Consider the financial viability of denominational group applications.</li> <li>Identify external funding sources for specific conservation projects at our heritage cemeteries.</li> </ul>

Challenge: Financial Sustainability

Market forces, legislative changes, customer demand and the funding model for Hamilton Cemeteries will all have an impact on financial viability, now and into the future.

The review of burial and cremation law may lead to increased compliance costs and increased market competition, with a potential negative impact on revenue. Currently there is no private cremation operator in Hamilton.

A sustainable financial model must be implemented to fund not only current operational costs, but also future maintenance costs as Hamilton Park Cemetery continues to expand and all three cemeteries continue to age. To achieve true financial sustainability, reserves need to be put aside to fund the costs of long-term maintenance.

The operating costs of the Hamilton Cemeteries are currently 100 per cent cost-recoverable through fees and charges. Capital improvements are funded through the cash-backed Cemeteries Reserve (Endowment) Fund while the renewal of existing assets is funded from rate-funded loans. Previously a "maintenance in perpetuity" fee was charged as part of the plot purchase price and held in the Cemetery Reserve Fund. This fee was removed when the 100 per cent cost-recovery model was adopted. The Cemetery Reserve Fund is now being used for Cemetery development with no money going back into the fund for maintenance in perpetuity. Funding long-term cemetery plot maintenance through an appropriate fee may need to be reinstated. Some local authorities charge an "out-of-district"

Figure 4. Proposed staged expansion of Hamilton Park Cemetery





**GOAL 4**

*Promote appreciation of our city's heritage and encourage its collective stewardship*

**Challenge: Increasing community engagement**

It is important to promote and enhance the social and cultural values of Hamilton's heritage cemeteries as places of passive recreation and learning opportunities. This could be achieved through improved interpretation – highlighting significant heritage features – and making it available in a variety of ways, such as signage, maps, brochures and via smart phone technology. Existing initiatives such as the Hamilton East Heritage Trail and guided tours should continue to be developed. Collaborations with other Council facilities such as Waikato Museum or Hamilton City Libraries could also increase the profile and understanding of the sites.

To enhance the physical experience at Hamilton East Cemetery, an outdoor meeting room is proposed. It would serve as a meeting place for educational or special interest groups, and as a place of quiet reflection at other times.

Public engagement activities could capture the hearts and minds of all generations, and conservation activities could be an engaging and meaningful way to gain community involvement, particularly local iwi.

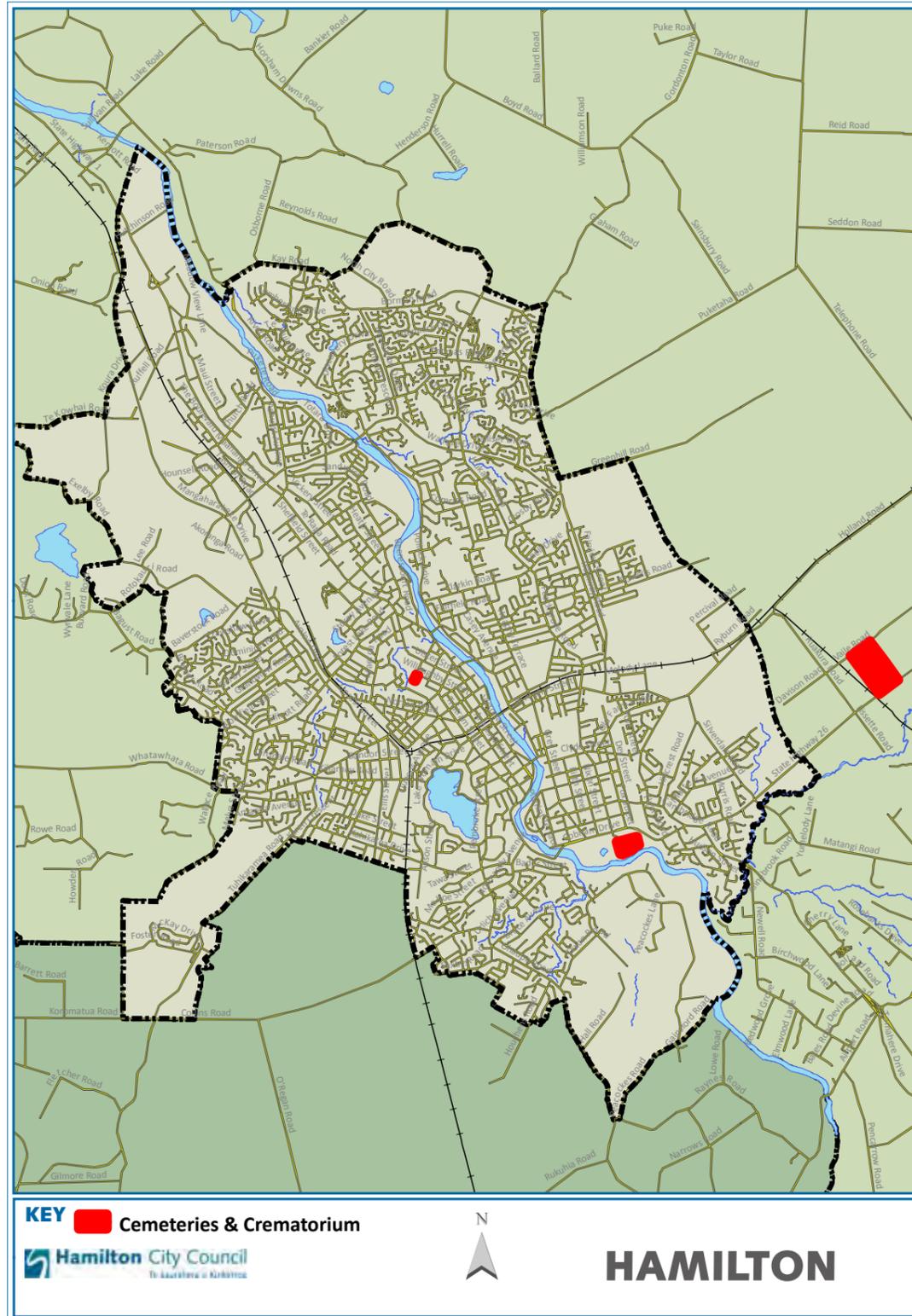
HERITAGE CEMETERIES	
<b>Objective 4.1</b>	Enhance the value of Hamilton's heritage cemeteries to the local community.
<b>Policy 4.1</b>	Introduce facilities, activities and public events to improve the experience of visitors.
<b>Key Actions 4.1:</b>	<ul style="list-style-type: none"> <li>Foster participation in conservation activities with local iwi, recognising the importance for Maaori of tupuna buried at our heritage cemeteries.</li> <li>Develop the proposed Outdoor Meeting Room at Hamilton East Cemetery as a place of reflection for visitors and meeting place for heritage tour groups.</li> <li>Improve interpretation, signage and maps to improve orientation and understanding for visitors.</li> <li>Update the Heritage Trail to include Hamilton West Cemetery and reflect new research.</li> <li>Consider accessibility and use of smart phone technology.</li> <li>Develop a programme of guided heritage trail walks, tours and other appropriate public engagement to showcase our heritage cemeteries.</li> <li>Explore opportunities to promote and showcase the heritage values of our cemeteries, including potential publications and exhibition opportunities. Explore partnerships with Waikato Museum, Hamilton City Libraries and schools.</li> </ul>





Appendices

Appendix 1: Location Map of Hamilton Cemeteries



Appendix 2: Legal status of Hamilton Cemeteries

	HAMILTON PARK CEMETERY	HAMILTON WEST CEMETERY	HAMILTON EAST CEMETERY
<b>Locatio</b>	395 Morrinsville Road, Newstead	Willoughby Street	Hungerford Crescent
<b>Legal Descriptio</b>	Allotment 282, Kirikiriroa Parish Certificate of title 556/230	Allotments 213 and 214, Town of Hamilton West Certificate of title 411135	Part Allotment 252, Kirikiriroa Parish
<b>Size</b>	32.3748 hectares	8092 square metres	3.2366 hectares
<b>Reserves Act classifi atio</b>	Local purpose (cemetery) reserve New Zealand Gazette 1990 page 1953 registered as Instrument H958078	Local purpose (cemetery) reserve New Zealand Gazette 1988 page 268 registered as Instrument H779039	Local purpose (cemetery) reserve Part New Zealand Gazette 1985 page 141 registered as Instrument H571265
<b>Nature of activit</b>	Operational cemetery and crematorium	Maintenance of a heritage site	Maintenance of a heritage site. Closed since 1992 with a limit to reserved plot burials only. The majority of the reserves (75%) will lapse by 2020

Appendix 3: New Zealand Riding for the Disabled Association (Waikato Group) Lease and Licence Areas



Item 5

Attachment 1



#### Appendix 4: Glossary

**Conservation** means all the processes of understanding and caring for a place to safeguard its cultural heritage value. Conservation is based on respect for the existing fabric, associations, meanings, and use of the place. It requires a cautious approach of doing as much work as necessary but as little as possible, and retaining authenticity and integrity, to ensure that the place and its values are passed on to future generations.

**Conservation plan** means an objective report which documents the history, fabric, and cultural heritage value of a place, assesses its cultural heritage significance, describes the condition of the place, outlines conservation policies for managing the place, and makes recommendations for the conservation of the place.

**Cultural heritage value/s** means possessing aesthetic, archaeological, architectural, commemorative, functional, historical, landscape, monumental, scientific, social, spiritual, symbolic, technological, traditional, or other tangible or intangible values, associated with human activity.

**Maintenance** means regular and on-going protective care of a place to prevent deterioration and to retain its cultural heritage value.

**Preservation** means to maintain a place with as little change as possible.

**Reconstruction** means to build again as closely as possible to a documented earlier form, using new materials.

**Repair** means to make good decayed or damaged fabric using identical, closely similar, or otherwise appropriate material.

**Restoration** means to return a place to a known earlier form, by reassembly and reinstatement, and/or by removal of elements that detract from its cultural heritage value.

<sup>6</sup> Glossary of terms taken from the ICOMOS New Zealand Charter for the Conservation of Places of Cultural Heritage Value (ICOMOS New Zealand Charter 2010)

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**Item 5**

**Attachment 1**

