



# **RĀRANGI TAKE AGENDA**

## **Rautaki, Whakahaere, me te Ahumoni | Strategy, Operations and Finance Committee Meeting**

**I hereby give notice that a Meeting of the Rautaki, Whakahaere, me te Ahumoni | Strategy, Operations and Finance Committee will be held on:**

**Te Rā | Date: Thursday, 16 November 2023**

**Te Wā | Time: 9.30am**

**Te Wāhi | Location: Council Chamber  
Ground Floor, 175 Rimu Road  
Paraparaumu**

**Kris Pervan  
Group Manager Strategy & Growth**

**Kāpiti Coast District Council**

**Notice is hereby given that a meeting of the Rautaki, Whakahaere, me te Ahumoni | Strategy, Operations and Finance Committee will be held in the Council Chamber, Ground Floor, 175 Rimu Road, Paraparaumu, on Thursday 16 November 2023, 9.30am.**

**Rautaki, Whakahaere, me te Ahumoni | Strategy, Operations and Finance Committee Members**

Cr Sophie Handford	Chair
Cr Liz Koh	Deputy
Mayor Janet Holborow	Member
Deputy Mayor Lawrence Kirby	Member
Cr Glen Cooper	Member
Cr Martin Halliday	Member
Cr Rob Kofoed	Member
Cr Jocelyn Prvanov	Member
Cr Shelly Warwick	Member
Cr Nigel Wilson	Member
Cr Kathy Spiers	Member
Ms Kim Tahiwi	Member
Mr Huriwai Paki	Member
Ātiawa ki Whakarongotai (André Baker or Janine Huxford)	Member

## Te Raupapa Take | Order Of Business

1	Nau Mai   Welcome .....	5
2	Karakia a te Kaunihera   Council Blessing.....	5
3	Whakapāha   Apologies.....	5
4	Te Tauākī o Te Whaitake ki ngā Mea o te Rārangi Take   Declarations of Interest Relating to Items on the Agenda .....	5
5	He Wā Kōrero ki te Marea mō ngā Mea e Hāngai ana ki te Rārangi Take   Public Speaking Time for Items Relating to the Agenda .....	6
6	Ngā Take a Ngā Mema   Members' Business .....	6
7	He Kōrero Hou   Updates.....	6
	Nil	
8	Pūrongo   Reports.....	7
8.1	Asset Management Plan Cemeteries .....	7
8.2	Asset Management Plan- Beach Accessways.....	44
8.3	Asset Management Plan - Recreational Tracks and Trails .....	74
9	Te Whakaū i ngā Āmiki   Confirmation of Minutes .....	98
9.1	Confirmation of Minutes .....	98
10	Purongo Kāore e Wātea ki te Marea   Public Excluded Reports.....	105
	Resolution to Exclude the Public .....	105
10	Closing Karakia.....	106





**1 NAU MAI | WELCOME**

**2 KARAKIA A TE KAUNIHERA | COUNCIL BLESSING**

I a mātou e whiriwhiri ana i ngā take kei mua i ō mātou aroaro, e pono ana mātou ka kaha tonu ki te whakapau mahara huapai mō ngā hapori e mahi nei mātou. Me kaha hoki mātou katoa kia whaihua, kia tōtika tā mātou mahi, ā, mā te māia, te tiro whakamua me te hihiri ka taea te arahi i roto i te kotahitanga me te aroha.

“As we deliberate on the issues before us, we trust that we will reflect positively on the communities we serve. Let us all seek to be effective and just, so that with courage, vision and energy, we provide positive leadership in a spirit of harmony and compassion.”

**Tino Rangatiratanga Flag**

The Tino Rangatiratanga (National Māori) flag was identified through a nationwide consultation process. The National Māori flag is a symbol that complements the NZ flag – displaying the two flags together, side by side, symbolises the Crown and Māori relationship – alongside Te Tiriti o Waitangi already displayed in the chambers, it is fitting and further enhances and gives mana to the Council and Māori partnership. Adopting the flag in chambers will be done so in a way that respects the status of both flags and expresses a spirit of mutual respect and kotahitanga.

The flag was designed in 1989 by three wahine Māori (Linda Munn, Jan Dobson and Hiraina Marsden).

The elements of the flag:

- The black represents Te Kore, the realm of potential being. The long darkness (creation story ref), from where the world emerged.
- The white represents Te Ao Marama the realm of being, the physical world. The koru is symbolic of a curling fern frond, representing the unfolding of new life, hope for the future and the process of renewal.
- The red represents Te Whai Ao the realm of coming into being, Papatūānuku, Earth Mother, sustainer of all living things. Red is the colour of the earth from which the first human was made.

Having both flags visible does not diminish one from the other but acknowledges our collective approach to the betterment of our community in partnership, alongside one another. It is a symbolic step forward in our partnership.

**3 WHAKAPĀHA | APOLOGIES**

**4 TE TAUĀKĪ O TE WHAITAKE KI NGĀ MEA O TE RĀRANGI TAKE |  
DECLARATIONS OF INTEREST RELATING TO ITEMS ON THE AGENDA**

Notification from Elected Members of:

4.1 – any interests that may create a conflict with their role as an elected member relating to the items of business for this meeting, and

4.2 – any interests in items in which they have a direct or indirect pecuniary interest as provided for in the Local Authorities (Members' Interests) Act 1968

**5 HE WĀ KŌRERO KI TE MAREA MŌ NGĀ MEA E HĀNGAI ANA KI TE RĀRANGI  
TAKE | PUBLIC SPEAKING TIME FOR ITEMS RELATING TO THE AGENDA**

**6 NGĀ TAKE A NGĀ MEMA | MEMBERS' BUSINESS**

- (a) Leave of Absence
- (b) Matters of an Urgent Nature (advice to be provided to the Chair prior to the commencement of the meeting)

**7 HE KŌRERO HOU | UPDATES**

Nil

## 8 PŪRONGO | REPORTS

### 8.1 ASSET MANAGEMENT PLAN CEMETERIES

Kaituhi | Author: **Claire Winter, Contractor to Kāpiti Coast District Council**

Kaiwhakamana | Authoriser: **Mike Mendonça, Acting Group Manager Place and Space**

### TE PŪTAKE | PURPOSE

- 1 To seek the Committee's approval of the Asset Management Plan Cemeteries in order to inform the Long-Term Plan 2024.

### HE WHAKARĀPOPOTO | EXECUTIVE SUMMARY

- 2 No executive summary is required for this report.

### TE TUKU HAEPA | DELEGATION

- 3 The Strategy, Operations and Finance Committee has the authority to receive this report under section C.1. of the Governance Structure and Delegations 2022-2025.

### TAUNAKITANGA | RECOMMENDATIONS

That the Strategy, Operations and Finance Committee:

- A. Notes the Asset Management Plan Cemeteries.
- B. Approves in principle the Asset Management Plan as the basis for long term planning.

### TŪĀPAPA | BACKGROUND

- 4 Asset management planning is critical for the delivery of sustainable outcomes for our communities. A summary of the draft Asset Management Plan (AMP) Cemeteries was presented to the Social Sustainability Committee on 3<sup>rd</sup> October 2023.
- 5 The Council has a statutory requirement to provide cemetery services. They are critical assets that perform a vital social and health service. The Council owns and operates four cemeteries to meet this obligation and works to keep them attractive and peaceful memorial places that honour and celebrate lost loved ones. As well as this, our cemeteries provide a level of service to:
  - Provide opportunities to explore and research social and genealogical history.
  - Provide online records of the district social history.
  - Enable preservation of historic sites and features.
- 6 As the Kāpiti Coast grows, there will be a growing demand on cemetery facilities in the district.
- 7 This AMP sets out to describe:
  - The existing assets and their condition.
  - Current and future levels of service.
  - Demand management, particularly around growth and identified need in the District.
  - Lifecycle analysis including capital and operating costs.

## HE KŌRERORERO | DISCUSSION

- 8 The draft AMP is enclosed. These assets must be properly managed, and it is important for Councillors to be informed about key risks and issues associated with cemetery assets and services.
- 9 Some key considerations for the Committee include:
- There are four Council owned cemeteries. Privately owned cemeteries such as urupā and cemeteries in churches are not included.
  - Cemeteries must be maintained in perpetuity, even when closed.
  - There is sufficient district wide capacity within the cemeteries, however Waikanae is nearing capacity.
  - A data improvement programme is under way and a new record keeping system is being implemented.
  - An improvement programme is included in the AMP.

## He take | Issues

## Ngā kōwhiringa | Options

### Mana whenua

- 10 The Open Spaces Strategy has been developed in collaboration with mana whenua, using a kaupapa Māori planning framework. The Strategy incorporates strategic planning for cemeteries.

## Panonitanga Āhuarangi me te Taiao | Climate change and Environment

- 11 Adaptation. Generally, cemeteries are in lower flood risk areas. Increased risk of fire can be reduced through good mowing and tree maintenance.
- Mitigation. Increasingly residents are making use of natural burials to reduce environmental impact.

## Ahumoni me ngā rawa | Financial and resourcing

- 12 All financial decisions are processed through the Long-Term Plan.

## Tūraru ā-Ture me te Whakahaere | Legal and Organisational Risk

- 13 Good asset management is a control for risks identified in Council's risk framework.

## Ngā pānga ki ngā kaupapa here | Policy impact

- 14 No policy impacts.

## TE WHAKAWHITI KŌRERO ME TE TŪHONO | COMMUNICATIONS & ENGAGEMENT

- 15 There is no specific communication or engagement planned for this AMP.

## Te mahere tūhono | Engagement planning

- 16 See 15.

[Whakatairanga](#) | [Publicity](#)

## NGĀ ĀPITI HANGA | ATTACHMENTS

1. Asset Management Plan Cemeteries [↓](#)



## Cemeteries Te Kaiwhakahaere Tiakitanga

pg. i



Version No.	Date	Review Date
1	28 September 2023	September 2024

	Name
Author	Claire Winter
Reviewed by	Mike Mendonca, Trevor Jackson, Gareth Eloff, Jennifer Mckenzie
Approved for Issue by	Mike Mendonca

## Table of Contents

1	About this Activity .....	4
1.1	Strategic alignment .....	4
1.2	What we do .....	5
1.3	Funding Policy .....	6
2	Our Assets .....	7
2.1	Asset Condition .....	7
3	Levels of Service .....	14
3.1	Level of service framework .....	14
3.2	Key performance indicators (KPIs) .....	14
3.3	Customers and stakeholders .....	14
3.4	User expectations.....	16
3.5	Customer values .....	16
3.6	Benchmarking – Kāpiti Coast.....	17
3.7	Benchmarking – Other Councils .....	17
4	Demand Management .....	19
4.1	Current Demand.....	19
4.2	Future demand.....	20
4.3	Demand Review – Additional Land for Waikanae .....	21
4.4	Future Strategy.....	21
5	Risk Management.....	22
5.1	Risk management approach .....	22

5.2	Cemeteries Risk Identified.....	22
5.3	Climate change and Cemeteries.....	22
5.4	Hazards and Risks.....	23
5.5	Areas for improvement.....	24
6	Lifecycle Management.....	24
6.1	Overview.....	24
6.2	Asset creation.....	25
6.3	Renewals, Upgrades and New Assets.....	25
6.4	Disposals vs Closed.....	26
7	Financial Summary.....	26
7.1	Financial overview.....	26
	Appendix 1 - Relevant statutes and policies.....	28
	Appendix 2 – Improvement Plan.....	30
	Appendix 3 – Response to Council Strategy.....	32
	Appendix 4 – Maps – Cemeteries.....	33



# 1 About this Activity

## 1.1 Strategic alignment

This Asset Management Plan (AMP) covers the Council's four Cemeteries. This is the first time that the Cemeteries activity has been separated out as a stand-alone paper. The purpose for which is to provide Councillors, Elected Members and the Community with a comprehensive document which summarises the planning for Cemeteries over the 10-year Long Term Plan. This document will:

1. Outline the plan for existing assets.
2. Summarise issues and highlight projects needed in the future to maintain the approved levels of service.
3. It will identify where there are funding requirements, risks, maintenance needs and,
4. Will allow decision makers to make wise and well considered decisions.

According to Wikipedia, the word "Cemetery" is derived from the Greek word meaning "sleeping place". A cemetery, burial ground, gravesite or graveyard is a place where the remains of dead people are buried or otherwise interred. The development and management of community cemeteries in New Zealand has been largely based on a European approach that does not necessarily reflect mana whenua's approach. The Parks and Reserves team are currently engaging with urupā managers in Waikanae to support their endeavours with maintenance assistance and operational planning guidance. There is opportunity to further grow the collaboration to understand the way in which mana whenua manage cemeteries. Recognising Māori protocols and customs needs to be explored and planned for further while looking ahead to future planning needs.

Council will also look to enhance the understanding of other cultural and religious practices to accommodate these as funding and capacity allows.

Kāpiti Coast District Council is not the only provider of Cemetery facilities. There are privately owned facilities in the district such as Urupā which are usually located near marae as well as church cemeteries on certain church grounds in the district. Privately owned facilities are not considered or included in this plan.

Provision of the cemetery assets supports our vision and community outcomes through:

- Providing spaces where people have a sense of belonging and can access the services they need and,
- Taking care of our environment

Additionally, Council has in place, through Te Whakaminenga o Kāpiti's partnership with Council, an annual non-contestable grant made to four iwi urupā on an annual basis.

Figure 1 Our Vision



## 1.2 What we do

The Council is in the business of managing cemeteries because they provide settings for burials and cremation services. The Burial and Cremation Act 1964 states: *"It shall be the duty of every local authority, where sufficient provision is not otherwise made for the burial of the bodies of persons dying within its district, to establish and maintain a suitable cemetery"*.

Council recognises the importance of the cemeteries and works to keep them attractive and peaceful memorial places which honour and celebrate lost loved ones.

Additionally, the cemeteries serve several other functions:

- Provide for the burial needs of the district
- Provide open space areas for quiet contemplation
- Contribute to the character of the district
- Provide places for honouring and celebrating the lives of friends, family and service members
- Provide opportunities to explore and research social and genealogical history
- Provide online records of the district social history
- Enable preservation of historic sites and features

### 1.3 Funding Policy

Cemeteries are funded 30-40% by District-wide general rates and 60-70% by user fees.

In the 2020 Long-Term Plan over the next 10 years there is provision for:

- Capital Expenditure - \$4.7m
- Operating costs - \$4.8m
- Income - \$3.5m

Funding policies are reviewed periodically by Council. Consideration is being given to current pressures on cost of living and the fees charged for interments. Parks and Reserves staff have anecdotally noted an increase in calls regarding the high cost of funerals in general. There are discussions currently in place with funeral homes and service providers around all funeral costs and how Council and service providers can collaborate to support the community.

A liability for all Councils from a cost perspective is that once a cemetery reaches capacity, the maintenance of the site remains in perpetuity without the potential for a portion of cost mitigation through fees and charges.

## 2 Our Assets

Council operates four cemeteries and provides mowing, security, grounds and paths maintenance services to one other.

<u>Council Operated:</u>		<u>Status</u>
Ōtaki Cemetery	32 Anzac Road	Open
Waikanae Cemetery	130 Ngarara Road	Open
Awa Tapu Cemetery	131 Valley Road	Open
Paraparaumu Beach Cemetery	308-316 Kāpiti Road	Closed
<u>Maintenance Services:</u>		
Mackay Family Cemetery	Old State Highway 1, Paekakariki	Maintenance only

### Historical Cemeteries or Urupā

A list of known historical cemeteries and urupā in the Kapiti district.

<u>Historical Urupā</u>
Mira Family Urupā
Arapawaiti Urupā
Takamore Urupā
Ruakohatu Cemetery

### 2.1 Asset Condition

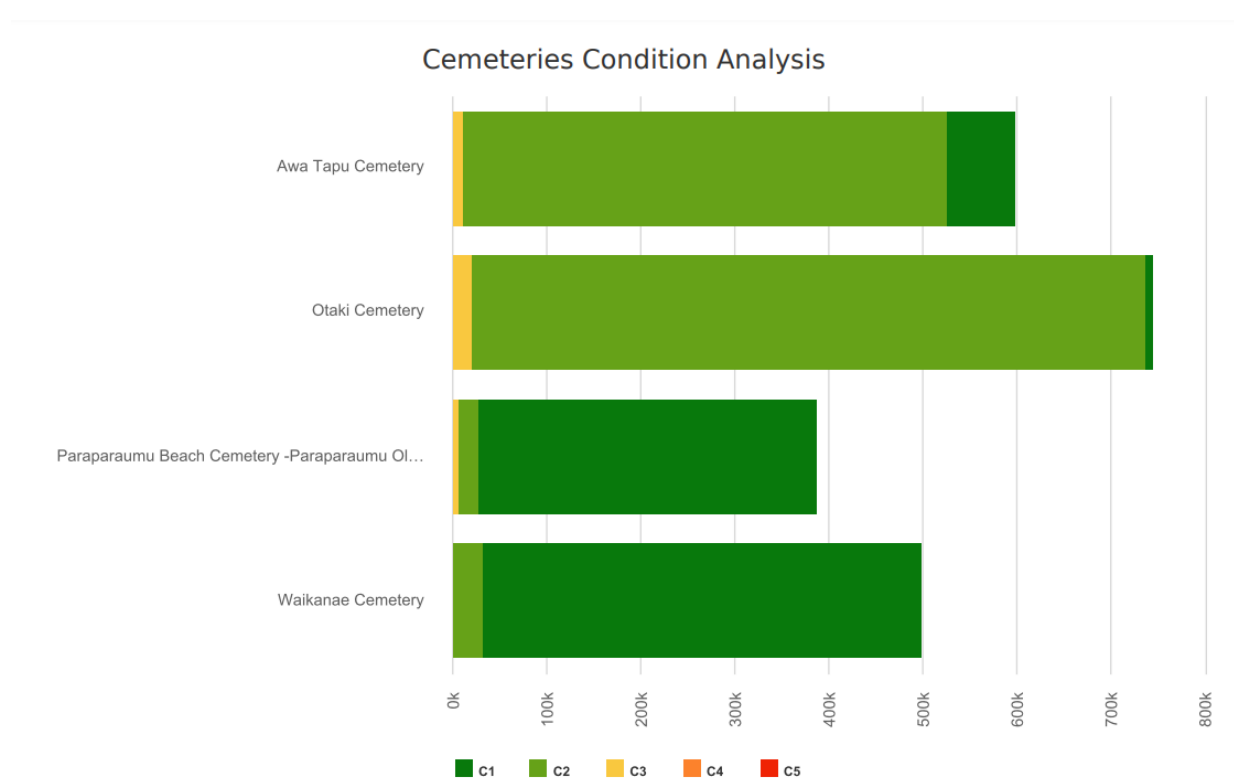
Every three years assets are condition assessed and given a condition grading, which will give an indication of what remaining life is left for the asset or component. Condition ranges from C1 to C5, with C1 considered superior condition, meaning it is assumed to have a significant percentage of its life left. Under this model:

Grading	Assumed % of asset life remaining
C1	100-55%
C2	54-37%
C3	36-25%
C4	24-11%
C5	10-0%

The Cemeteries Condition Analysis below shows that the cemeteries are in Good and Very Good condition. The majority of components considered in the condition assessments will range from roading, footpaths and fencing to park benches and signage. Individual monuments are maintained by the families of the deceased.

Condition assessments for Cemeteries are currently being completed. This will improve the level of confidence in the data and information about the level of renewals needed. Data improvement is on-going.

Figure 2 Condition Analysis



## 2.1.1 Deterioration Curve

Figure 4 Deterioration curve

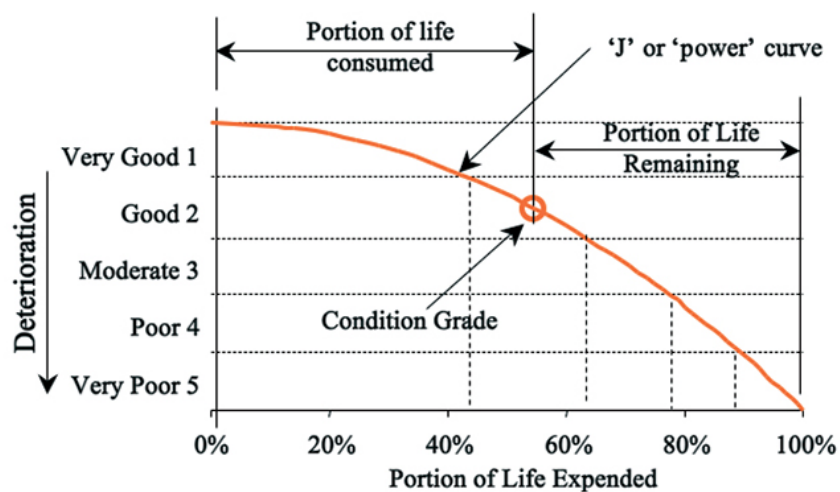






Figure 4 shows the deterioration curve of an asset. Condition declines slowly in the early stages of an asset's life, but as it ages, deterioration happens faster, especially after 50% of the asset life has been consumed.

Cemeteries are relatively simple in terms of componentry when compared to other asset classes such as toilets, however they have other unique operational requirements that have other pressure points such as compassionately handling interment requests and operational planning needs which are discussed in more detail for each cemetery.





Ōtaki Cemetery




<div>Available on site</div> <div>Burial plots</div> <div>Cremation plots</div> <div>Natural burials</div> <div>Ashes gardens</div> <div>RSA memorial gardens</div>	<div>Address: 32 Anzac Road, Ōtaki</div> <div>Size: 3.9ha</div> <div>Description: Ōtaki Cemetery is the northern most cemetery managed by Kāpiti Coast District Council. It is located at the end of Anzac Road and set on 3.9 hectares of fee simple, freehold land. It is the oldest cemetery in Kāpiti and is the first to offer natural burials. There are also garden and monument plots.</div> <div>Open between 7.30am and 4pm daily</div>					<div>Notable work to date:</div> <div>Entrance archway associated with RSA memorial</div>		<div>Current Works:</div> <div>New beams and plinths being installed.</div>	<div>Future Proposed works:</div> <div><div>- Additional ashes gardens driven by demand</div><div>- Driveway extension</div></div>	<div>RV:</div> <div>Capital Value: \$580,000</div> <div>Land Value: 570,000</div>	<div>Legal Description:</div> <div>TITOKITOKI NO 2 2A B1 B2</div> <div>Year Established:</div> <div>1896</div>																																											
	<div>Demand:</div> <div>Of the four cemeteries managed by Kāpiti Coast District Council, Ōtaki Cemetery is the third highest in demand over the 10-year period preceding 2023.</div>					<div>Capacity for the future:</div> <div>Based on previous analysis of demand, Ōtaki Cemetery has sufficient burial capacity until 2080. This is currently under review and will be updated in the next LTP. As growth is anticipated to be higher in the future, this capacity allowance is likely to change. Capacity levels should be formally reviewed every 5 years. This forms part of the improvement plan.</div>																																																
	<div>Demand rates 2013 to 2022:</div> <table><tr><th>Ōtaki Cemetery</th><th>2013</th><th>2014</th><th>2015</th><th>2016</th><th>2017</th><th>2018</th><th>2019</th><th>2020</th><th>2021</th><th>2022</th><th>Grand Total</th></tr><tr><td>Ashes</td><td>17</td><td>32</td><td>16</td><td>27</td><td>28</td><td>29</td><td>29</td><td>20</td><td>27</td><td>31</td><td>256</td></tr><tr><td>Burial</td><td>27</td><td>22</td><td>22</td><td>13</td><td>17</td><td>19</td><td>21</td><td>21</td><td>20</td><td>34</td><td>216</td></tr><tr><td>Grand Total</td><td>44</td><td>54</td><td>38</td><td>40</td><td>45</td><td>48</td><td>50</td><td>41</td><td>47</td><td>65</td><td>472</td></tr></table>							Ōtaki Cemetery	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Grand Total	Ashes	17	32	16	27	28	29	29	20	27	31	256	Burial	27	22	22	13	17	19	21	21	20	34	216	Grand Total	44	54	38	40	45	48	50	41	47	65
Ōtaki Cemetery	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Grand Total																																											
Ashes	17	32	16	27	28	29	29	20	27	31	256																																											
Burial	27	22	22	13	17	19	21	21	20	34	216																																											
Grand Total	44	54	38	40	45	48	50	41	47	65	472																																											
<div>Day to Day:</div> <div>The day-to-day operational works for Ōtaki Cemetery involves lawn mowing, tree planting, weed spraying, preparing burial plots, undertaking interments and general maintenance is undertaken by the Depot Operational team.</div> <div>Other operational repairs include kerb and channelling and asphalt repairs, annual washdowns of park benches, rubbish removal.</div>																																																						
<div>Key Issues/Risks:</div> <div>Vandalism and inappropriate social behaviours have resulted in a need only open the cemeteries from dawn to dusk daily.</div> <div>Operational work specific to Ōtaki Cemetery includes replanting once a year in the rose gardens.</div>																																																						



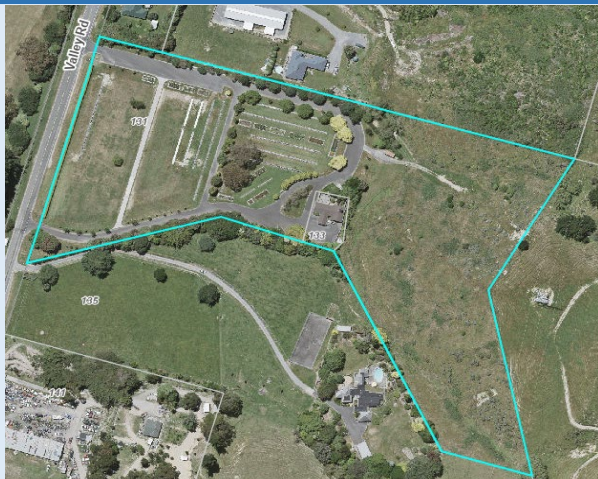










# Awa Tapu Cemetery



<b>Available on site</b> <ul style="list-style-type: none"><li>Burial plots</li><li>Cremation plots</li></ul>		<b>Address:</b> 131 Valley Road, Paraparaumu <b>Size:</b> 4.2ha <b>Description:</b> Awa Tapu Cemetery is the southernmost cemetery managed by Kāpiti Coast District Council. It is located at the along Valley Road and set on 4.2 hectares of fee simple, freehold land. It is the youngest cemetery in Kāpiti. There are also garden and monument plots									
<b>Notable work to date:</b> <ul style="list-style-type: none"><li>Resource consent for chapel and crematorium</li><li>New public toilet</li></ul>		<b>Current Works:</b> <ul style="list-style-type: none"><li>Ashes scattering area being developed with walk ways</li><li>Updated signs boards with map (completed)</li></ul>		<b>Future Proposed Improvements/Projects:</b> <ul style="list-style-type: none"><li>Wishing well for grieving lost infants</li></ul>		<b>RV:</b> Capital Value: \$710,000 Land Value: \$650,000			<b>Legal Description:</b> Lot 2 DP444310 <b>Year Established:</b> 1966		
<b>Demand:</b> Of the four cemeteries managed by Kāpiti Coast District Council, Awa Tapu Cemetery is the youngest. It is the second highest in demand by only 6 interments over the 10-year period preceding 2023.						<b>Capacity for the future:</b> Based on previous analysis of demand, Awa Tapu Cemetery has sufficient burial capacity until 2059. This is currently under review and will be updated in the next LTP and forms part of the improvement plan.					
<b>Demand rates 2013 to 2022:</b>											
Awa Tapu Cemetery	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Grand Total
Ashes	59	50	58	55	83	83	75	80	63	95	701
Burial	27	37	42	18	39	27	27	31	34	33	315
Grand Total	86	87	100	73	122	110	102	111	97	128	1016
<b>Day to Day:</b> The day-to-day operational works for Awa Tapu Cemetery involves lawn mowing, tree planting, spraying, preparing graves, undertaking interments and general maintenance is undertaken by the Depot Operational team. Operational work specific to Awa Tapu Cemetery includes replanting once a year in the rose gardens											
<b>Key Issues/Risks:</b> Vandalism and inappropriate social behaviours have resulted in a need only open the cemeteries from dawn to dusk daily. Clay soil could be concern for flooding or poor drainage in high rainfall event. Which sometimes causes issues for the mowing team											



## 3 Levels of Service







### 3.1 Level of service framework

Council aims to manage the Cemetery assets to deliver the agreed Levels of Service (LoS) in a sustainable manner over the life of the asset. This section defines the LoS that Council intends to deliver, and the measures used for monitoring performance. The adopted LoS supports [Council's vision](#) and is based on user expectation, statutory requirements as well as Council strategies.

Levels of service for the Cemeteries are key to connect the strategic objectives to the service delivery. Levels of service have been developed under a level of service framework to ensure alignment of the long-term plan goals from 'Our Plan on a Page' through to Performance Measures as described below.

### 3.2 Key performance indicators (KPIs)

The set of quantifiable measures used to gauge long term performance is listed in the table below. These KPIs are designed to align with council's objectives of providing valued and safe facilities in a cost-effective manner to the community.

No.	Area	KPI	2021/22 Results		2022/23 Target	2023/24 Target	2024/25 Target
1		Customer Satisfaction – Cemeteries	95%		85%	85%	85%
2		All available records	100%		100%	100%	100%
3		At least a 10-year burial capacity is maintained across the district	Achieved <sup>1</sup>		Achieve	Achieve	Achieve

### 3.3 Customers and stakeholders

Good knowledge of stakeholders' values and drivers are essential for an effective, valued, and supported activity. The table below details the key customers and stakeholder for the Cemeteries.

---

<sup>1</sup> 10-year burial capacity is measured across all Council cemeteries

Group	Area of Interest
The community	<ul style="list-style-type: none"><li>Community members who farewell loved ones or return for vigils of remembrance</li></ul>
Funeral Directors	<ul style="list-style-type: none"><li>Provide a service to the community in the form of funerals or burial rituals</li></ul>
Department of Internal Affairs	<ul style="list-style-type: none"><li>Responsible for maintaining monuments and memorials for fallen soldiers in WW1. Conduct inspections every two years</li></ul>
Returned Service Association	<ul style="list-style-type: none"><li>Responsible for general RSA allocated areas. Council works closely with RSA regarding maintaining plaques and general maintenance. Conduct bi-annual inspections.</li></ul>
Ministry of Health	<ul style="list-style-type: none"><li>Become involved if there is a disinterment of a full burial</li></ul>

#### 3.3.1 Engagement

The Parks and Reserves team actively engages its' customers through surveys and feedback to ensure that the service they deliver are aligned to needs and of value to the community.

#### 3.3.2 Cemetery Satisfaction Surveys

Customer surveys are conducted annually across the Kāpiti Coast District Council and form part of the Parks and Reserves annual KPI reporting framework. As part of the Improvement Plan there will be additional questions included in the annual customer survey conducted by the parks team to gauge the community's feedback on current performance.

A targeted approach is needed to obtain more detailed feedback as it is unclear whether the feedback received is fully representative of all users within the community. Council has developed good working relationships with funeral directors and monumental masons, which will assist in developing deeper engagement processes.

### 3.4 User expectations

Figure 3 User Expectations



Expectations from our customers around the various facilities Council provide can be grouped into the areas shown in the above Figure 3 User Expectations. These also align with the values in and form part of the annual survey questions.

### 3.5 Customer values

The values that are pertinent to the Community Facilities are listed in the table below but would also apply to all council. Values are something that are regarded of importance, worth or usefulness to the community and is how we should operate in our daily activities.

Value	Description
Accessibility	Cemeteries are wheelchair accessible and provide accessible amenities – see improvement plan
Availability	Cemeteries are reasonably available to users through the day and into the evening as appropriate.
Quality	Council ensures that the appearance of cemeteries is acceptable and well maintained
Safety	Footpaths and roads are safe and well maintained
Community Engagement	Providing community connectivity
Responsiveness/reliability	Council responds to contacts promptly, in a respectful and friendly way, issues are addressed promptly.
Whole of community benefits	A range of options is available to address the needs of different groups including consideration of diverse religious burial traditions- see improvement plan.
Affordability/Value for money	Cost of using the cemeteries is not a prohibitively limiting factor. See 1.3 Funding Policy
Sustainability	Council looks ahead for the long-term needs and requirements of its customers and that the cemeteries are managed in a financially responsible manner that does not negatively impact on the user, the environment or council.

Amenity	Our cemeteries are pleasant and peaceful places to visit.
Kaitiakitanga	Our cemeteries and the activities within them are managed in a way that they do not negatively impact on the surrounding environment.
Capacity	Our cemeteries have sufficient capacity to provide for the community's interment needs.
Resilience	Cemeteries are resilient and generally recover well following an event.
Peaceful environment	Cemeteries are respectful and peaceful environments for all users.

### 3.6 Benchmarking – Kāpiti Coast

There is little to no published information for Council to benchmark itself against other council's cemeteries. While there is no set target for the number of cemeteries that is appropriate for a community, we have considered the number to 1,000 population as a matter of interest.

Number of cemeteries per 1,000 population is shown in Figure 6 Number of Cemeteries to 1,000 Population below.

Figure 6 Number of Cemeteries to 1,000 Population

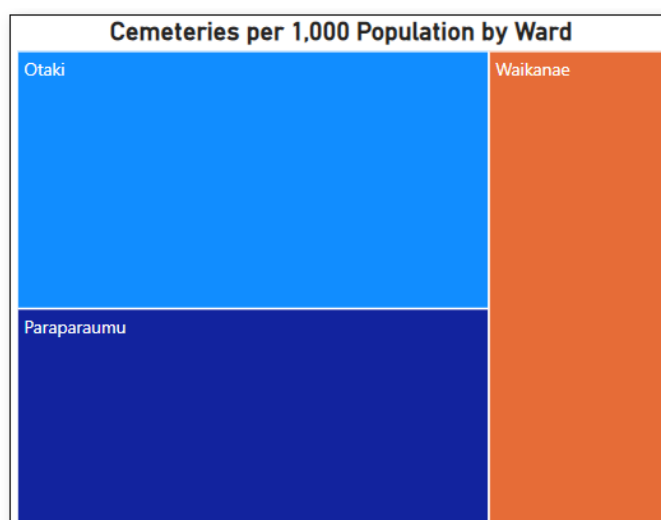


Table 1 No of Cemeteries per 1,000 Population

Ward	No of Cemeteries per 1000 population
Waikanae	0.07
Otaki	0.11
Paraparaumu	0.09
Paekakariki	0.00
Raumati	0.00

### 3.7 Benchmarking – Other Councils

Some consideration has been given to where Kāpiti District Council sits in comparison to other communities, either with similar population sizes or are close neighbours in the region. These considerations are a data point for

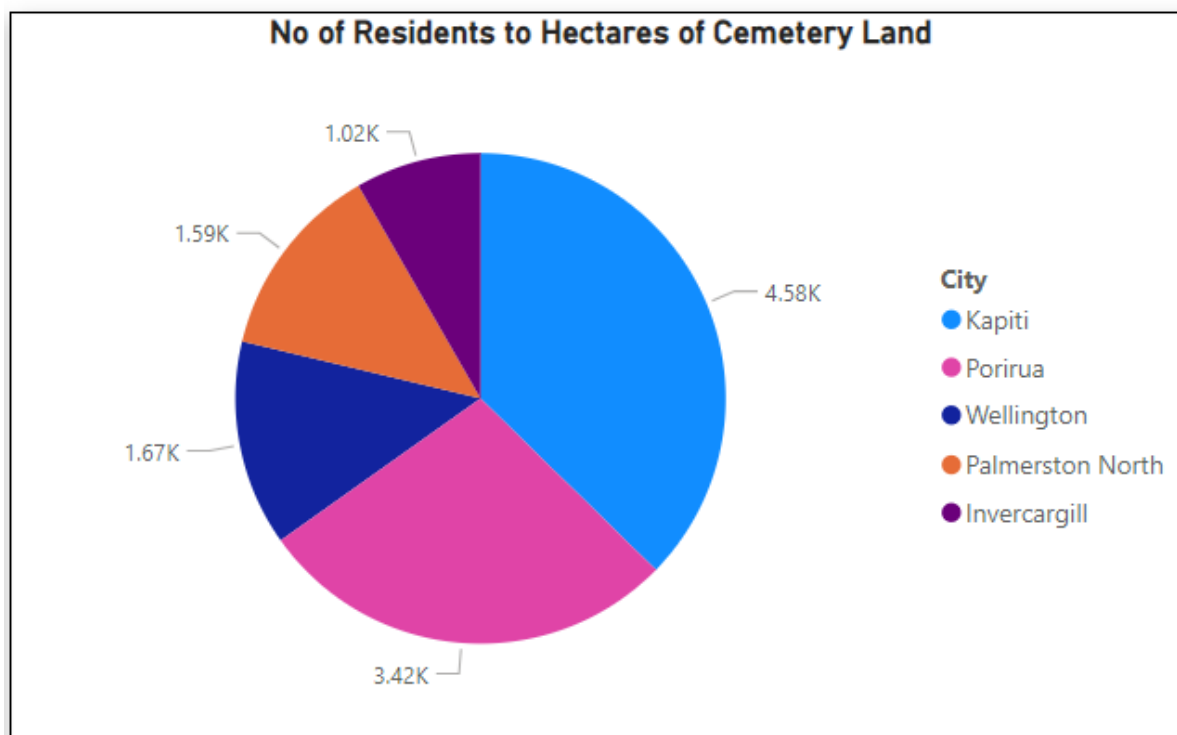
consideration only and do not represent any legislated requirements or missing targets and are merely a matter of interest.

Table 2 Hectares to Population

City	Cemeteries	Total Hectares	Population
Invercargill	5	56	57,100
Wellington	3	120	200,000
Kāpiti	4	12	55,000
Palmerston North	4	51	81,200
Porirua <sup>2</sup>	3	18	61,200

Comparing the number of cemeteries gives limited scope for benchmarking, so a further comparison of the population size compared to the number of hectares of land currently designated for cemeteries is also considered.

Figure 4 Residents to Cemetery Land



<sup>2</sup> Porirua Council has two cemeteries that are closed and not considered in the hectares calculation

From this snapshot in time, it shows that Kāpiti has a higher number of residents to designated cemetery land compared to other councils. As more land is purchased, particularly in the case of Waikanae Cemetery, this number will adjust accordingly.

## 4 Demand Management

This section discusses demand management, future population growth and how these elements will influence the demand for assets. Council has reviewed its growth projections and have made the following assumptions based on data gathering and predictive modelling.

Table 3 2021-2048 Population Growth

Scenario	2021	2048	Additional population	Total population increase (%)
2021-48 projection	57,926	80,477	22,551	72

In the Open Space Strategy document <sup>3</sup> Council identified that there is available burial capacity in the Kāpiti district up to 2053. It is noted in the report that while the district burial capacity is sufficient, there is limited capacity in Waikanae which will need to be addressed in the short term. In response to this identified limit on capacity, the strategy indicated a need to develop a cemetery plan. Council appointed Xyst Limited to conduct a study on the Waikanae Cemetery capacity and provide recommendations on how current capacity limits could be improved and consider options for future planning.

### 4.1 Current Demand

Measuring current demand is done through considering interment requests alongside considerations of population growth and available capacity within current cemetery facilities.

#### 4.1.1 Interment Rates<sup>4</sup>

Awa Tapu Cemetery	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Grand Total
Ashes	59	50	58	55	83	83	75	80	63	95	701
Burial	27	37	42	18	39	27	27	31	34	33	315
Grand Total	86	87	100	73	122	110	102	111	97	128	1016
Otaki Cemetery	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Grand Total
Ashes	17	32	16	27	28	29	29	20	27	31	256
Burial	27	22	22	13	17	19	21	21	20	34	216
Grand Total	44	54	38	40	45	48	50	41	47	65	472

<sup>3</sup> <https://www.kapiticoast.govt.nz/media/l3xm3fej/open-space-strategy.pdf>

<sup>4</sup> Interment rates are currently part of the data review process and will likely change. These numbers are indicative only



Paraparaumu Cemetery	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Grand Total
Ashes	22	20	20	15	20	18	19	9	22	15	180
Burial	6	6	9	10	6	7	9	11	4	11	79
Grand Total	28	26	29	25	26	25	28	20	26	26	259
Waikanae Cemetery	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Grand Total
Ashes	67	85	71	69	77	70	79	61	75	90	744
Burial	32	29	34	26	25	22	24	26	28	32	278
Grand Total	99	114	105	95	102	92	103	87	103	122	1022

#### 4.1.2 Cemetery Data Management – New System

A new cemetery management system is in the process of being implemented for 2024. This will allow users to book the cemetery using an online booking system which will be managed by Council staff. Furthermore, it will enhance Council's capability to keep historical records, update current interment details, generate reports and allow for more robust planning for future capacity needs.

#### 4.2 Future demand

The Kāpiti Coast District population forecast for 2021 was 57,926 and is now forecast to grow to 80,477 by 2048. Population growth is projected to be higher in Paraparaumu, Waikanae and Otaki compared to other wards in the

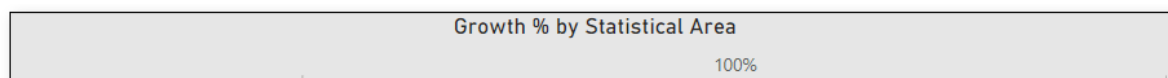
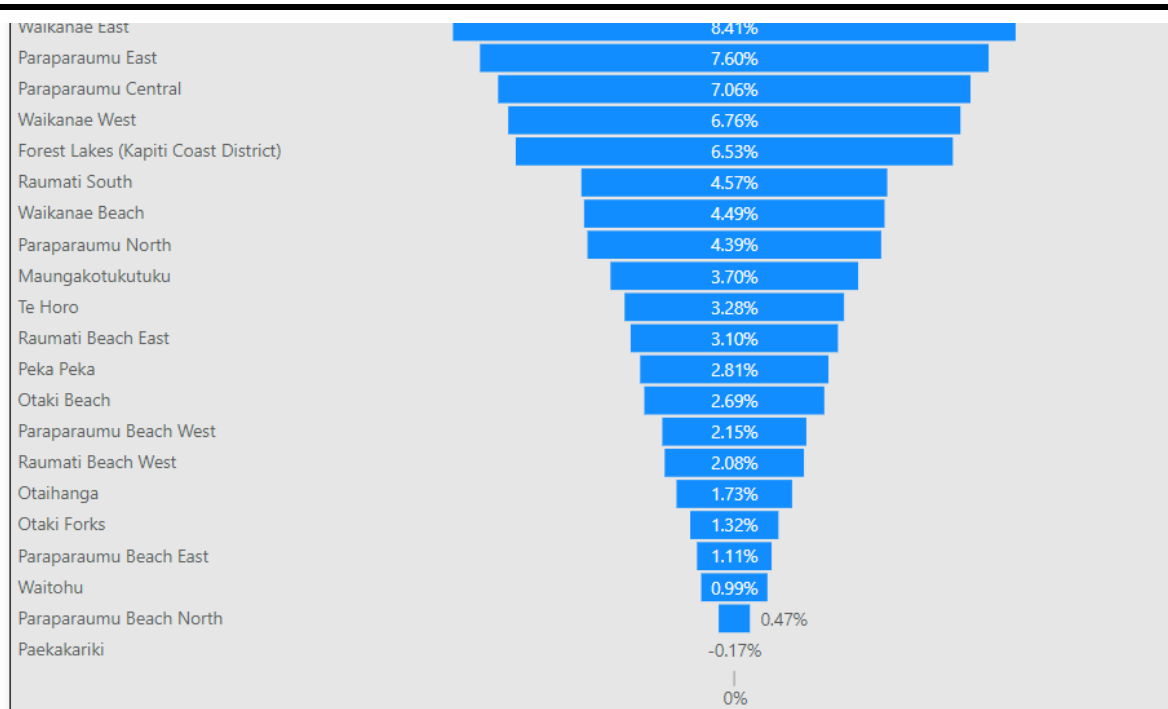


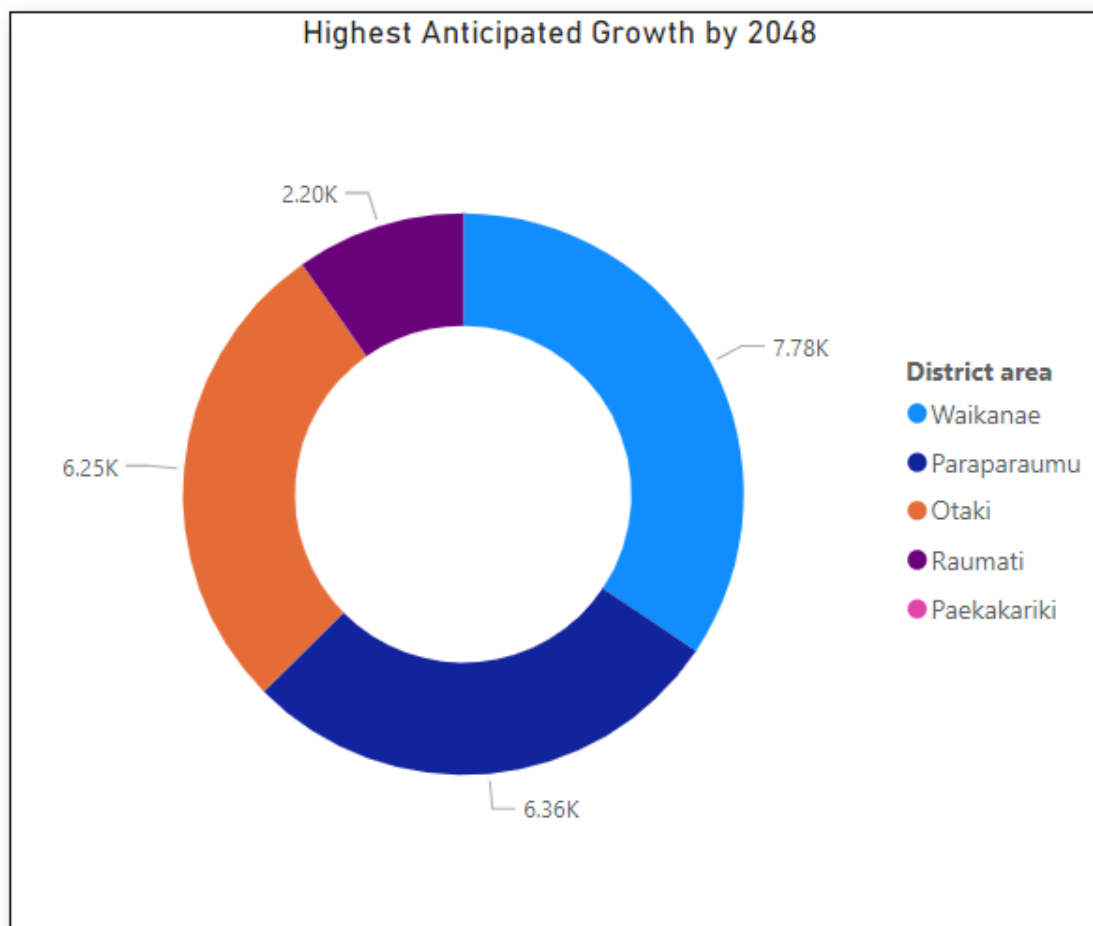
Figure 5 Growth %



district with a negative growth anticipated in Paekakariki. The highest growth is anticipated in Waikanae, followed by Paraparaumu and then Otaki.

The high growth anticipated in Waikanae is likely to put further pressure on the Waikanae Cemetery. Much of the growth in the district is predicted to be in the older age groups of the population, hence, planning is underway to respond to the need.

Figure 6 Growth Distribution



#### 4.3 Demand Review – Additional Land for Waikanae

The Service Level requirement “At least a 10-year burial capacity is maintained across the district” for Cemeteries of means that there is a need for additional land for Waikanae. This has been planned for in the LTP and \$3.2m has been set aside in 2024/25 for this purchase. The land has not been identified yet; however, this work is on-going for the Parks and Reserves team.

#### 4.4 Future Strategy

Cemetery planning is driven largely by population growth. Trends around the country and internationally have indicated a change from multiple small cemeteries to one large cemetery which is able to service the many different

interment needs of a culturally diverse population. This trend reflects an understanding of the costs associated with land availability and purchase costs, cemetery development costs and risks associated with climate change.

Council will consider this in future capacity planning and will form part of the improvement plan.

Improvement Plan	Impact	Actions
Future Planning	Cost reduction in land purchase and development over the long term and improved response to culturally diverse burial needs	Consider larger land purchases to provide for the whole district

## 5 Risk Management

### 5.1 Risk management approach

The risk management process involves continuously identifying the risks and assessing the impact of those risks for Community Facilities and the impact on the organisation. Risks are detailed in the Parks and Reserves Risk Register which is monitored and reviewed on an annual basis.

Council operates and maintains an active risk register. The risk register records the details of all identified risks, their severity (likelihood and consequence should they happen). Plus, the controls that are implemented to minimise the effects of the likelihood and/or consequence from occurring.

At an operational level, each asset and each component within each building has been assessed against a set of criteria to develop a prioritisation that will help influence decision making, response times and inspection frequencies.

### 5.2 Cemeteries Risk Identified

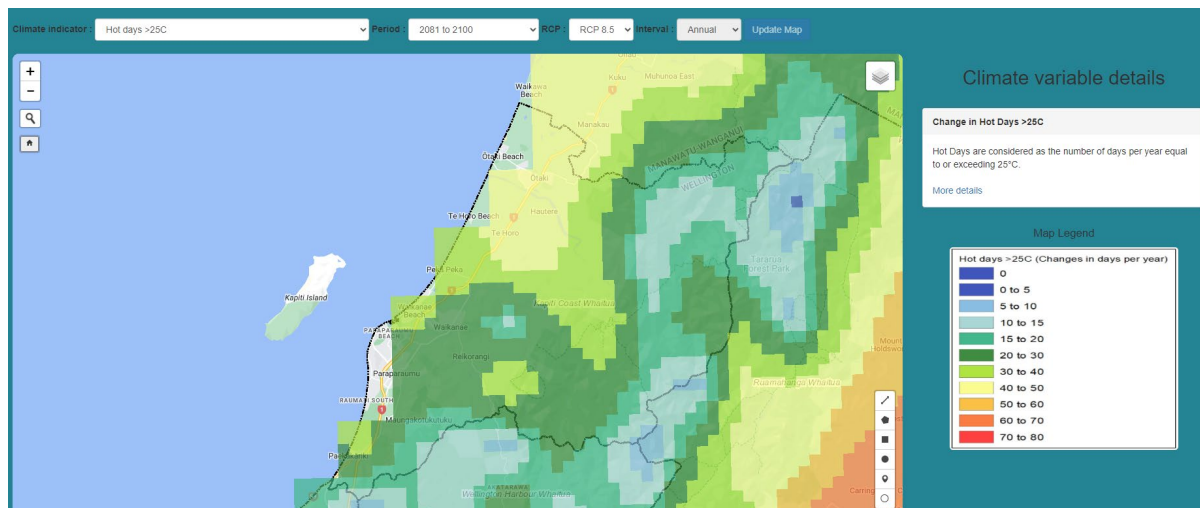
The Cemeteries activity has identified the risks below associated with the activity.

Risk Description	Rating	Mitigations	Post Mitigations Rating
Poor Management of Cemeteries Data	High	<ul style="list-style-type: none"><li>Implementation of new cemeteries data management system</li><li>Review and document all processes</li></ul>	Moderate
Managing Capacity Needs	High	<ul style="list-style-type: none"><li>Land is identified and purchased well within the timeframe needed to provide cemetery services</li></ul>	Moderate

### 5.3 Climate change and Cemeteries

#### 5.3.1 Adaptation

Fire risk is high when there are higher temperatures and lower rainfall to consider in the summer months. Although Kāpiti is a coastal region, higher temperatures for the region have been noted in the Greater Wellington Regional Council that by 2040 in the western areas of the GWRC, an increase of up to 10 hot days per year is projected. Hot Days are considered as the number of days per year equal to or exceeding 25°C.



Adaptation for fire risk by increasing native tree planting in and around the cemeteries to improve water use. Maintaining good mowing discipline. Consider the impacts of fire risk coming from neighbouring properties.

Flooding risk is considered high in general along coastal regions. Map modelling of the flood and tsunami areas for Kāpiti Coast show that the cemeteries are at a low risk of ponding. Paraparaumu Beach Cemetery is currently the only cemetery in a Tsunami risk zone at the lower end being Yellow. See maps for flooding and tsunami risk in Appendix 4.

### 5.3.2 Mitigation

The Parks and Reserves team in conjunction with the wider council organisation will look to develop a better understanding of the impacts of climate change at a portfolio level and look at develop a strategy that will address these five key areas:

1. Waste reduction
2. Energy saving
3. Water conservation
4. Social impact
5. Procurement/Supply Chain

See Appendix 3 for more detailed response to Climate Change.

## 5.4 Hazards and Risks

The health and safety of staff, contractors and members of the public are monitored operationally on a routine basis and managed through the Parks and Reserves risk register. Capital works have their own specific health, safety and risk plans.

Should Council fail to comply with the requirements of the Health and Safety at Work Act 2015 there is a risk of legal and financial implications.

## 5.5 Areas for improvement

Gap/Improvement	Impact	Actions
Business Continuity Plan – Emergency Preparedness	Emergency preparedness through a Business Continuity Plan reduces the risk of a poorly managed emergency where cemetery services may be in high demand.	Review or prepare BCP
Fire Risk Review	Review potential fire risk for all cemeteries to consider the threat to safety, assets, and neighbouring properties and cemeteries.	Undertake review co-ordinating with Fire and Emergency New Zealand
Mitigations	Improve strategies for sustainability and ecosystem services	<ul style="list-style-type: none"><li>- Review and develop a sustainable system for managing green waste and surplus soil in the cemeteries.</li><li>- Undertake a sustainability audit of the cemetery operations to inform future management</li></ul>
Adaption	Improved response to Climate Change	<ul style="list-style-type: none"><li>- Working with funeral homes, directors', and crematoriums around improving their environmental impact.</li><li>- Moving away from plastic accessories to more environmentally friendly</li><li>- Council will look to adopt the use of hybrid mowing machines and electric machinery where possible.</li></ul>
Drainage	Improved response in major flooding event	Drainage at Ōtaki and Awa Tapu Cemeteries have drainage reviews completed with recommendations for improvement

## 6 Lifecycle Management

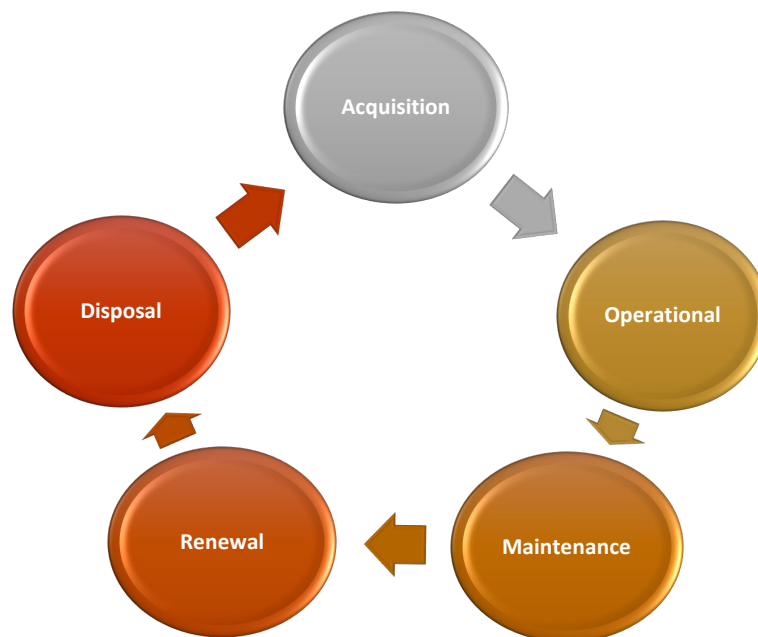
### 6.1 Overview

The Council takes a whole of life approach to managing assets. The asset life cycle is described in Figure 11 Asset life cycle below. Lifecycle asset management identifies that there are costs that occur at all stages of an asset's life. When acquiring a new asset, it is important to track the anticipated costs for the full life of the asset including acquisition, maintenance and operational costs, administrative costs, depreciation, renewal, and disposal costs.

The asset, once created, will always be in a state of decline, and regular maintenance and condition assessments ensure that an appropriate level of service is provided. The useful life of an asset is impacted by several factors such as:

1. Physical properties – what it is made of, how it was built, different components that make up the asset, operational and maintenance needs.
2. The environment in which the asset resides – climate, socio-economic influencers.
3. Customer requirements – willingness to pay, expectations, demands, level of use.

Figure 7 Asset life cycle



Cycle	Description
Acquisition	The asset is acquired through capital expenditure or other Council processes to satisfy an identified need.
Operations and Maintenance	Routine maintenance is the work that is required to keep the cemetery in a safe and serviceable condition. Work undertaken ranges from mowing, tree trimming, interments, and road repairs. Work is prioritised based on several factors: Priority Asset Component Level of Service Work is identified through Service Requests (SR) and inspections.
Renewal	Assets are renewed when it is more cost effective in the long term to replace rather than continue to maintain the asset, determined through the analysis of condition and cost information. Renewal expenditure includes the replacement of assets to restore an asset to its original level of service, i.e. capacity or required condition. Creating a renewals programme is complex undertaking with several processes influencing the outcome and is managed through the SPM Assets software.
Disposal	Finally, at the end of the asset's useful life, it is removed from service and either sold, re-purposed, or decommissioned. Although the asset has no business value anymore, it may still need to be disposed of efficiently to ensure it does not harm nature or society. If however there is still an operational need for this type of asset, a replacement can be purchased and the life cycle begins again with the acquisition of a replacement. Cemeteries themselves will not be disposed of and do not fall under any disposal plans.

Improved CAPEX and OPEX outputs from Lifecycle Management continues to be worked in with planning and condition assessments in preparation for the Annual Plan and the Long-Term Plan.

## 6.2 Asset creation

Additional land is planned for Waikanae in the immediate short term. Included in this plan will be the need to develop the land and planned layout as appropriate, including planning for operational works.

## 6.3 Renewals, Upgrades and New Assets

The processes listed below are followed to set the 30-year renewals programme:

- Visual condition assessments

- Prioritisation of works
- Smoothing of budget expenditure

Depending in the costs of works and the complexity council has the option to:

- Manage in-house (typically under \$1m)
- Hand over to the PMO team to deliver
- Tender process for the project/works.

## 6.4 Disposals vs Closed

Disposals is any activity associated with disposal of a decommissioned asset, including sale, demolition or relocation. Asset disposal requires making the site safe, removing surplus structures, and covering the costs of any environmental remediation. These costs are generally included as part of the capital project.

Generally, disposals are not planned for cemeteries, however, they may be closed for additional interments if they are deemed full.

One such cemetery is the Paraparaumu Cemetery which does not allow for new interments. There are, however, still spaces for second interments and ashes plots.

# 7 Financial Summary

This section contains the financial requirements resulting from the information presented in the previous sections of this Activity Management Plan. The financial projections will be improved as the discussion on desired levels of service and asset performance matures.

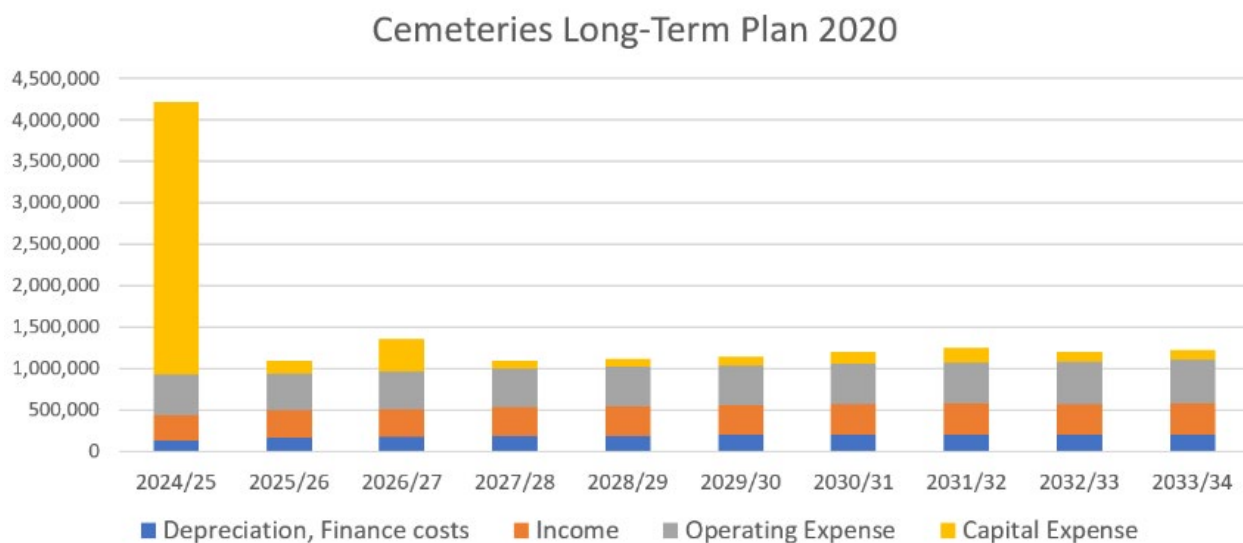
## 7.1 Financial overview

The financial overview is a summary of the CAPEX and OPEX for the Cemeteries. The current 2020 LTP budget is shown below. There are new recommendations to be considered for the 2024 LTP.

The forecast costs, proposed budgets, and valuation projections in this AMP are based on the best available data. For effective asset and financial management, it is critical that the information is kept current and accurate.

### 7.1.1 Long-Term Plan Budget 2020

The budget for the Long-Term Plan 2020 is reflected below.

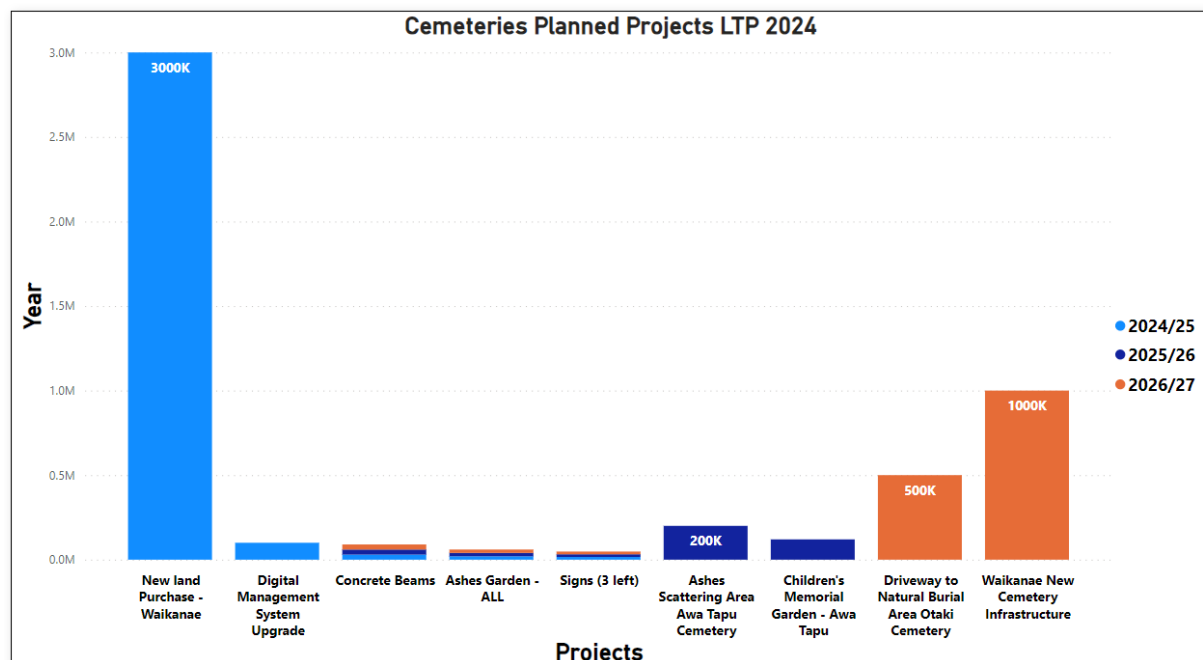


The peak in 2024/24 on Capital spending represents the funding set aside for land purchase to grow Waikanae Cemetery assets. 2026/27 is for a new toilet at Otaki Cemetery.

#### 7.1.2 Proposed Long-Term Plan budget 2024

Several projects are planned over the next 10 years for Cemeteries. The most significant of which is the purchase of land for the Waikanae Cemetery along with development requirements once the land is purchased.

Some of this planning is already in the 2020 Long-Term Plan, with some additional projects to be presented to Council in the 2024 Long-Term Plan process.





## Appendix 1 - Relevant statutes and policies

In managing the Cemetery and Community assets, Council must comply with the following:

Legislation relevant to activity	
Act	Description/Impact
Local Government Act 2002	Sets out the obligations of all Council and Council Controlled Organisations (CCOs) regarding provision of public services and associated regulatory and enforcement powers. Schedule 10 requires Council to meet the current and future needs of communities for good quality local infrastructure and public services that are cost effective. Section 11A(e) outlines that museums, recreational facilities and community amenities are core services of local authorities.
Resource Management Act 1991	The RMA is the main piece of legislation that sets out how we should manage our environment. It is based on the principle of sustainable management. This involves considering effects of activities on the environment now and in the future when making resource management decisions.
Health and Safety at Work Act 2015	Ensuring employees' health, safety, and welfare at work; Protecting non-employees against the health and safety risks arising from work activities; and. Controlling the keeping and use of explosive or highly flammable or dangerous substances.
Reserves Act 1977	The Reserves Act 1977 was established to acquire, preserve, and manage areas for their conservation values or public recreational and educational values.
Property Law Act 2007	The purpose of this Act is to restate, reform, and codify (in part) certain aspects of the law relating to real and personal property. Purchasing new land will involve aspects of this legislation.
Public Works Act 1981	Public works, such as roads, often cannot be built without affecting private landowners and their interests in land. Under the Public Works Act 1981, the Crown has the power to acquire land to ensure these works can proceed. Compensation is paid to the landowners for the land acquired.
Burials and Cremation Act 1964	The Act applies to both public cemeteries and private burial grounds but not to Māori burial grounds. It covers the establishment, maintenance and regulation of cemeteries, financial functions, cremation, cemetery closure, offences and general provisions
Cemeteries Bylaw 2016	The purpose of this bylaw is to enable the Council to control and set standards for the operation of cemeteries within the Kāpiti Coast District under the Council's ownership or control.
Heritage New Zealand Pouhere Taonga Act 2014	The purpose of this Act is to promote the identification, protection, preservation, and conservation of the historical and cultural heritage of New Zealand. Section 6 identifies archaeological sites as those associated with human activity before 1900 which would apply to cemeteries within the Kāpiti Coast District.

Policies and strategies relevant to activity	
Policy / Strategy	Description / Impact
Community Facilities Strategy	Provides a high-level understanding of the community facilities the district has now and those that the Council considers will likely be required in the future as our community's needs change.
Procurement Policy*	Defines Councils approach to the procurement of goods and services to support the community in an affordable and efficient manner and provides a standardised approach to procurement for all departments.

Council Long Term Plan	Required document under Local Government Act, section 93. Contains financial forecast statements for each activity (including buildings and pensioner housing) over the ten-year period.
Council Financial Strategy	Sets out how Council funds its activities, projected debt levels and management of investments.
Council Infrastructure Strategy	Shows the current and expected upcoming key infrastructure issues and significant projects and expenditure for the next 30 years.












Standards relevant to Activity	
Standard	Description/Impact
AS/NZS 4360:2000 Risk Management for Local Government	Guidelines for assessing risks and developing risk management strategies
International Infrastructure Management Manual 2015 & IIMM55000	Provides for strong governance and accountability, more effective and sustainable decisions, enhanced customer service, effective risk management and improved financial efficiency.

## Appendix 2 – Improvement Plan

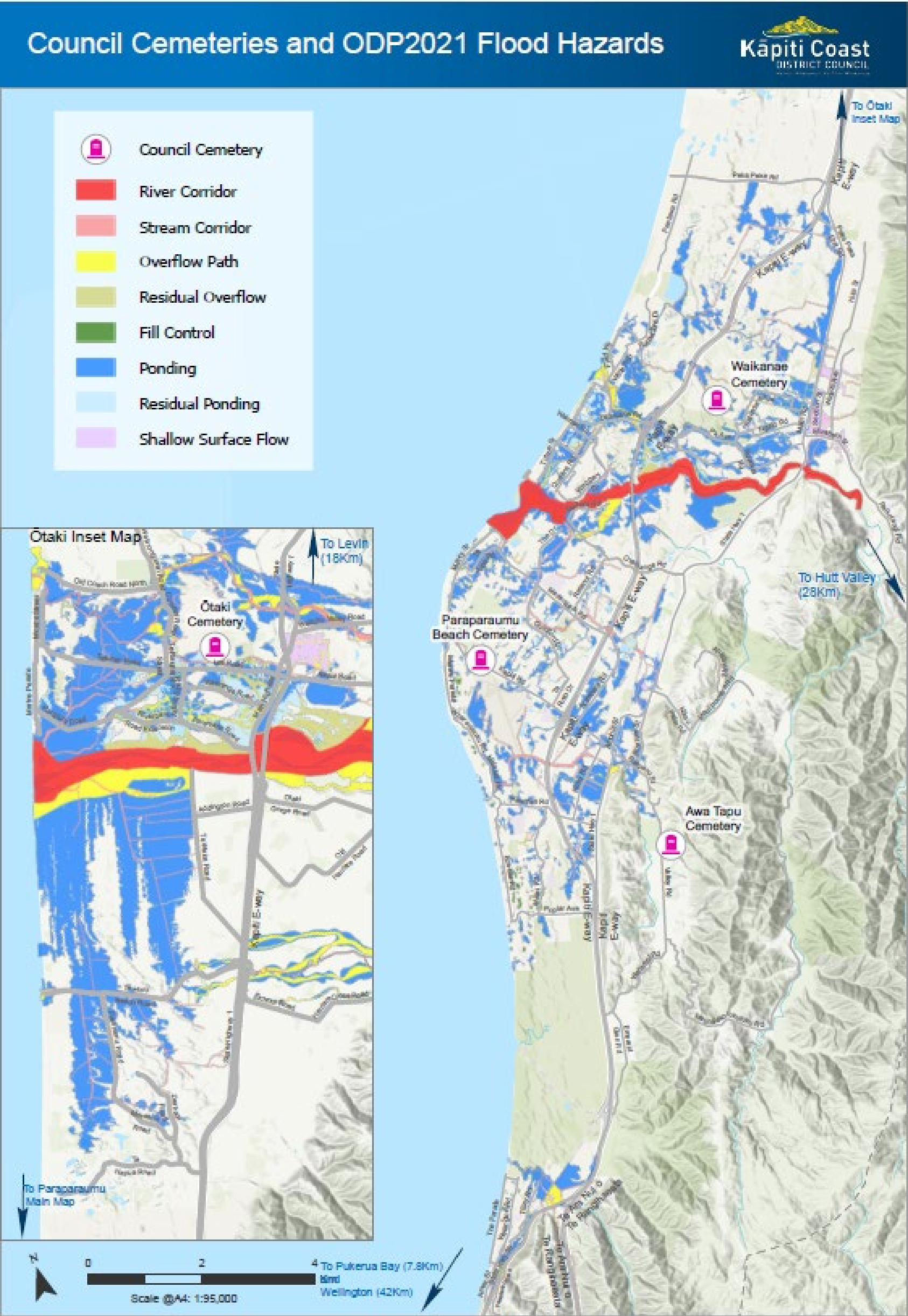
No.	Improvement Area	AMP Ref. No.	Action	Priority	Indicative Timeframe		
					2024/25	2024/26	2026/27
1	Data, Site Capacity	2.1	Review all site capacity details	H			
		2.1	Initiate and record formal capacity review processes to be done every 5 years	M			
2	Levels of Service	3.3.2	Improve customer engagement	H			
		3.5	Improve accessibility strategies and facilities across amenities and facilities	M			
		3.5	Improve access to a variety of burial traditions	M			
3	Demand Management	4.4	Consider future capacity planning for 1 large cemetery for the whole district	M			
4	Risk Management	5.2	Implement Cemeteries Management System	H			
			Flood management	H			
		5.5	Review or prepare BCP	H			
			Undertake fire risk review Fire and Emergency New Zealand	H			
			Develop system for managing green waste and surplus soil in the cemeteries.	M			
			Undertake a sustainability audit	M			
			Work with stakeholders around improving environmental impact	M			
			Moving away from plastic accessories to more environmentally friendly	M			
			Investigate the use of hybrid mowing	M			

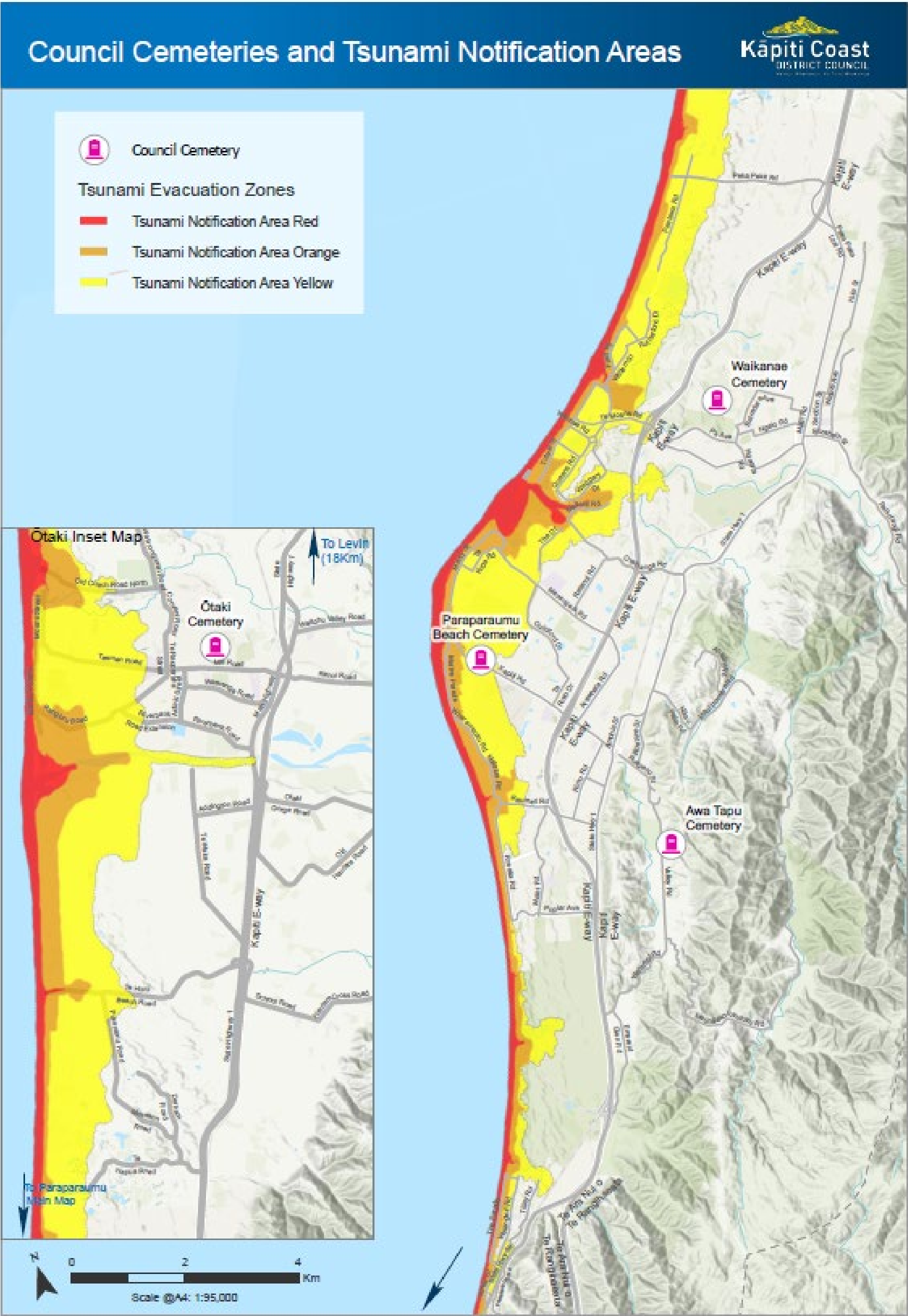
			machines and electric machinery where possible				
			Drainage at Ōtaki and Awa Tapu Cemeteries have drainage reviews completed with recommendations for improvement	H			

## Appendix 3 – Response to Council Strategy

Well-being		Issue	Positive	Negative	Mitigation	Active
 <b>Natural Environment</b> Restored and enhanced progress to low carbon future	 <b>Emissions</b>	Environmental effects from crematoriums and mowing operational activities	Community has well established and well managed facilities	Gas emissions from crematoriums is not well managed.  Mowing uses traditional petrol mowers.	Work with funeral homes on reducing emissions through strategic improvements  Move to hybrid mowers working on plan to transition over a period as they reach end of life	Improvement Plan
	 <b>Climate</b>	Climate change and impacts of storm surge, higher rainfall, increase in number of hot days over 25°C and increase in significance of these events.	Cemeteries able to withstand the effects of climate change.	Costs may outweigh benefits of adding resilience at some sites or improving drainage needs	Drainage review.  Consider fire risk and conduct review.	Improvement Plan
 <b>Economic</b> Economy is prosperous and has opportunity	 <b>Capacity</b>	Capacity pressures	Adjusting to demonstrated need.	This has an impact on budgets for CAPEX and OPEX expenses.	Review interment data.  Consider planning 1 large cemetery site to save on future land purchase requirements and OPEX costs.	Improvement plan
	 <b>Safety</b>	The design, layout, and age cemeteries	Cemeteries will be safe. Reduce the risk to council.	Increased maintenance and renewal costs due to response to accessibility needs	Procurement plan for better use of money.  Long term Plan for replacement and renewals clearly articulated.	In place with continuous improvement
 <b>Culture</b> Sense of belonging	 <b>Historical records</b>	Historical data is well kept and easily accessible by the community	Retain the culture and identity of Kāpiti.	Historical and current data needs a full review.	Making good use of the guidelines in 'Heritage New Zealand Pouhere Taonga Act 2014' and other available resources for historical places.	Improvement Plan
 <b>Social</b> Live and thrive	 <b>Hygiene</b>	Unhygienic facilities	Supporting burials and memorials with clean and safe sites	Facilities need improved accessibility facilities	Regular cleaning regimes for all facilities.  Plan to improve or upgrade	Improvement Plan
	 <b>Vandalism</b>	Vandalism and Graffiti	Clean, tidy building frontage	Anti-social behaviour.  Eye sore.  Cost	Efficient clean-up and repair after vandalism and graffiti.  Sites only open during daylight hours	In place

Appendix 4 – Maps – Cemeteries





## 8.2 ASSET MANAGEMENT PLAN- BEACH ACCESSWAYS

Kaituhi | Author: **Gareth Eloff, Parks, Open Space and Environment Manager**

Kaiwhakamana | Authoriser: **Mike Mendonça, Acting Group Manager Place and Space**

### TE PŪTAKE | PURPOSE

- 1 To seek the Strategy, Operations and Finance Committee's approval of the beach accessways asset management plan. This will help inform discussions around the Long-Term Plan 2024.

### HE WHAKARĀPOPOTO | EXECUTIVE SUMMARY

- 2 An executive summary is not required for this report.

### TE TUKU HAEPAHA | DELEGATION

- 3 The Strategy, Operations and Finance Committee has the authority to receive this report under section C.1. of the Governance Structure and Delegations 2022-2025.

### TAUNAKITANGA | RECOMMENDATIONS

That the Strategy, Operations and Finance Committee:

- A. Notes the asset management plan beach accessways (at Enclosure 1).
- B. Approves in principle this asset management plan as the overarching principal document underpinning investment in beach accessways.

### TŪĀPAPA | BACKGROUND

- 4 Asset management planning is critical for the delivery of sustainable outcomes for our communities. While the Council's asset management for horizontal infrastructure is generally sound, there is a need to improve asset management planning for other infrastructure including beach accessways.
- 5 This AMP (beach accessways) sets out to describe:
  - The condition of our beach accessways
  - Current and future levels of service
  - Demand management
  - Lifecycle analysis including capital and operating cost considerations.
  - The financial implications and future considerations of owning and operating this asset.

### HE KŌRERORERO | DISCUSSION

- 6 The draft AMP is enclosed. It reflects the intent of the Open Spaces Strategy, which specifically states:

*...all access points will be reviewed and an action plan will be developed to show which accessways to upgrade, delete or maintain. At least one 'well designed and well planned' access point suitable for the elderly, disabled or pushchairs will be provided per beach settlement, i.e. Paekākāriki, Paraparaumu, Raumati Beach, Raumati South, Waikanae and Ōtaki. These will generally be located near shops or other attractions.*



*This could include upgrading existing accessways to a higher standard, possibly including boat ramps and vehicle access points.*

- 7 The AMP serves as an action plan to progress the Strategy.

### He take | Issues

### Ngā kōwhiringa | Options

#### Mana whenua

- 8 Beach accessways are intrinsic linkages between our coastline and the moana and remain an area of particular interest to Mana Whenua. Iwi have been identified in the AMP as a key stakeholder and will be requested to provide a Te Ao Māori perspective into all aspects of the mahi.

### Panonitanga Āhuarangi me te Taiao | Climate change and Environment

- 9 The AMP considers the impacts of climate change, including increased frequency and intensity of storms, high tides and sea level rise are starting to impact many of the District's beach accessways. There is also increased effort into restoring and protecting the coastal dune systems as the first line of defence against the impacts of climate change, and therefore minimising the impact that human activity has on the dunes is increasingly important.

### Ahumoni me ngā rawa | Financial and resourcing

- 10 All financial decisions are channelled through the Long-Term Plan.

### Tūraru ā-Ture me te Whakahaere | Legal and Organisational Risk

- 11 Sound asset management is a control for risks identified in the Council's risk framework.

### Ngā pānga ki ngā kaupapa here | Policy impact

- 12 Beach accessways and the associated coastline remain intrinsically linked to our identity as a District. They are essential to the delivery of wider policy in the Economic Development, coastal adaptation and community wellbeing.

## TE WHAKAWHITI KŌRERO ME TE TŪHONO | COMMUNICATIONS & ENGAGEMENT

- 13 There is no specific communications and engagement planned for this asset management plan, however there will be extensive engagement through the implementation process and the Long-Term Plan process.

### Te mahere tūhono | Engagement planning

- 14 See item 13.

### Whakatairanga | Publicity

- 15 See item 13.

## NGĀ ĀPITI HANGA | ATTACHMENTS

1. AMP: Beach Accessways [↓](#)



## Asset Management Plan

### Beach Accessways

### Te Kaiwhakahaere Tiakitanga

Version No.	Date	Review Date
1.0	October 2023	October 2026

	Name
Author	Janice Hill
Reviewed by	Gareth Eloff
Approved for Issue by	Mike Mendonca

## Table of Contents

<b>1</b>	<b>About this Activity</b>	<b>4</b>
1.1	Strategic alignment	4
1.2	What we do	5
1.3	How we fund it	5
<b>2</b>	<b>Our assets</b>	<b>5</b>
2.1	Asset Condition	7
2.2	Renewals and maintenance	8
<b>3</b>	<b>Levels of Service</b>	<b>8</b>
3.1	Level of service framework	8
3.2	Customers and stakeholders	9
3.3	User expectations and Customer Values	9
3.4	Benchmarking	10
<b>4</b>	<b>Demand Management</b>	<b>10</b>
4.1	Growth	11
4.2	Seawall Renewal	11
4.3	Economic Development	12
4.4	Improvement Plan	12
<b>5</b>	<b>Risk Management</b>	<b>13</b>
5.1	Coastal hazards	13
5.2	Separation of vehicles from non-motorised users	14
5.3	Smaller 2WD vehicles on boat ramps	14
5.4	Manly St North Boat Ramp	14
<b>6</b>	<b>Lifecycle Analysis</b>	<b>15</b>
6.1	Overview	15
6.2	Operations and Maintenance	15
6.3	Renewals and New Assets	15
6.4	Disposals	16
<b>7</b>	<b>Financial Summary</b>	<b>17</b>
7.1	Financial overview	17
	<b>Appendix 1 – Location Map of Beach Accessways</b>	<b>19</b>
	<b>Appendix 2 Proposal for Destination Beach Access sites</b>	<b>23</b>
	<b>Appendix 3 – Relevant statutes and policies</b>	<b>25</b>
	<b>Appendix 4 – Improvement Plan</b>	<b>27</b>
	<b>Appendix 5 – Examples of Best Practice from other Countries/Districts</b>	<b>28</b>



# 1 About this Activity

## 1.1 Strategic alignment

Our beaches are among the Kapiti Coast's most iconic open spaces, attracting many people to visit the Kapiti Coast each year, and a key part of our lifestyle. Our 38km of coastline enables activities from walking on the beach, admiring the sunset, launching a boat or kayak, riding a horse and even birdwatching. For many of us, the views of Kapiti Island and looking back to the mountains define our identity and 'sense of place'. The beach is a natural playground for families and a place essential to many for their wellbeing. The beach accessways facilitate these activities.

The impacts of climate change, including increased frequency and intensity of storms, high tides and sea level rise are starting to impact many of our district's beach accessways. We are also becoming more concerned about restoring and protecting the coastal dune systems as our first line of defence against the impacts of climate change, and therefore minimising the human activity has on the dunes is increasingly important.

From the Open Spaces Strategy:

*"all access points will be **reviewed** and an action plan will be developed to show which accessways to **upgrade, delete or maintain**.*

*At least one 'well designed and well planned' access point suitable for the **elderly, disabled or pushchairs** will be provided per beach settlement, i.e. Paekākāriki, Paraparaumu, Raumati Beach, Raumati South, Waikanae and Ōtaki. These will generally be located near shops or other attractions.*

*This could include upgrading existing accessways to a higher standard, possibly including boat ramps and vehicle access points."*

This aspiration has not yet eventuated and all along the coast tension remain unresolved between rising seas, growth, increased community expectations, traditional access and environmental conservation.

### Vision

Our vision for our community is a Kāpiti with a thriving environment, vibrant economy, and strong communities. Toitū te whenua, toitū te wai, toitū te tāngata – toitū Kāpiti: the lifestyle choice.

Providing safe and appealing beach accessways is integral to achieving this vision.

Figure 1 Our Vision



## 1.2 What we do

Council currently maintains around 120 public beach accessways in the district across approximately 38km of coastline. From Paraparaumu Beach northward, these are primarily sand-based tracks through dunes, whereas from Raumati Beach southward, accessways are generally hard infrastructure such as steps, ramps, or a combination, due to access to the beach via the seawalls. There are numerous private beach accessways that lead from private landowners to the beach (often across public reserves) which are out of scope of this AMP. Carparks are also out of scope – these are generally transport assets.

See Appendix One for the map of beach accessways.

## 1.3 How we fund it

Maintenance of public beach accessways is funded 100% from District-wide rates. Capital investment is required for construction and upgrades to beach access infrastructure, with the potential to tap into growth related development funding collected through Financial Contributions.

# 2 Our assets

Our beach accessways are reflective of our district's history; a laid-back, summer spot ideal for family holidays. They have generally not been designed for year-round access or for people with limited mobility. Their location and design (layout) are largely historic. In an increasingly mobile coastal environment, maintenance to keep them open and accessible for a wide range of abilities, year-round, is logistically and financially challenging.

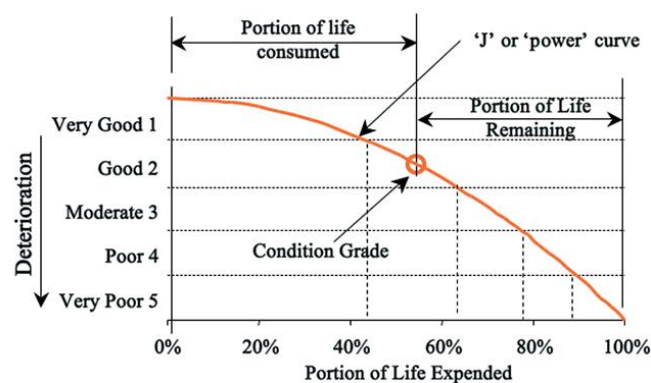
Beach access assets include all facilities and structures which allow pedestrians, vehicles (including boat launching), horses, cycles, etc passage onto the beach.

Assets include the built infrastructure at the sites, including signage, poles, steps/stairs, ramps, handrails, ropes etc.

Location	Number of Accessways
Ōtaki Beach	20
Te Horo Beach	7
Peka Peka Beach	4
Waikanae Beach	26
Paraparaumu Beach	21
Raumati Beach	29
Paekakariki Beach	13
Districtwide	120

The detailed location of our beach accesses is at Appendix 1.

## 2.1 Deterioration Curve



**Error! Reference source not found.**

The table above shows the deterioration curve of an asset. Condition declines slowly in the early stages of an asset's life, but as it ages, deterioration happens faster, especially after 50% of the asset life has been consumed.

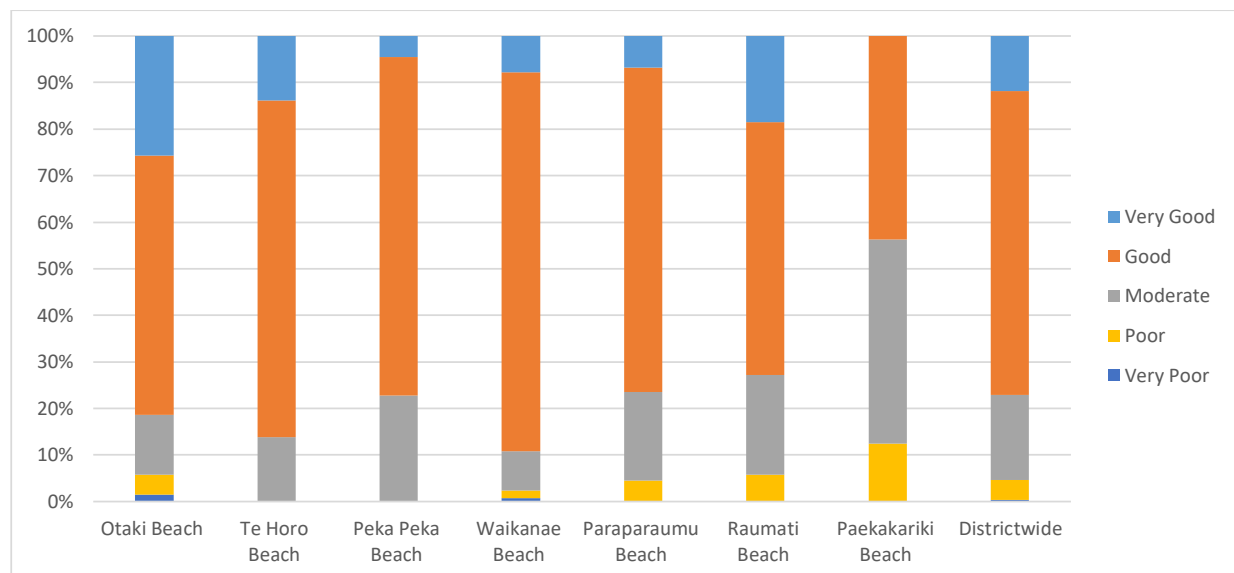
All public beach accessways had their condition assessed in 2022/23. The table below indicates the condition assessment of the district's beach accessways, by area.



## 2.2 Asset Condition

Condition Assessment of Beach Accessways					
Location	Very Good	Good	Moderate	Poor	Very Poor
Ōtaki Beach	25.7%	55.7%	12.9%	4.3%	1.4%
Te Horo Beach	13.8%	72.4%	13.8%	0.0%	0.0%
Peka Peka Beach	4.5%	72.7%	22.7%	0.0%	0.0%
Waikanae Beach	7.8%	81.4%	8.5%	1.6%	0.8%
Paraparaumu Beach	6.7%	69.7%	19.1%	4.5%	0.0%
Raumati Beach	18.4%	54.4%	21.4%	5.8%	0.0%
Paekakariki Beach	0.0%	43.8%	43.8%	12.5%	0.0%
Districtwide	11.8%	65.3%	18.2%	4.3%	0.4%

Significant work was undertaken following the storm of 2022, which is why the condition is generally moderate or good. Due to the dynamic nature of the beach environment however, these sites remain susceptible to sporadic and ongoing environmental influence that have a direct impact on the time specific condition of many of these assets at any given time.



### 2.3 Renewals and maintenance

Beach accessway maintenance is generally reactive following storm damage or customer complaint. There are currently no systems in place for scheduled inspections or planned maintenance.

The hard infrastructure in the southern part of the district (Paekākāriki to Raumati Beach) where seawalls exist require stairs, handrails, ramps and concrete accessways. The infrastructure is generally near the end of its life and will be replaced as part of the seawall replacement projects. Temporary repairs only are being made to keep these accessways open and safe for users. The coast here is highly mobile and the beach is often underwater at high tide. Accessways are often primarily to service stormwater outlets. Storms, heavy rain, and high tides can damage, shift sand and driftwood into the beach accessways and/or erode the accessways.

From Paraparaumu Beach to Ōtaki Beach, beach accessways are typically cuts and informal sand tracks through dunes, marked by blue poles. Although the dunes are typically accreting, the environment is highly mobile, and eroded by high tides, storms, and heavy rain, leaving a steep face to the dunes. After major weather events, the accessways are re-opened by pushing sand back down the beach. There is little infrastructure and very few places for those with limited mobility to access the beach.

The condition assessment identified inconsistencies in that only 30% of accessways have blue marker poles, and 31% have rubbish bins. To correct the inconsistencies, a programme to address shortfalls is planned.



*Peka Peka boat ramp following storms in 2022*



*Path at Marine Gardens, Raumati Beach.*

## 3 Levels of Service

### 3.1 Level of service framework

The beach access tracks, steps and boat ramps are open to the public, 24/7.

Currently, there is no prioritisation of maintenance or investment across the 120 public beach accessways. Effectively, all are treated the same, benefitting from reactive maintenance even when near each other, regardless of usage.

Council currently has no basis to inform decisions to invest more in some and less in others, nor a way to ‘triage’ repairs and maintenance after weather events. Resources (budget and people), are consequently spread thinly across a high number of accessways. The results of this approach are that:

- A universally ‘basic’ level of service is applied to all accessways
- There are requests for improvements (including accessibility) at many accessways
- Residents have the expectation that all accessways will be open, year-round.
- There is no basis to decline service requests for any accessways other than limited budget.
- No higher quality, destination-style beach accessway assets are able to be developed.
- Visitors and those with mobility needs are not able to be directed to higher quality accessways.
- Horse accessways are not allocated and defined (as stipulated in the Bylaw).

Despite this, most users appear to be comfortable with the current level of service.

Levels of Service	Area	Performance Measure	Performance Metric	Type	Target
Customer satisfaction – beach accessways	District wide	Users are satisfied with the standard of the beach accessways provided	92% of users satisfied	All users	85%

### 3.2 Customers and stakeholders

Good knowledge of stakeholders’ values and drivers are essential for an effective, valued, and supported activity. The table below details the key customers and stakeholders for these assets. Beach accessways are a type of recreational track and is represented by the Cycleways, Walkways and Bridleways Advisory Group. Each member represents their community of users, as shown in the table below.

Group	Area of Interest
Walkers, Hikers/Trampers, Runners	<ul style="list-style-type: none"> <li>• Access to the beach for recreation, including dog walking. Te Araroa trail also runs along the beach.</li> </ul>
Accessibility	<ul style="list-style-type: none"> <li>• Access to the beach for all residents, especially those who identify as having a disability – including limited mobility, low vision/hearing and other disabilities, such as autism.</li> </ul>
Equestrian	<ul style="list-style-type: none"> <li>• Access to the beach trails, related infrastructure, connectivity between beach and trails, safety</li> </ul>
Cyclists (including e-bikers)	<ul style="list-style-type: none"> <li>• Access, safe bike parking at the beach</li> </ul>
Environmental Care groups	<ul style="list-style-type: none"> <li>• Protecting and restoring the dune ecology improves the recreational experience and protects land</li> </ul>
Open Space	<ul style="list-style-type: none"> <li>• Areas of space that is undeveloped and available to access for recreation and to experience nature (even if only visually)</li> </ul>
Older Persons	<ul style="list-style-type: none"> <li>• Unique needs of our older citizens to maintain equity in access to the beach</li> </ul>
Younger Persons	<ul style="list-style-type: none"> <li>• Unique perspectives and needs of young people, especially those who rely on public transport.</li> </ul>
Iwi	<ul style="list-style-type: none"> <li>• To bring Te Ao Maori to the mahi.</li> </ul>

### 3.3 User expectations and Customer Values

We know from service requests over the past two years that Kapiti Coast users increasingly expect beach accessways to have:

- Greater accessibility for those less mobile, such as ramps with less than 1 in 12 gradients, steps with handrails and stable footing.

- Separation of pedestrians, horses and vehicles (e.g., around boat launching areas).
- Ability to use all the accessways every day, all year round.
- Ramps/paths/steps to be reinstated quickly after weather events.

The Greater Wellington Regional Coastal Plan states:

*There is a strong desire by people and communities to:*

- *maintain or enhance public access along and within the coastal marine area;*
- *use and preserve coastal resources for social, economic and cultural purposes;*
- *protect the natural character of the coastal marine area;*
- *restore and improve areas where natural character has been adversely affected;*
- *protect areas of high amenity values; and*
- *restore or improve areas where amenity values have been adversely affected. Public access, natural character and amenity values, and public health may be adversely affected by inappropriate use and development.*

Nationally and globally, we see higher levels of infrastructure, such as viewing platforms, seating, cold-water showers, especially at Destination and high-use areas. See images of other developments in other areas.

### 3.4 Benchmarking

While we could not find specific benchmarks for beach accessways, we have included a number of images of beach accessways from other regions in the Appendices. From this it is obvious that boardwalks, ramps and viewing platforms are increasingly commonplace, an opinion also expressed by industry specialists.

## 4 Demand Management

Predicted population growth is likely to drive increased demand for beach access. Unlike other forms of Open Space, such as playgrounds, our length of coastline remains fixed, meaning there will be more and more users using the same finite area.

Increasing urbanisation within the district is also likely to create demand for the visiting beach as Open Space – as a place for exercise, to walk the dog or to escape the urban environment. Because intensive urbanisation is most likely to occur around the towns and transport links, beach access will need to manage increased needs for carparking, cycle parking and public transport options.

Population forecasts in the aged demographic show significant growth in numbers within the region. This will drive demand for good handrails, mobility car-parking and accessways that are wheelchair and ‘walking aid’ friendly. As already discussed, currently none of the district’s beach accessways comply with the minimum recommended accessibility standards.

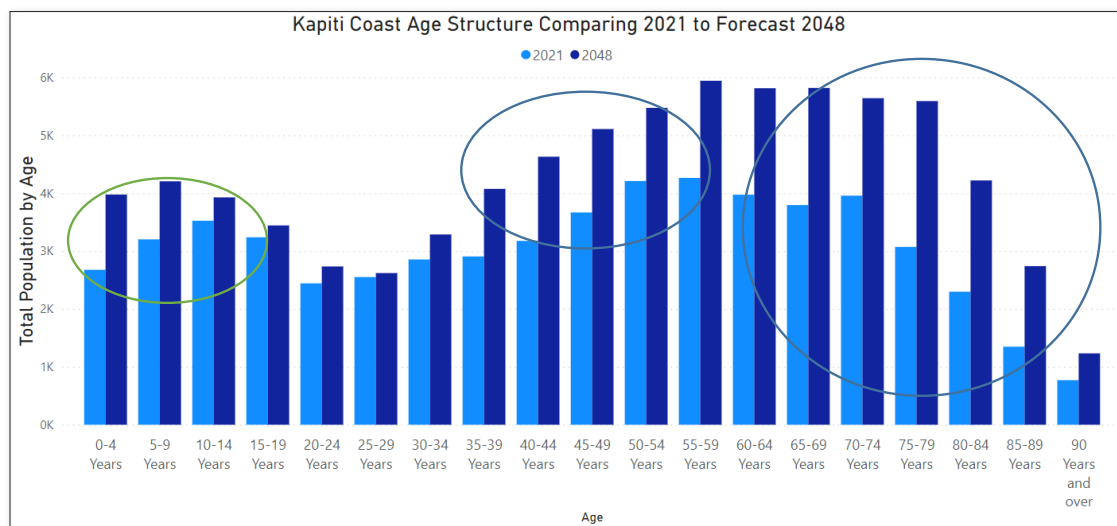
Furthermore, the Kāpiti coast will also be the recipient of visitor pressure increase from beyond its borders too, as population growth across the wider Greater Wellington and Horowhenua also spill over into an increased demand for our recreation assets (incl. beach accessways).

## 4.1 Growth

The Kāpiti Coast District population forecast for 2020 was 55,503 and is now forecast to grow to 85,658 by 2050. Population growth is projected to be highest in Paraparaumu, Waikanae and Ōtaki compared to other wards in the district. Notwithstanding, most districts will experience growth.

The profile of the growth shows that more under 5s and elderly people will feature in future Kāpiti.

Figure 2 Forecast Population Growth by Age



The graph above indicates there will be significant increases in numbers of children, adults 35-59 years and especially in older adults. All groups are likely to be beach access users. The beach is a traditional place for children of all ages to play – as it caters for many types of activities.

With increased usage comes the need to protect and restore the sensitive beach environment, especially the dunes. Unfortunately, we are also likely to see more people driving on the beaches.

## 4.2 Seawall Renewal

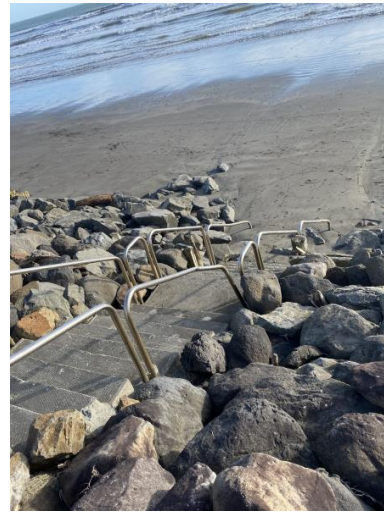
### **Raumati**

Planning has begun for a renewal with a 25-year design life to protect public assets while the coastal adaptation programme [Takutai Kapiti] gets underway. This does not include any increase in amenity provisions other than a reinstatement of the existing public access points with recessed accessways. Therefore, only temporary repairs are being made to beach accessways in this area because new structures, such as staircases, may need to be removed to accommodate the seawall replacement.

Certain locations such as Raumati and Paekākāriki, where the impacts from severe storms are significant, require a different approach regarding the provision of access assets. For example, replacing stainless steel handrails with wooden or similar lower cost components. These are more easily replaced after events, instead of providing for a longer life component which would not last their expected lifetime in these environments.



*Aotea Rd access after storm (steps since removed).*



*Certain assets need to be easily replaced at lower costs*

#### ***Paekākāriki***

Council is progressing a section of the like-for-like timber wall. This includes improving access to the beach for all users and incorporating an art and cultural thread in the design. The main 'destination' accessway will be opposite Campbell Park. See Appendix Two for recommendations.

### **4.3 Economic Development**

Kāpiti has the best beaches in the Wellington Region. They attract tourists, who in turn bring in revenue through spending on food and beverages, accommodation, retail, and local businesses. Tourists provides job opportunities in the hospitality and tourism related sectors and support a wider range of services which locals also enjoy. Quality beach accessways close to parks, shops and eateries provides economic value, reduces storm damage repair costs, provides additional recreation opportunities, and provides a tourism attraction.

The Destination Management Plan highlights Kapiti Island and the Coast. For many visitors from Wellington and Palmerston North (most visitors to the Coast), the beaches are a major drawcard.

Maclean Park (Paraparaumu Beach), Marine Gardens (Raumati Beach), and soon the Ōtaki Pavilion (Ōtaki Beach) are our beachside destination parks, however they currently lack beach access infrastructure including:

- Fully accessible beach access
- Viewing platforms with seating
- Cold water showers and changing rooms (apart from Ōtaki)
- Secure bike racks
- Attractive pedestrian pathways to provide connection to the local village shops, cafes and cycle paths

The height of the dunes surrounding the beach park at Waikanae Beach creates a visual barrier for beach viewing from the car park and facilitates only limited mobility access. However, Waimea Rd carpark (boat club) and the Waikanae River mouth (Tutere St) have potential to be developed as destination sites.

*See Appendix Two – Recommended Destination beach access sites.*

### **4.4 Improvement Plan**

The main areas where improvements can be made are:

***Develop a priority system to plan improvements***

Appendix 2 outlines some site-specific improvements. Some sites are already destination parks, e.g., Maclean Park; In these cases a more consistent and integrated outcome may be achieved by managing the beach access improvements as part of the total planning for development of the park.

***Communication and Signage***

Improvements in this area will allow users to locate the accessway that best suits their needs (e.g., ramp for kayak, handrails, off-road carparks) and will make reporting damage/service requests more efficient.

Closures should be made in conjunction with Coastal restoration and dune restoration planting and good signage will be important to communicate the reason for the changes, e.g., safety or restoration. Signage should also direct users to alternative access sites.

To prevent human-caused dune damage the Council may consider undertaking long-term education programmes in conjunction with organisations such as Nature Schools, to help community appreciation and development of a coastal-protection culture.

***Consent to reconstruct and realign beach accessways through dunes***

Council has obtained resource consent to manage public beach assets and upgrade them as necessary. It enables KCDC to:

*construct, reconstruct, repair, extend, or remove pedestrian and vehicle access structures to the beach and within the coastal environment.*

The Council can undertake beach maintenance and dune restoration activities including earthworks and signage within for a duration of ten years. The consent only applies to existing accessways – it does not cover the construction of new accessways – and is limited to 20 sites per year.

As well as permitting dune restoration, it permits realignment to reduce wind funnelling, fencing and signage and some earthworks (with restrictions).

However, street furniture, flood hazard areas, wāhi tapu sites and identified ecological sites and outstanding natural features/landscapes and all rivers and stream corridors have been excluded and work in these areas are not covered by this global consent. Any proposed changes within these areas would require additional, specific resource consents.

*See Appendix Four for Improvement Plan timing.*

## 5 Risk Management

### 5.1 Coastal hazards

Beach accessways tend to be either the low points through dunes or inset features of seawalls. As such, they are vulnerable to coastal flooding and become ingress points for storm surges and wind. This is exacerbated by rising sea levels and more intense weather events.

Beach access associated assets are likely to bear the burden of the higher number of intensely windy days, increased rainfall and higher temperatures, and sea level rise. The combination of these changes is likely to mean that beach accessways will, in future, require:

- More management resource, including more frequent assessments as we adapt to changing environment.
- Higher maintenance costs.



- Increased capital costs - assets will need to sustain higher loads, and be renewed/replaced more frequently.
- Closure of some accessways where their maintenance or safety becomes unviable.
- Greater investment in dune restoration planting.

## 5.2 Separation of vehicles from non-motorised users

Wherever possible, separation of vehicles from pedestrians/equestrians is advisable for safety reasons. For many in the community, driving on the beach is a customary right and it can be difficult to change entrenched behaviours, even when supported by a bylaw. Despite this, preferably there is separate pedestrian access at boat ramps to improve safety and quality of experience for our most vulnerable beach access users, elderly and disabled.

## 5.3 Smaller 2WD vehicles on boat ramps

The Waikanae boat ramp (Waimea Rd) is an authorised mobility parking area under the Beach Bylaw. However, in summer the access is prone to build-up of powdery wind-blown sand at the toe of the ramp. The soft sand forms a sand trap and 2WD cars accessing the beach for mobility parking can become stuck. For this reason, this part of the beach is not considered suitable for mobility parking. Warning signage at the top of the ramp should be installed, along with alternative options, such as an accessible viewing platform and pedestrian ramp from the carpark.



*Image: beach level at the Waikanae Boat ramp looking south in Sept 23. Dunes used to extend past the post, which marked the end of the ramp.*

## 5.4 Manly St North Boat Ramp

There are specific issues with this boat ramp. The Beach Bylaw designates it as a boat ramp only, located around 1km north of the Kapiti Boat Club. It is not used by Coastguard, is not an authorised mobility parking area nor provides access to an area of the beach where driving is permitted. It is also less than 500m of the Waikanae Scientific Estuary Reserve.

This area has become prone to dune erosion, with the high-water mark shown high up the slope. To repair this ramp to the current expected service standard (boat ramp) costs around \$2000 per event. Due to erosion of the surrounding dunes, the slope has become steeper and 2WD vehicles damage the ramp.

Despite the ramp's designation for boat launching only, it is frequently used by vehicles to access the beach and seldom to launch boats. This ramp also enables behaviours that trigger a number of service requests, including vehicle damage to the dunes, stormwater outlets and the Scientific Reserve, plus complaints to Police from neighbours for dangerous driving and anti-social behaviour at night.

Due to this ramp generally not being used for its intended purpose (to launch boats), close proximity to a high-quality boat ramp and mobility parking area, not leading to an authorised vehicle beach, the receding dunes

increasing the slope leading to the increasing costs to maintain it to the public's service expectation, it is proposed that this access be converted from boat launching to pedestrian access only.

The Department of Conservation strongly supports the closure of this ramp to vehicles due to the frequent damage done by vehicles illegally entering the Scientific Estuary Reserve via this ramp.

## 6 Lifecycle Analysis

### 6.1 Overview

KCDC takes a whole of life approach to managing assets. The asset life cycle is described in **Error! Reference source not found.** below. Lifecycle asset management identifies that there are costs that occur at all stages of an asset's life. When acquiring a new asset, it is important to track the anticipated costs for the full life of the asset including acquisition, maintenance and operational costs, administrative costs, depreciation, renewal, and disposal costs.

### 6.2 Operations and Maintenance

It is proposed that systems be put in place for scheduled inspections or maintenance and resource appropriately. Beach accessway maintenance will also need to be undertaken ad-hoc following storm damage or customer complaint.

### 6.3 Renewals and New Assets

This AMP, with its recommendation for a three-tier service level for beach accessways, along with the condition assessment by GCL, sets the structure needed for the development of renewals, upgrades and new assets. Following adoption of this plan, a prioritised programme of repairs, renewals and upgrades should be developed.

#### ***Proposed Renewals***

It is recommended that only 57 accessways be managed to the Local (standard) service level standard. Most of these require immediate maintenance with some even requiring upgrades to bring them up to the minimum 'Local' asset class service level standard. Repairs and maintenance are focussed on updating, replacing sign boards, and the replacement of beach access poles and ropes. Potholes in carparks, other than destination carparks, are not a priority.

#### ***Proposed Upgrades***

It is proposed to upgrade 7 accessways to Destination (Premium) service level standard – see Appendix Two. Each site would have specific requirements, and where in conjunction with other projects, such as Ōtaki Pavilion and Maclean Park upgrades. The Destination accessways will be fully accessible.

It is recommended that there be approximately 57 Local (standard) service level standard accessways in future, most of which require maintenance and some level of upgrading to bring them up to the service level standard. Upgrades are to be focussed on:

- Re-alignment of accessways south (to reduce maintenance and minimise closure time).
- Improving accessibility where possible, e.g., handrails, reducing gradients, filling surfaces with hard fill (to improve accessibility).
- Defining and marking carparks, including mobility parking spaces, horse-float parking.
- Coordination with dune restoration planting.

- Additional seating and/or viewing platforms.

These upgrades are not currently in the Long-Term Plan and will need to be addressed as and when funding might be available.

***Proposed New Assets***

A separated, pedestrian pathway at Peka Peka beach is proposed for safety reasons. Since it will be a new path over the dunes, a boardwalk to 'float' above the dunes is recommended. This may require resource consent.

Additional amenities such as accessibility aids, drinking water fountains and cold-water showers, hitching rails, mounting blocks are recommended at a number of high-use Local (standard) sites in addition to the Destination access sites.

These new assets are not currently in the Long-Term Plan and will need to be addressed as and when funding might be available.

***Proposed Downgrades***

It is proposed that around 66 accessways be categorised as Natural (basic). These have been identified due to low use, not viable to keep safely open, or they are very close to similar or better accessways (or combinations of these). Even though we have phrased these as being downgraded, in reality, this is largely a continuation of the level of service they are currently receiving. Essentially, this means that they would not be maintained or repaired after by weather events etc. While a primary driver for introducing this category is to manage overall maintenance costs, there will be initial investment required to implement the change (including dune restoration work where applicable) and communicate the level of service change to potential users (signage etc.). This will include:

- Replacing blue poles with green poles to signify a lower service standard- and couple with a community education campaign.
- Increasing dune restoration planting in and around the green-pole accessways
- Introduce rope and pole fencing to protect restoration plantings
- Install signage to direct potential users (who prefer or require a higher service level accessway) to the nearest Local or Destination accessway(s)

As noted under Implementation Plan, it is recommended that upgrades occur prior to proactive downgrades of neighbouring accessways. However, should an accessway identified for downgrade be closed due in the interim, it should not be maintained nor mechanically re-opened.

## 6.4 Disposals

Disposals is any activity associated with disposal of a decommissioned asset, including sale, demolition, or relocation. Asset disposal requires making the site safe, removing surplus structures, and covering the costs of any environmental remediation. These costs are generally included as part of the capital project.

There are 6 recorded accessways which are to be decommissioned and removed from records permanently. These accessways either are no longer formed or have been closed for some time and/or are defunct.

There are also several accessways that are not likely to be used in future- including some street-frontage property which may have a commercial value but they are part of reserves and sub-dividing them from the reserve is unlikely.

## 7 Financial Summary

### 7.1 Financial overview

Currently in the Long-Term Plan there is provision for maintenance and renewals of some assets (excluding car-parks, toilet/changing rooms which are districtwide budgets, not specific to beach accessways). There is provision for realignment of north-facing dune accessways south (\$400k), plus barrier arms (\$400k). There is no provision for Upgrades.

#### Current Budget

	23/24	24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32	32/33	33/34
OPEX	\$45,056	\$46,497	\$47,474	\$48,376	\$49,295	\$50,232	\$51,136	\$52,056	\$52,993	\$53,894	\$54,810
Renewals CAPEX	\$92,682	\$442,927	\$101,078	\$106,602	\$112,430	\$114,566	\$116,628	\$118,728	\$120,865	\$122,919	\$125,009
Hard Assets New	\$62,096	\$417,689	\$52,520	\$53,518	\$54,535	\$55,571	\$56,571	\$57,590	\$58,626	\$59,623	\$60,637

Location	Number of Accessways	Replacement value of all Current Components
Ōtaki Beach	20	\$ 98,524.80
Te Horo Beach	7	\$ 124,745.00
Peka Peka Beach	4	\$ 85,290.00
Waikanae Beach	26	\$ 287,981.00
Paraparaumu Beach	21	\$ 163,911.50
Raumati Beach	29	\$ 575,913.90
Paekakariki Beach	13	\$ 205,683.50
<b>Districtwide</b>	<b>120</b>	<b>\$ 1,542,049.70</b>

#### Potential Forecast

In order to meet the framework outlined in this plan, it is anticipated the cost will be:

- Routine repairs and maintenance for assets: \$32,000 per year  
Routine inspections and maintenance to meet service level: \$75,500 per year
- Reactive maintenance: \$30,000 per year
- Replacement of missing low-value assets: \$102,000 one-off then \$10k per annum (poles and bins)

#### CAPEX - New level of service model

##### Destination:

		2024-26	2027-29	2030-32
Information signage – large (replace, upgrade)	7 @\$3k each	\$9000	\$9000	\$3000
Viewing, seating and accessibility	7 @ \$200k each	\$600,000	\$600,000	\$200,000
Car-park upgrades (incl bike stands)	7 @ \$150k each	\$450,000	\$450,000	\$150,000
Cold water showers and drinking fountains	7 @ \$10k each	\$30,000	\$30,000	\$10,000
<b>Total</b>		<b>\$1,089,000</b>	<b>\$1,089,000</b>	<b>\$363,000</b>

##### Local/Standard:

		2024-26	2027-29	2030-32
Information signage – (replace, upgrade)	15 @\$1.5k each	\$7500	\$7500	\$7500
Seating and accessibility upgrades – site specific	18 @ \$10k each	\$60,000	\$60,000	\$60,000

Car-park improvements (incl bike stands)	9 @ \$50k each	\$150,000	\$150,000	\$150,000
Cold water showers and drinking fountains	9 @ \$10k each	\$30,000	\$30,000	\$30,000
New pedestrian boardwalk at Peka Peka	\$30k consent 43m@\$400/m	\$55,800		
<b>Total</b>		<b>\$303,300</b>	<b>\$247,500</b>	<b>\$247,500</b>

**Natural / Basic downgrades (incl closed for restoration):**

		<b>2024-26</b>	<b>2027-29</b>	<b>2030-32</b>
Information signage – small	45 @\$0.5k each	\$7500	\$7500	\$7500
Rope and post fencing to protect restoration	45 x 50m @ \$48/m	\$36,000	\$36,000	\$36,000
Dune restoration	Included in restoration budgets			
<b>Total</b>		<b>\$43,500</b>	<b>\$43,500</b>	<b>\$43,500</b>

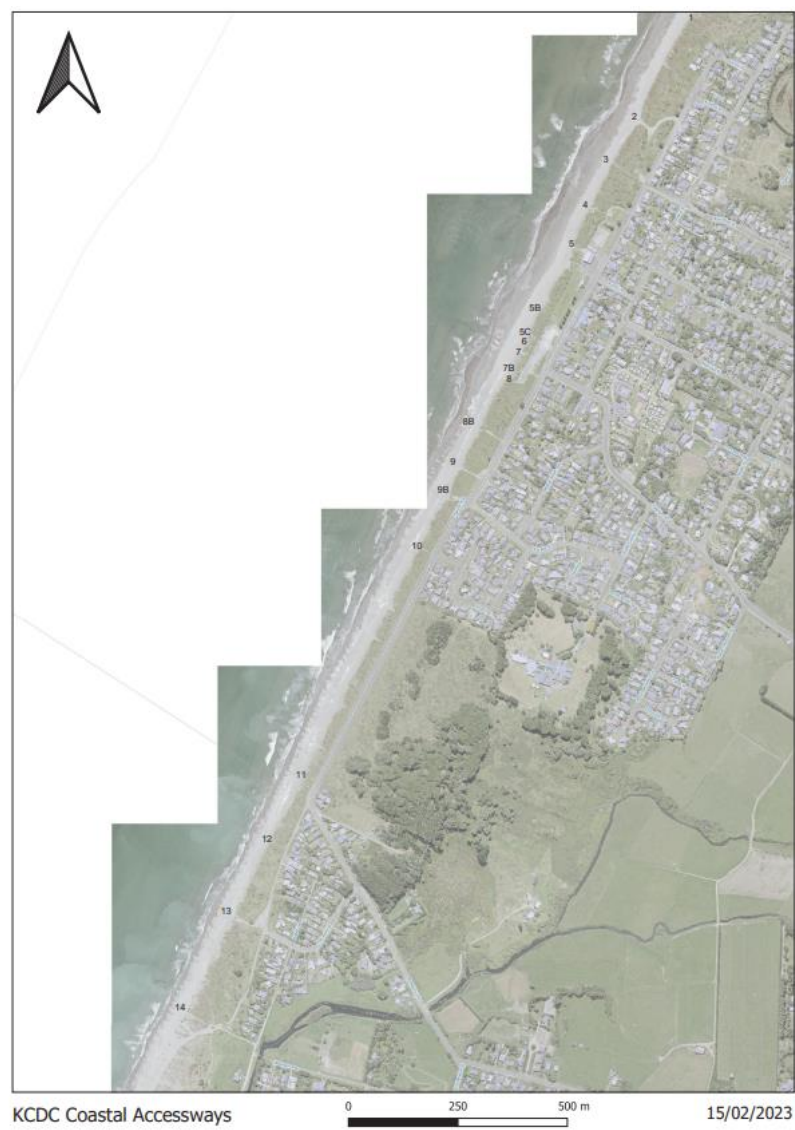
**Horse sites:**

		<b>2024-26</b>	<b>2027-29</b>	<b>2030-32</b>
Information signage – small	12 @\$0.5k each	\$2000	\$2000	\$2000
Horse-mounting blocks	12 x @\$650 each	\$2600	\$2600	\$2600
Water fountains (incl installation)	12 x \$5k ea	\$20,000	\$20,000	\$20,000
<b>Total</b>		<b>\$24,600</b>	<b>\$24,600</b>	<b>\$24,600</b>

**Total CAPEX***Does not include barrier arms or realignment costs*

	<b>2024-26</b>	<b>2027-29</b>	<b>2030-32</b>	<b>Total</b>
Destination	\$1,089,000	\$1,089,000	\$363,000	\$2,541,000
Local/Standard	\$303,300	\$247,500	\$247,500	\$798,300
Natural/Basic	\$43,500	\$43,500	\$43,500	\$130,500
Horse Sites	\$24,600	\$24,600	\$24,600	\$73,800
<b>Total</b>	<b>\$1,460,400</b>	<b>\$1,404,600</b>	<b>\$678,600</b>	<b>\$3,543,600</b>

Appendix 1 – Location Map of Beach Accessways

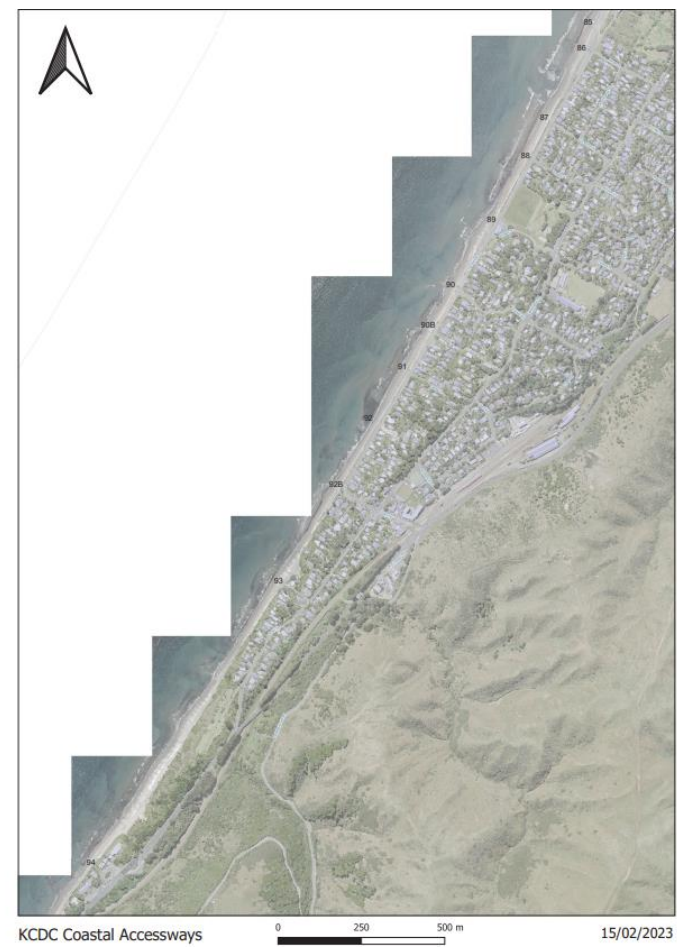












## Appendix 2 Proposal for Destination Beach Access sites

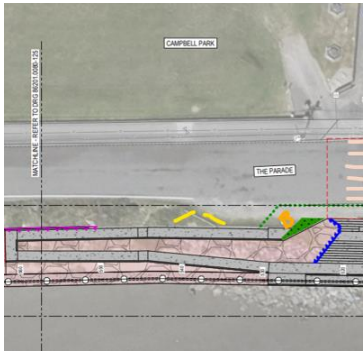





Destination Beach Accessways are akin to Destination Parks, in that it is envisioned that they will attract visitors from across the region, as well as national and international visitors.

The following site recommendations are based on:

- Current use (desire) – which may also be based (at least partially) on facilities currently available or nearby
- Natural attributes, e.g. slope, gradient or dunes, which might enable accessible ramps or access
- Room is available for development of facilities such as accessibility and features such as car-parking, toilets, changing rooms, showers.

In all cases, protection of the special coastal environment is of the upmost concern. A central premise of the development is that it would enhance the environment by containing human impact.



Paekākāriki – (access 89)	Hydes Rd, Raumati South (access 79)	Marine Gardens, Raumati Beach (access 74)	Maclean Park (access 56)	Tutere St, Waikanae River mouth (access 56)	Waimea Rd, carpark (access 35)	Ōtaki Beach – Pavilion (access 5)
<p>The seawall replacement will create several accessible ramps opposite Campbell Park. This access site is significant to iwi and will contain several artwork features which will add to its appeal. Potential for improvement includes disability carpark (P), cold water showers, drinking water fountains, rubbish bins, seating, and beach signage. An accessible toilet (T) could be added.</p>	<p>This site has potential for future improvement such as platform, seating etc. A possible route for accessible ramps is indicated in blue (leaving space for emergency and operations vehicles and avoiding the stormwater pipes and pumping station), with yellow indicating seating/viewing areas, and indicative additional parking shown in pink. Reserve to the south of the road is highlighted. Consideration could be given to adding drinking water and cold-water showers.</p>	<p>This is an unofficial mobility parking area, and one of the best swimming places on the Coast, but there is no pedestrian connection with the beach, village, park, splash pad and shops. Adding a ‘bare-feet friendly’ and accessible pedestrian route along with other accessibility features (such as marking mobility parks near the bridge and ramp) will improve the recreation values of this important part of the park. While a boat ramp wouldn’t ordinarily be part of a destination beach access, this area is so large that it is able to cater for many different needs.</p>	<p>This destination park warrants a correspondingly good beach access. People with limited mobility must drive onto the beach to see it. Adding a new viewing platform with ramp to the beach could further enhance this popular park. A new wooden ramp could lead from the viewing platform to the beach. There is potential to partner with the Boat Club/Coastguard or other groups to operate a roll-out beach mat system to provide wheelchair/pushchair access across the soft sand.</p>	<p>The current access is inside the Scientific Estuary and Council has committed to realign it. Potential improvements could include an accessible boardwalk rising over the dunes and an accessible toilet, cold water showers, drinking water and spigot should be added. A separated, sign-posted horse track (narrow, sand-based) would improve safety for all users. (shown in pink). Horse-float parking could be marked on the northern side of the carpark, and mobility parking shown with blue P.</p>	<p>The only ‘accessible’ solution is to drive onto the beach (this is an authorised mobility driving area – however, soft sand in summer makes that it difficult for 2WD vehicles. A viewing platform off the carpark plus ramp onto the beach would provide viewing, access and minimise human impact on the dunes. A possible future partnership with the Boat Club/Coastguard could enable beach mats to be available at certain times. A proposal is underway to upgrade to accessible public toilets to and with cold water shower.</p>	<p>Beside the Ōtaki Surf Club, large carpark and soon-to-be-restored Pavilion (with toilets, showers and changing rooms), this centrally located site has many of the destination criteria already met. Accessibility, along the foreshore, to view the beach and to step onto it are required. A partnership with the Surf Club could enable beach mats to be available at certain times.</p>
						

## Appendix 3 – Relevant statutes and policies

### Legal requirements

In managing the beach accessways, Council must comply with the following legislation and relevant standards:

- Local Government Act 2002
- Resource Management Act 1991
- Building Act 2004
- Health and Safety in Employment Act 2016
- Reserves Act 1977
- Property Law Act 2007
- Public Works Act 1981
- Heritage New Zealand Pouhere Taonga Act 2014

### Relevant standards

Standards relevant to Activity	
Standard	Description/Impact
Building Code	The Building Code fits in with the Building Act and lays down a range of requirements relating to built assets which the Community Facilities team consider in managing the portfolio of the group. All new building work must comply with the Building Code, which sets out performance standards that buildings must meet. It covers aspects such as structural stability, fire safety, access, moisture control, durability and services and facilities.
AS/NZS 4360:2000 Risk Management for Local Government	Guidelines for assessing risks and developing risk management strategies
Environment Foundation NZ guidelines	Best Practice design elements for providing effective public access
Beach Bylaw 2021	Manages human activities on the beach in order to protect, promote and maintain health and safety and the beach environment in accordance with Toitū Kapiti: Kāpiti Coast District Council Long Term Plan, which aims to ensure: <ul style="list-style-type: none"><li>a) A high quality natural environment enjoyed by all; and</li><li>b) A resilient community that has support for basic needs and feels safe and connected</li></ul>
Resource Management Act 1991 (RMA)	New Zealand's coastal environment is primarily managed under the Resource Management Act 1991 (RMA). This legislation establishes which statutory authorities are responsible for

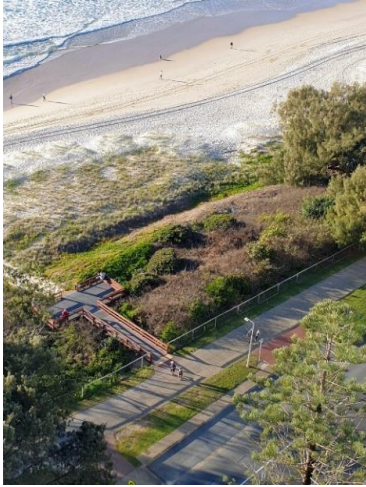







	various aspects of coastal management, a set of principles which those authorities must apply, and a range of mandatory and optional tools which can be employed to achieve the purpose of the RMA.
Operative District Plan 2021	Resource consent is required for such things as the earthworks and construction of structure and signs, in accordance with the ODP rules
The NZ Coastal Policy Statement 2010	Lists factors to consider in identifying the extent of the coastal environment.
Coastal Strategy 2006	Provides direction and policy basis for future coastal management on the Kapiti Coast
NZS 4241: 1991 Public Toilet Facilities	Provides for the provision of safe convenient-to-use public toilet facilities of appropriate design and quality, using self-contained toilet units and gives guidance on the basic care and maintenance of the facilities and units.
New Zealand Disability Strategy	Guides the work of government agencies on disability issues from 2016 to 2026.
Wellington Regional Council – Regional Coastal Plan	The Wellington Regional Council's Regional Coastal Plan applies to the coastal marine area of the Wellington Region. The "coastal marine area" is the foreshore, seabed and coastal water, and the air space above the water, between the outer limits of the territorial sea and the line of mean high water springs. The Plan identifies issues to be addressed so that the coastal marine area can be sustainably managed. Objectives, policies, and methods (including rules) have been adopted to address these issues.

## Appendix 4 – Improvement Plan

No.	Improvement Area	AMP Ref. No.	Action	Priority	Indicative Timeframe		
					2024/25	2024/26	2026/27
1	Assets		Action recommended repairs and minor improvements e.g. removing trip hazards, replacing/updating signage, moving bollards, reinstating pole and rope fences	H			
			When planning upgrades to Local tracks, realign north-facing sand tracks south where appropriate	M			
			Create development plans for Destination beach accessways and implement one Destination site upgrade per year	H			
			Implement minor upgrades for Local/standard accessways, i.e. carparks, handrails, beach ladders, horse equipment, signage	M			
			Consolidate and 'close for restoration' informal and close-together accessways (in conjunction with dune restoration)	M			
			Create new pedestrian accessway at Peka Peka	H			
2	Levels of Service		Confirm levels of service (i.e. destination, local, basic) for each accessway – to drive planning and future investment decisions	H			
			Implement scheduled inspections and action servicing minor repairs	M			
			Convert Manly St North boat ramp to pedestrian only	H			
3	Demand Management		Number the accessways, update GIS, update Council website with amenities for each access	M			
			Update accessibility features for each access on the Council website and with symbols the trailhead (road end) of each access.	M			
			Promote destination beach accessways	L			
4	Climate change		Undertake impact assessments at each destination trail to develop plans for mitigations required, e.g. Waikanae River Trail	M			
			Identify locations to install and then install, more water fountains, bike racks etc	M			



Appendix 5 – Examples of Best Practice from other Countries/Districts

			
<i>Broadbeach Gold Coast –reduced impact on the dune ecosystem by virtue of the viewing platform, along with increased amenity value (seating) and accessibility</i>			<i>East Coast, post and rope fencing protecting dunes</i>
			
<i>Sand ladder, Oneroa</i>	<i>Viewing platform with steps onto beach, Tauranga</i>	<i>Boardwalk and temporary accessible mat, Tauranga</i>	<i>Temporary mat</i>

### 8.3 ASSET MANAGEMENT PLAN - RECREATIONAL TRACKS AND TRAILS

Kaituhi | Author: **Gareth Eloff, Parks, Open Space and Environment Manager**

Kaiwhakamana | Authoriser: **Mike Mendonça, Acting Group Manager Place and Space**

#### TE PŪTAKE | PURPOSE

- 1 This report seeks the Committee's endorsement of a proposed approach for the future management of recreational tracks and trails in the District.

#### HE WHAKARĀPOPOTO | EXECUTIVE SUMMARY

- 2 No executive summary is required for this report.

#### TE TUKU HAEPAPA | DELEGATION

- 3 The Strategy, Operations and Finance Committee has the authority to receive this report under section C.1. of the Governance Structure and Delegations 2022-2025.

#### TAUNAKITANGA | RECOMMENDATIONS

That the Strategy, Operations and Finance Committee:

- A. Notes the asset management plan for recreational tracks and trails (at Enclosure 1).
- B. Notes that officers are seeking advice on establishing a trails trust.
- C. Notes that recreational tracks and trails are a subset of the cycleway, bridleway and walking (CWB) networks.
- D. Notes that the Council owns a small proportion of the land available for recreational tracks and trails assets, and that future work needs to progress with partners.
- E. Approves in principle this asset management plan as the overarching principal document underpinning planning for recreational tracks and trails.

#### TŪĀPAPA | BACKGROUND

- 4 Kāpiti has developed an enviable network of recreational tracks and trails that sets the District apart from others. With further development, this network has the potential to unlock significant economic and recreational potential.
- 5 The Open Spaces Strategy considers nine categories of open spaces which contribute to a cohesive and connected network. This asset management plan focuses on the recreational tracks and trails role in that network. This AMP does not cover transport assets such as roads, cycle lanes and shared paths that attract Waka Kotahi subsidies. Recreational tracks and trails are therefore a subset of the CWB network and the work of the CWB Advisory Group.
- 6 There is currently no framework for the prioritisation of tracks and trails.
- 7 To effectively manage the existing network, and to prioritise future needs, this AMP introduces a scaled approach to recreational tracks and trails, their maintenance and enhancement.



- 8 Most of the existing and future tracks and trails are not owned by the Council, and working alongside partners is key to realising this potential.

## HE KŌRERORERO | DISCUSSION

- 9 The draft AMP is enclosed. Some key considerations include:
- It is recognised that a trails trust may be a more appropriate vehicle for delivering outcomes than a Council business unit. Trusts can access funding and other resources that are not available to Councils. Advice is currently being sought around options for this in Kāpiti District.
  - A visual representation of potential new assets is included, however further work with owners is required in order to plan, manage and deliver this aspiration.
  - While most maintenance is reactive, Council owned bridges are regularly inspected and assessed for serviceability and safety.
  - The AMP sets out to establish a tiered framework of destination trails, trails in reserves and local trails to inform future decisions and investments.

### Mana whenua

- 10 The Open Spaces Strategy has been developed in collaboration with Mana Whenua, using a kaupapa Māori planning framework. The Council will continue to partner with iwi on the implementation of the strategy.

## Panonitanga Āhuarangi me te Taiao | Climate change and Environment

- 11 There are carbon reduction benefits where residents can be persuaded to shift transport modes, and recreational tracks and trails can be a catalyst for this to occur.

## Ahumoni me ngā rawa | Financial and resourcing

- 12 Financing and resourcing decisions are made through the Long-Term Plan process.

## Tūraru ā-Ture me te Whakahaere | Legal and Organisational Risk

## Ngā pānga ki ngā kaupapa here | Policy impact

## TE WHAKAWHITI KŌRERO ME TE TŪHONO | COMMUNICATIONS & ENGAGEMENT

- 13 It is not proposed to undertake communications and engagement around this AMP.

### Te mahere tūhono | Engagement planning

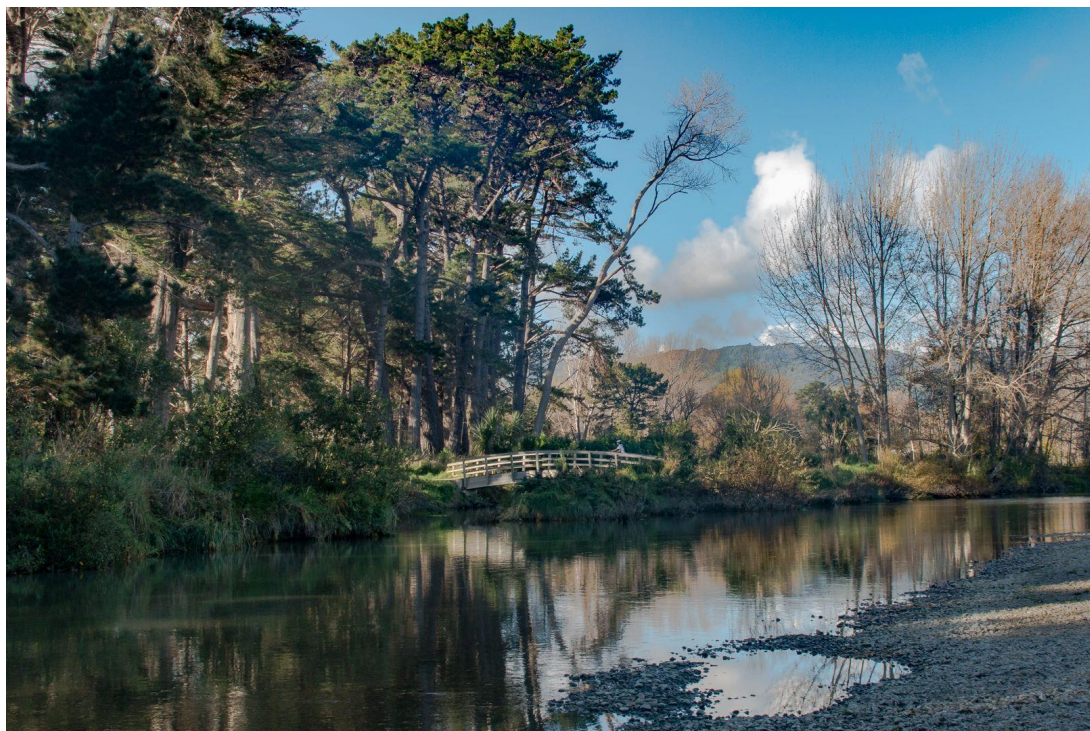
### Whakatairanga | Publicity

## NGĀ ĀPITI HANGA | ATTACHMENTS

1. Asset Management Plan Tracks and Trails [↓](#)



Figure 1 Waikanae River North Bank Bridge (Otaihanga)



## Asset Management Plan

### Recreational Tracks and Trails Te Kaiwhakahaere Tiakitanga

Version No.	Date	Review Date

	Name
Author	Janice Hill
Reviewed by	Gareth Eloff
Approved for Issue by	Mike Mendonca

## Table of Contents

<b>1</b>	<b>About this Activity .....</b>	<b>3</b>
1.1	Strategic alignment .....	3
1.2	What we do .....	4
1.3	How we fund it .....	5
<b>2</b>	<b>Our assets.....</b>	<b>5</b>
2.1	Asset Condition .....	9
2.2	Bridges.....	9
2.3	Renewals and maintenance.....	10
2.4	Asset Disposal.....	10
<b>3</b>	<b>Levels of Service .....</b>	<b>10</b>
3.1	Key performance indicators (KPIs).....	12
3.2	Customers and stakeholders .....	12
3.3	User expectations and Customer Values .....	13
<b>4</b>	<b>Demand Management .....</b>	<b>14</b>
4.1	Benchmarking.....	14
4.2	Growth .....	15
4.3	Improvement Plan for Tracks and Trails .....	16
<b>5</b>	<b>Risk Management.....</b>	<b>16</b>
5.1	Climate change .....	16
5.2	Falling behind other regions .....	16
5.3	Maintenance Costs .....	17
<b>6</b>	<b>Lifecycle Analysis .....</b>	<b>17</b>
6.1	Overview .....	17
6.2	Operations and Maintenance .....	17
6.3	Proposed Renewals/Reroutes .....	17
6.4	Proposed Upgrades/New Assets .....	17
<b>7</b>	<b>Financial Summary .....</b>	<b>17</b>
7.1	Financial overview .....	18
	<b>Appendix 1 – Potential New Trails and Upgrades.....</b>	<b>19</b>
	<b>Appendix 2 – Relevant statutes and policies .....</b>	<b>20</b>
	Legal requirements.....	20
	Relevant standards.....	20
	<b>Appendix 3 – Improvement Plan .....</b>	<b>22</b>

# 1 About this Activity

## 1.1 Strategic alignment

The concept of the trail is as old as human travel itself, originating from ancient paths that marked the routes of seasonal migration, hunting and searching for food and connecting people. Trails have long helped to shape patterns of human movement and enable trade, firstly on foot, via horse or carriage, or other types of transportation.

Recreational trails enable various activities, including walking, running, hiking, horse-riding, biking, spending time in nature, and many other activities, depending on user motivations and preferences. Trail use is increasing globally and locally. Nature-based trails contribute significantly to mental and physical health and wellbeing, with increasing evidence supporting the neurological and physiological benefits. As the Kāpiti Coast becomes increasingly urbanised, trails provide essential recreational infrastructure and the means to access and to spend time in nature.

Our vision for our community is a Kāpiti Coast with a thriving environment, vibrant economy, and strong communities. Toitū te whenua, toitū te wai, toitū te tāngata – toitū Kāpiti: the lifestyle choice. Because we hold a vision for the Kāpiti Coast as a sustainable, active, nature-based and connected district, our recreational trails are essential elements to achieving this vision.

Figure 2 Our Vision



The Open Spaces Strategy describes nine categories of open space on the Kāpiti Coast, which together contribute to a cohesive and connected network, represented in the diagram below. A key priority of the Strategy is to improve the cycleway, walkway and bridleway routes and ecological corridors to enhance connections across the district.

For tāngata whenua, trails present opportunities for cultural expression because they can enhance the whakapapa relationship to the land (whenua) and waterways, and the potential for recreational trails to provide for meaningful experiences of these landscapes through interpretation. Some historic migratory routes may even be rebirthed as modern-day trails with storytelling.

The Kāpiti Coast is a partner to the Wellington Regional Trails (WRT) framework, which is a collaboration between all government entities in the greater Wellington region to develop the trail framework and lift the standard for users. The vision is to “connect our people with inspiring adventures” and will build on the collective strength within the Wellington region.

The Kāpiti Coast Destination Management Plan 2021 identifies substantial tourism opportunities for walking, biking and horse-riding on the Kāpiti Coast, including community demand for more sustainable and nature-based tourism.

*“Bordered by the Tararua Forest Park and Akatarawa Forest to the east, the Coast has a unique opportunity to develop mountains-to-sea experiences as well as longer, through-district experiences which have potential to become successful tourism products.”*

Utilising the natural assets of the Kāpiti Coast, including our unique “mountains to sea” landscape provided by the Tararua and Akatarawa Forest Parks, plus river and stream trails, trails have great potential to be an economic enabler for the Kāpiti Coast. As well as developing the visitor economy, trails provide opportunities for residents to spend time in nature and provide reasons for younger people to move to the Kāpiti Coast.

Investment in recreational trails can contribute to achieving sustainable transport goals through promoting mode shift. Provision and use of recreational trails helps to change the cultures and behaviours required to shift more people to active transport modes.

Figure 3 Step change towards active personal transport



## 1.2 What we do

40km of recreational trails in parks and reserves in the district are managed by the Council. These comprise all off-road tracks, trails, nature walks and paths in reserves used by walkers/runners, cyclists and horse-riders (non-motorised users). The majority of tracks and trails are not owned by the Council, but by our partners.

Management and maintenance of on-road cycle lanes, shared and multi-use paths next to roads, tracks that are important commuter routes, plus street-to street connections (e.g., cut-through paths) are not covered by this plan. There are close linkages between recreational and commuter networks, as well as other asset owners, including Greater Wellington Regional Council, Waka Kotahi, Department of Conservation, Kiwirail, Te Araroa Trail Trust, restoration groups and several private landowners.

Beach accesses are a special form of recreational trail and are also managed by Council. Due to the specific issues facing the 130 official beach accesses, these are addressed in a separate asset management plan.



### 1.3 How we fund it

Currently there are three main sources of funding for the provision and management of all parks, reserves, and open spaces (including tracks and trails) in the district. They are:

- *Financial contributions* are currently levied under the Resource Management Act 1991, as per the levels set in the Operative District Plan, for all new development that increases the demand for reserves and public open spaces (new residential lots or additional dwellings on a lot).
- New assets that are not funded from financial contributions are usually funded from *debt*. No new recreational trail assets are budgeted for in the current LTP.
- All the on-going operating costs relating to the operation, maintenance and management of recreational tracks and trails is funded from *rates*. This includes both internal staff and contractors for track and path maintenance, maintenance and repairs, vegetation cut-backs, tree maintenance and management.

***Other sources of funding are available***

There are other potential sources of funding available for new trail development and trail infrastructure, which other regions are accessing. Some of the alternative sources of funding include:

- Bequests, gifts, donations
- Corporate and private sponsorship e.g., via an Adopt-a-Trail programme
- Residents and “Friends of” groups – especially for ecology restoration and potentially maintenance
- Community trusts, e.g., Lion Foundation
- Lotteries Significant Projects Fund funds projects not less than \$3m, Community Facilities Fund funds projects not less than \$50k
- Tourism facility development grants, MBIE, e.g., Tourism Infrastructure Fund funds up to \$25m/year for amenities that benefit tourism such as toilets, carparks and other infrastructure.
- Development contributions – especially for destination trails and connections through open space
- Wellington NZ – Regional Economic Development Plan - supports regional trail projects that “improve the value and sustainability of tourism across our region through developing iconic attractions”.
- Greater Wellington Regional Council – as land manager for the Akatarawa Forest Park and Maungakotukutuku stream. Potential to be a joint-venture partner for projects on their land
- Department of Conservation – as land manager for the Tararua Forest Park, potentially for capital improvements to trails and facilities, e.g., trail upgrades, viewing platforms or bookable huts
- Skills development and labour projects, e.g., Jobs for Nature – potentially for track development and/or maintenance, pest control, ecological enhancement
- NZTA/Waka Kotahi – Connection adjacent to Transmission Gully. Part-funders of transport projects for walking and cycling, including wayfinding signage, data collection and amenities such as bike-parking
- Private funds – particularly those associated with sustainability, climate change, eco-diversity and shift to active transport
- Government special purpose funds that are available from time to time – such as targeted to accessibility, environmental protection projects, equity and active transport

Many of these funds are not available for Council. Many districts have a Trails Trust, working in partnership with district and regional councils to achieve community aspirations.

## 2 Our assets

The Council currently manages and maintains approximately 40km of recreational tracks and trails across the district. These include:

- Physical track substrate and surface (generally compacted gravel)
- Signage – trailhead, marker poles, directional, interpretive, historic, regulatory
- Structures - bridges, stairs, boardwalks, retaining walls, barriers, fences and seats
- Planting – adjacent to the trails (which requires maintenance to keep sight-lines open)

This asset management plan introduces three distinct track categories. Each category attracts a degree of expectation regarding levels of service. These categories are:

- Destination Trails (Premium)
- Trails in Reserves (Standard Trails)
- Local/Neighbourhood Trails (Basic Trails)

#### Destination (Premium) Trails

Using the Recreation Aotearoa guidelines, a destination trail is:

*“one which locals will often take visitors to, or will travel quite some distance to use (i.e. of regional or national significance). A destination trail is likely to have significant unique history and natural features and provides an experience. It may have several entrances with carparks, toilets and drinking water available, and a large range of quality (often custom designed) assets provided and maintained to the highest standard.*

*Destination trails should have a high level of asset provision, using quality materials and bespoke designs. Maintenance should be undertaken to the highest affordable standard, with quick response times and proactive programmed operations.”*



This management state is aspirational for the Council – no Council tracks or trails currently meet this standard.

*Potential – Waikanae River pathway*

Potential destination trails, with user numbers where known, are below. The Council does not own the majority of these assets.

Land Manager	Destination Trail name	Uses per annum (last 12 months unless otherwise stated)
KCDC	Barry Hadfield Nikau Reserve	
KCDC/Private	Campbell's Mill Rd (partially closed due to access issues)	

GWRC/FOTOR	Chrystalls Bend Walkway	
NZTA/GWRC	Coast35/Expressway path (Paekakariki to Ōtaki)	25,432 (annualised)
DOC	Kohekohe Loop (Hemi Matenga Scenic Reserve)	25,884 (2020-21)
DOC	Parata track (Hemi Matenga Scenic Reserve)	32,485 (Tui St)
DOC	Te Au Track (Hemi Matenga Scenic Reserve)	
DOC	Kapakapanui Track (Taranua Forest Park)	
DOC	Boulder Bank loop track (Kāpiti Island Nature Reserve)	
DOC	Rangatira Loop Walk (Kāpiti Island Nature Reserve)	
DOC	Trig Track (Kāpiti Island Nature Reserve)	10,891 (2021-22)
DOC	Wilkinson Track (Kāpiti Island Nature Reserve)	3,222 (2021-22)
DOC	Mangaone Walkway (partially closed)	7,777 (2021-22)
<b>KCDC</b>	Mataihuka Walkway (Raumati Escarpment)	
GWRC/ <b>KCDC</b>	Maungakotukutuku Valley track (closed for logging)	
DOC	Ōtaki Forks short walks (e.g. Fenceline, Arcus loop)	3,300 (2014-15)
GWRC	Ōtaki River Trail	
TATW	Paekakariki Escarpment Track	19,710
<b>KCDC</b>	Paraparaumu Beach Parade promenade (managed by A&T)	
DOC	Pukeatua Track (Taranua Forest Park)	
GWRC	Coastal Track (Queen Elizabeth Park)	
GWRC	Inland Track (Queen Elizabeth Park)	
GWRC	Te Ara o Tipapa/ wetland loop (Queen Elizabeth Park)	
<b>KCDC</b>	Sims Rd and Te Horo Bridleways	
DOC	Taranua Southern Crossing (alpine) (Taranua Forest Park)	5,504 (2018/9)
DOC	Waikanae Estuary Scientific Reserve Link Track (south side)	40,302 (2020/21)
<b>KCDC/GWRC</b>	Waikanae River Trail (and north side estuary trail)	53,290 (south only)
DOC	Cash Flow/Red Tape MTB (Whareroa Farm)	
DOC	Forest Loop (Whareroa Farm)	16,067 (2021-22)
DOC	Link Track (Whareroa Farm)	9,739 (2020-21)
DOC	Te Ara Ramaroa/The Rocks (Whareroa Farm)	

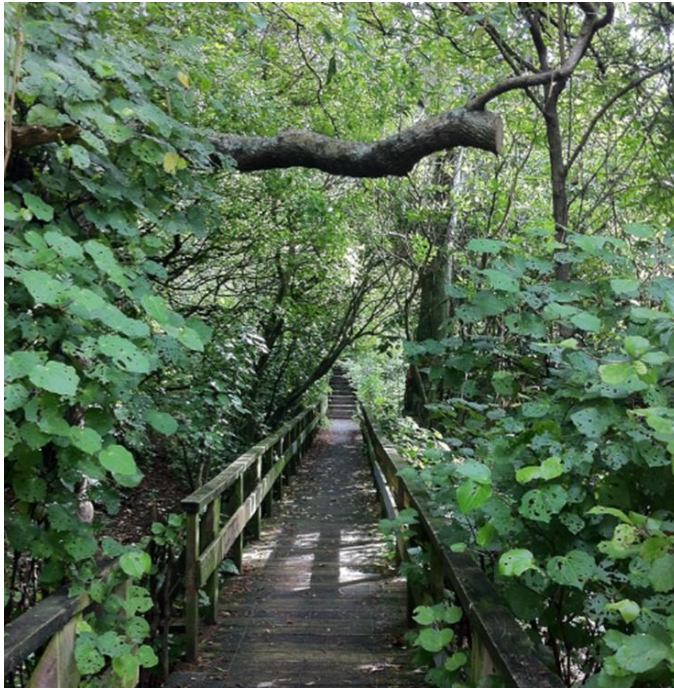
### Trails in Reserves (Standard)

There are many significant ecological reserves in the district, often preserving remnants of coastal forest and wildlife endemic to this region. Locals use and bring their visitors to enjoy the special character of the reserves. Some sites are also Wāhi Tapu (sacred place or site).

32 parks and reserves in the district contain ecological sites (some more than one), plus three stormwater reserves. All include tracks and many include features such as bridges, stairs and signage.

Examples include:

- Wi Parata Reserve, Waikanae
- Kaitawa Reserve, Paraparaumu
- Ames St Reserve, Paekakariki
- Waimanu Lagoons trails and boardwalk, Waikanae
- Te Roto Rd wetlands, Paraparaumu



*Walkway in Kaitawa Reserve, Paraparaumu*

The trails allow visitors to enjoy the special natural environment in the reserves by providing short walks. Where the trails are clearly defined, they minimise the impact of human visitation on the environment (by keeping people to set trails). The trails also facilitate management of the reserves including enhancements to the environment such as pest and weed control and enrichment planting.

These trails require a moderate level of asset provision (including bridges, boardwalks, tracks, and directional and interpretive signage), using robust materials and standard designs. Maintenance should be undertaken to a good standard with standard response times and programmed operations (e.g. quarterly or bi-annually). Because these track systems are typically not large, they tend to not attract people from far away, so do not require large carparking facilities, but toilet facilities are desirable at some reserves.

Some of these tracks have potential to be upgraded to improve accessibility to provide easier access to nature for those with limited mobility, for example, Wī Parata Reserve, asphaltting the track would make it wheelchair/pushchair friendly.

#### **Neighbourhood/Local Trails (Basic)**

Greenways, stream, ecological linkages and neighbourhood trails (often Recreation Reserves) are popular features of the Kāpiti Coast urban and rural areas, adding considerably to liveability of the district. They are also often important linkages between streets, parks and playgrounds, the beach or streams, schools and communities and are enjoyed to spend time in nature, close to home. Many neighbourhoods have a stormwater attenuation pond or waterway with a gravel or grass track which locals use to walk, cycle and ride through. They also provide an important role in meeting sustainability objectives through protection and enhancement of biodiversity, carbon attenuation, ecological linkages through the urban environment, urban form and landscape values.



*Wharemauku Stream walkway*

These trails require a low level of development and maintenance. They may simply include short tracks, some park seating and simple signage. Maintenance is undertaken to the lowest acceptable standard, with longer response times and more infrequent programmed maintenance (e.g. annual vegetation cut backs and edge trims).

It is estimated that there are between 50-70 of these in the district.

Examples include:

- Peka Peka north reserve

- Tasman/Awatea Lakes, Paraparaumu
- Guildford Drive to Gray Ave, Paraparaumu

## 2.1 Asset Condition

As already noted, the asset management systems for recreational trails require significant improvement work. Other than bridge inspections, there currently is no schedule of formal inspections for each trail, nor proactive maintenance. Maintenance has been mostly reactive and the condition of the assets is unknown. The Council is currently looking to improve tracks and trails asset management, starting with good asset data.

### Condition assessment and scheduled maintenance

Ideally, assets would be condition assessed and graded every three years. This would give an indication of what remaining life is left for the asset or component.

Destination trails have been assessed and major vegetation cut-backs, and some track renewals have been undertaken. A maintenance programme is required for each destination trail.

## 2.2 Bridges

Bridges are a special feature of trails and one for which there is good asset data. Bridges are inspected bi-annually by independent engineers with maintenance actions recommended. In general, the condition assessment indicates nothing worse than average condition overall, requiring maintenance.

Bridge Condition				
Very Good	Good	Average	Bad	Very Bad
6	22	11	0	0
15%	56%	28%	0%	0%

A typical deterioration curve of an asset is shown below. Condition declines slowly in the early stages of an asset's life, but as it ages, deterioration happens faster, especially after 50% of the asset life has been consumed. Tracks and Trails have a bit of a 'Grandpa's Axe' theme however where ongoing maintenance routinely negates full replacement and there is no true end of life as a result. The principle however is useful in understanding when significant works may be required. Hard asset components along Tracks and Trails however will be covered by the model.

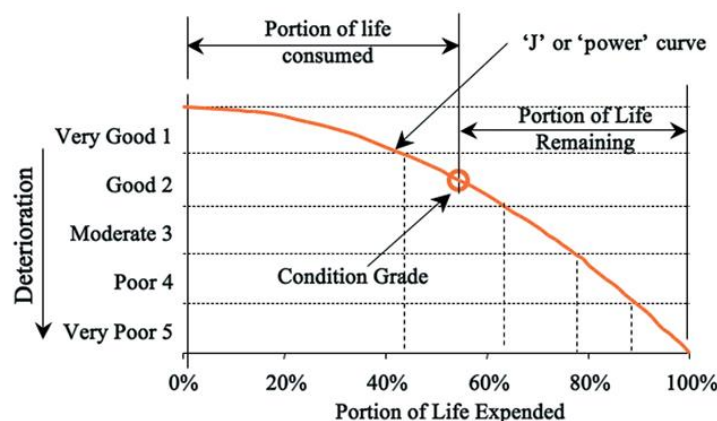


Figure 4 Deterioration curve

### 2.3 Renewals and maintenance

Typically as assets age, they are depreciated and funding is set aside to replace them at the end of their economic life. However, as the assets age, the cost to maintain them increases, and typically reactive maintenance items such as vandalism, graffiti and the frequency of site-specific wear and tear increase also.

Even when well built, incorporating good drainage, appropriate planting practices and when not located in flood prone areas, trails will still require regular routine maintenance. Ideally, routine trail maintenance would generally consist of:

- Edge spray – 2-4 times a year (four times if kikuyu is present)
- Edge trim – twice a year (spring and autumn) – unless there is canopy closure
- Leaf-blow – annually (2 – 3 times during autumn if a lot of deciduous trees)
- Vegetation cut-back – 1-2 times a year
- Culverts cleared and checked – twice a year
- Bridge inspection – for all bridges, steps and boardwalks – annually
- Bridge and boardwalk maintenance – water-blasting, mould and lichen spray, repair/replace non-slip matting – annually
- Gravel top up – as required, e.g. to manage lips at the ends of bridges, or when large puddles appear

Regular maintenance will reduce the need for more expensive renewals:

- Gravel surface renewal – every 5-10 years (depending on traffic use)
- Bridge and boardwalk replacement – 40 years (as informed by annual inspections)

In addition, trails in flood prone and areas impacted by sea-level rise require checking after each major weather event. Ultimately, tracks in these locations may require raising, re-routing, replacing with boardwalks or in extreme cases, abandoning.

### 2.4 Asset Disposal

Tracks are rarely disposed, but are occasionally replaced (e.g., re-routed) and renewed. Decommissioning of tracks and trails may occasionally be required but a more likely scenario is where a Recreational Track/Trail becomes more akin to a commuter route as urban creep takes place, at which point it could be incorporated into the districtwide Transport Network that attracts Waka Kotahi commuter funding.

## 3 Levels of Service

Trails are open to the public 24/7, 365 days of the year. Closing popular tracks (even for maintenance or if made unsafe by storms) is often difficult due to a very high demand, coupled with high service level expectations by the community.

Over time, it is intended to move to a structured asset management and level of service regime as follows:

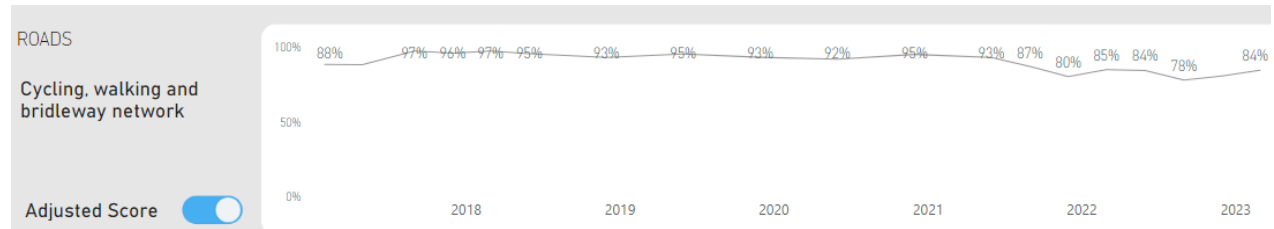


Management standard	Description of min LOS (from OSS)	Current LOS	Proposed LOS
Destination <b>(Premium)</b>  Including:  Waikanae River Trail  Campbell Mill Rd  Mataihuka Walkway  Barry Hadfield Nikau Reserve  Sims Rd and Te Horo beach bridleways	Service inputs on high-use area. This includes a higher [preventative] maintenance of tracks to meet universal design standards where appropriate. Visitor facilities such as toilets and picnic/parking areas if applicable.	Except where managed as part of regular Parks maintenance, e.g., mowing, all tracks are currently managed on reactive basis.	A development plan in line with WRT Regional Trail standards is in place, including:  -Provisioning for adequate street signage to trailheads, Trailheads developed to a high standard, wayfinding and interpretive signage in place.  -Adequate seating, parking, toilets, drinking water, rubbish bins provided and routinely emptied.  -Improvements to accessibility.  Implement a scheduled maintenance program to ensure routine maintenance delivers tracks of a generally high standard of serviceability.  Ensure identified reactive maintenance e.g., after storms, is undertaken immediately after an event and when safe  Ensure all tracks (incl stems) are mapped and are current on GIS CWB layers and entered on the Parks asset data system.
Trails in Reserves <b>(Standard)</b>	Service inputs on high-use areas along recreational and ecological linkages. This includes a medium standard of track maintenance to support main CWB routes. En route visitor facilities such as toilets and picnic/parking areas typically associated with parks and reserves.	Except where managed as part of Reserve management, all tracks are currently managed on reactive basis.	Develop and resource a maintenance plan to ensure the trail is predominantly safe to use most of the time.  Ensure the trail/trail system has trailhead signage including a trail name, signage to indicate whether the trail is accessible, if dogs are allowed, how long the trail is, which users are allowed.  Consider if development plan is required, including upgrades, e.g., to increase accessibility.  Consider adequate parking, toilets, drinking water.  Ensure tracks are mapped on GIS CWB layers and entered on the Parks RAMM system.
Neighbourhood/Local Trails <b>(Basic)</b>	Service inputs on recreation and ecological linkages are expected to be low in more remote areas, with an emphasis on animal pest and weed control and basic track maintenance being a focus.	All tracks are currently managed on reactive basis.	Develop and resource a maintenance plan to ensure the trail is safe to use, to basic standard.  Consider seating, directional and wayfinding signage.  Ensure tracks are mapped on GIS CWB layers and entered on the Parks RAMM system.

Where Council is not the land manager for other Destination Trails in the district, it is important to work with the land managers to ensure that the trails have the elements required to be able to be promoted as destination trails. This is particularly important where trails cross several land managers, e.g. Coast 35, Waikanae River Trail. Council also has a role to play in promoting the network to users as one single entity, irrespective of land-management. Without this role, information is fragmented and many of the possible benefits are unlikely to be realised.

### 3.1 Key performance indicators (KPIs)

The current satisfaction levels of the CWB network (which includes tracks and trails) are currently measured by the Resident Satisfaction Surveys, which are close to meeting the target set (85%). Most users will not actually be aware of the owner of the asset they are using:



In time, it may be possible to adopt a system known as Net Promoter Score, a system used by Greater Wellington Regional Council (GWRV) to record satisfaction scores for destination trails. Under this system, Waikanae River trail currently scores 32.59, Ōtaki is 19.89 and Hutt River is 26.33.

It is recommended that the following new performance measures suggested below be implemented to align with the system utilised by GWRC.

Area	KPI New (proposed)	Measure	2023/24 Target	2024/25 Target	2025/26 Target
Destination Trail	33 (no.)	NPS	33 (no.)	33 (no.)	34 (no.)
Reserve	80%	Resident satisfaction surveys	80%	82%	85%
Neighbourhood/Local	75%	Resident satisfaction surveys	75%	80%	85%

Under the Wellington Regional Trails strategy, success criteria for the Framework is:

- Residents notice a significant improvement in their ability to understand, use, enjoy and contribute to the region's trail network.
- Visitors will have trail-based experiences on offer through a well-marketed campaign to see and experience the region's outdoors as well as other great attractions in the region, through the trails at its backdoor.

### 3.2 Customers and stakeholders

Good knowledge of stakeholders' values and drivers is essential for an effective, valued, well-planned and supported activity. Council has been assisted and guided by an active and effective Cycleway, Walkway and Bridleway Advisory Group (CWBAG) since 2002. The CWBAG meets every 6 weeks. Members are volunteers, providing invaluable user input into the planning, development, maintenance, and promotion of issues affecting the CWB network. The group advises on both recreational and transportation issues.

The table below details the key customers and stakeholders for these assets.

Group	Area of Interest
Walkers, Hikers/Trampers, Runners	<ul style="list-style-type: none"> <li>short to long walks, short, day and overnight tramps, including 2 x regular Park runs, mountain and trail running</li> </ul>
Accessibility	<ul style="list-style-type: none"> <li>ensuring access to nature for all residents, especially those who identify as having a disability</li> </ul>

Group	Area of Interest
Equestrian	<ul style="list-style-type: none"> <li>including access to trails, horse-related infrastructure, connectivity between trails and safety</li> </ul>
Cyclists (including e-bikers)	<ul style="list-style-type: none"> <li>road and off-road, especially mountain biking (MTB)</li> </ul>
Small-wheels (micro-mobility) – new in 2023	<ul style="list-style-type: none"> <li>scooters, skaters (roller and inline) and skateboarders</li> </ul>
Environmental Care groups	<ul style="list-style-type: none"> <li>restoring ecology beside trails improves the recreational experience and protects land, especially near water margins</li> </ul>
Open Space	<ul style="list-style-type: none"> <li>Areas of space that is undeveloped and available to access for recreation and to experience nature</li> </ul>
Older Persons	<ul style="list-style-type: none"> <li>Unique needs of our older citizens to maintain equity in the provision of cycling, walking and bridleways</li> </ul>
Younger Persons	<ul style="list-style-type: none"> <li>Unique perspectives and needs of young people, especially those who rely on the network for transport.</li> </ul>
Iwi	<ul style="list-style-type: none"> <li>To bring Te Ao Maori to the mahi.</li> </ul>

### 3.3 User expectations and Customer Values

Expectations from our customers around the various facilities KCDC provide can be grouped into the areas shown in the image below.

The CWBAG has identified a desire to expand the network, with the Council to be mandated to work with adjacent landowners and managers to advocate for districtwide trail development. This links to the Wellington Regional Trails (WRT) strategy, which seeks that *The region adopts the classification system for regional trails including the use of signature trails, regional trails and local trails as the basis of experience and infrastructure development and accountability.*

The WRT strategy guidelines identify specific LOS for regional and local trails. These include providing for:

- Trail maintenance plans
- Wayfinding and signage
- Interpretation signage
- Trail head information and name signage on trails
- Direction signage on roads to destination trail heads
- Improved/additional toilets
- Marked carparks
- Accessibility information (plus a focus on more accessible trails)
- Seating along the trail network
- Drinking water (for refilling reusable bottles and for dogs)
- Infrastructure, signage and monitoring to exclude motorised users, including squeeze gates and horse stiles
- Bike parking stands, horse mounting blocks
- Promotional photos, videos
- Events held on the trails
- Digital mapping of the trails



Council managed trails are not currently funded to meet these requirements.

## 4 Demand Management

Demand for recreational trails on the Kāpiti Coast is increasing amongst all user groups. Being active outdoors, and especially in nature, has been scientifically linked with increased wellbeing – in an increasingly urbanised district, is of growing importance. During the Covid lockdowns, many people rediscovered their love for these outdoor activities to stay active, relieve stress, connect with others and to stay healthy. The growing awareness of the need for a healthy lifestyle, rising costs for transport, transport issues, the rise of e-bikes and better cycling infrastructure is leading to a world-wide growth in cycling.

The “Coast35” – the off-road multi-use pathway between Paekākāriki and Ōtaki installed by Waka Kotahi as part of the expressway projects – along with the rise in popularity of e-bikes, has generated a substantial uptake in the numbers of people cycling. There is now strong demand for more off-road trails to combine with the Coast35 and the beach to make loops (for recreation and transport), such as Peka Peka Rd and Paetawa Rd.

However, the Kāpiti Coast currently lacks facilities for mountain biking and trails that are any more challenging than paved, 2.5m wide paths (grade 1 – easiest). Demand for these types of trails is demonstrated through an increase in illegal trail building within reserves and tends to be carried out by young people, frustrated by nowhere to ‘play on bikes’ locally. Accordingly, the highest demand is near urban areas.

Walkers and hikers have traditionally been well-served on the Kāpiti Coast. However, the Department of Conservation (DoC), which operates Whareroa Farm, Mangaone Walkway, Hemi Matenga, Kapiti Island and the Tararua Forest Park, has reduced its service level in these areas due to budget constraints, which has decreased the amenities available and track standards, along with the closure of Ōtaki Gorge Rd at Blue Bluff.

The need for more accessible trails is likely to grow in future as the population forecasts below show significant growth in the number of older people. Trails that are wheelchair and walking-frame friendly, enable this user group to enjoy the benefits of being in nature. Gates and bollards that are designed to keep motorbikes and vehicles off tracks can impede access to wheelchair and trike users. To be accessible, the gradient must be no more than 1 in 12 and there must be alternatives to locked gates and bollards if they cannot be widened to accommodate wheelchairs.

While shared and multi-use paths are important for cycling and horse-riding, feedback suggests that sharing (walking with cycling especially) diminishes the experience for walkers and comes with safety concerns for older people and those with hearing and sight-impairments. The trail network needs to incorporate some walking-only trails for these users.

Horse-riders are generally well-served on the Kāpiti Coast, with many of the district’s trails multi-user. This also includes both the Ōtaki and Waikanae River trails and most beaches. This is a competitive advantage for the district and an opportunity for visitor attraction. Horse-riders have requested more infrastructure including horse float parking (since grazing has moved further from town), mounting blocks and tie-ups at popular locations.

‘Small wheels’ is an emerging user group and a popular activity with young people. Using scooters, roller/inline skates and skateboards requires a smooth surface, and currently the district only has 1km of trail suitable – at Paraparaumu Beach. This lack of infrastructure is a competitive disadvantage for the district, whereby these users travel to other districts for exercise options.

### 4.1 Benchmarking

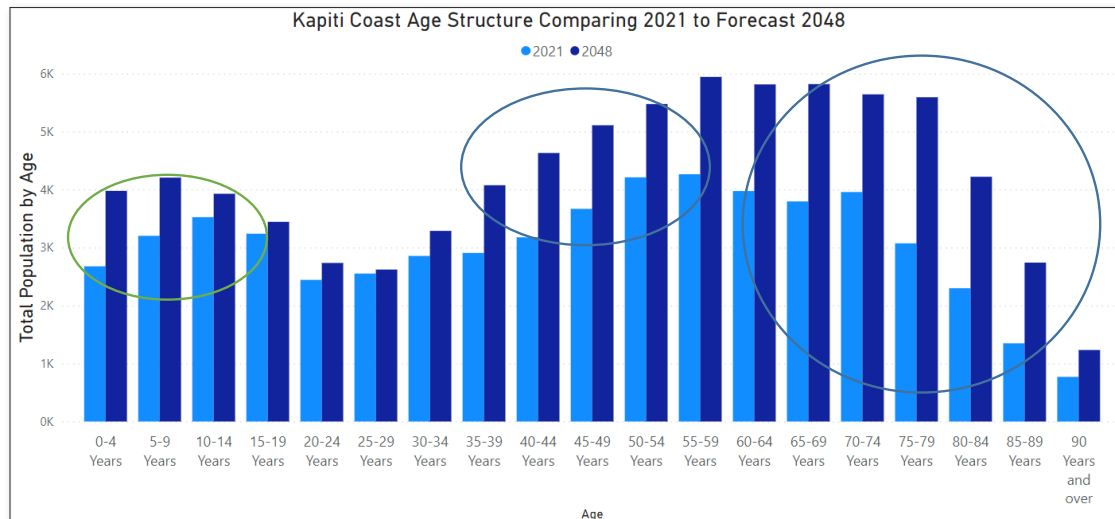
It is difficult to benchmark with other Districts as the length of the network should include the assets owned by all owners, not just Councils. As an indication only, Kāpiti Coast District Council currently has 6.7m of track per hectare of parks and reserves – the national median is 6.84, however this does not account for Waka Kotahi (C35), DoC, GWRC or other asset owners, which is significant.

## 4.2 Growth

The Kāpiti Coast District population forecast for 2020 was 55,503 and is now forecast to grow to 85,658 by 2050 (and increase of 54%). Population growth is projected to be higher in Paraparaumu, Waikanae and Ōtaki compared to other wards in the district with a negative growth anticipated in Paekākāriki.

The profile of the growth shows that more under children and elderly people will feature in future Kāpiti.

Figure 4 Forecast Population Growth by Age



The graph above indicates there will be significant increases in children, adults 35-59 years and especially in older adults. All groups are likely to be trail users. Small wheels, mountain bike (especially grades 2-4), hiking/running trails, and tracks suitable for older people (including off-road and accessible trails) will be areas of focus.

The expected population growth is predicted to be centred north of Waikanae and Ōtaki, which means that more investment in trails will be required in those areas. Intensification in other parts of the district (e.g. in Raumati) will see the loss of some informal parts of the network, and access to open space in these areas will be important.

### ***Proposed Future Development:***

The proposed future development will connect the trails above with additional trails to provide an integrated network of loops and through tracks, to serve all abilities and types of user. This includes:

- A “foothills” trail – 40km of multi-use trail from Paekākāriki (Whareroa Farm) to Te Horo – mostly off-road, unpaved (some on quiet rural, public road), mostly existing trail with some upgrades, apart from 5km new trail. Easy to moderate skill level, grade 2-3
- A “back-country” trail – a future Great Ride and ‘very good walk’ multi-day unpaved trail – 90km of multi-use trail from Battle Hill (Porirua) to North Manakau Rd – using mostly existing old trails (forest floor/4WD track/old logging benches) to be upgraded and connected with approx. 15km new trail, plus some bridges and boardwalks. The trail will connect with local roads at Waitouhu Valley Rd, Ōtaki Gorge Rd (Ōtaki Forks), Akatarawa Hill Rd summit and on to Battle Hill (Pauatahanui). Moderate to Experienced grade 3-4.
- Waikanae River Trail upstream extension – construction of 5 km of new trail to connect the trail at the old SH1 bridge to Reikorangi. The track would be made of compacted gravel, and be consistent with the rest of the trail, i.e. easy, grade 1-2

- North Waikanae to Beach connector – construction of 4 km of new trail to connect old SH1 to the beach north of Waikanae. Various sub-divisions may make most of this route possible. The route would be largely sealed/compacted gravel, easy, grade 1-2. From north of Waikanae township, past Nga Manu Nature Reserve, under the Expressway, through to Paetawa/Rutherford Drive and Paetawa Reserve to the beach.

This combined trail network would link all towns on the Kāpiti Coast and along with our existing trails, would make the Kāpiti Coast an attractive ‘trails destination’ - to live, visit and work in.

None of these developments is currently planned or funded in the Long-Term Plan.

### 4.3 Improvement Plan for Tracks and Trails

*Asset information* for recreational trails is far from complete and ideally would be consolidated into an asset system. This is a significant undertaking that is not currently funded. Without this dataset, setting accurate maintenance and renewal budgets is difficult and trails are maintained on a reactive basis.

It is proposed that improved monitoring measures be implemented for trails to direct future investment:

- *Track counters* – Council currently has four it is proposed increasing this number to 8 over 3 years.
- Improvements to the *Resident Satisfaction Survey* to identify responses from users and non-users (perception) – and for negative responses, to understand which tracks are influencing their view.
- Implement *track satisfaction surveys* for Destination trails (e.g., via a system such as GWRC uses)

With an increasing population of older persons on the Kāpiti Coast expected, special consideration should be given to the requirements and locations of fully accessible trails, so that equity in trail access is improved. For example, trails in some reserves may be ideally placed to be upgraded, providing easier access for those with limited mobility. These actions would be in collaboration with the Accessibility reps and brought into the development plans for the trails.

Good signage encourages more trail exploration, helps people to choose the trail for them and enhances the experience for locals and visitors. Clear signage empowers users by providing them with the guidance and advice to be responsible trail users (e.g., keeps people to the track). There are many opportunities on trails to partner with mana whenua and provide historical information and Te ao Māori as part of the trail experience.

See table of Improvement Plan in Appendix Three.

## 5 Risk Management

### 5.1 Climate change

As the District learns to cope with more intensive rainfall, wind and flooding, the tracks and trails network will need to adapt. This will likely see a need for more maintenance and – in a couple of cases – abandonment of tracks, especially adjacent to rivers.

### 5.2 Falling behind other regions

As other districts improve their trail experiences, including planning new signature trails (e.g. the Wairarapa’s Five Towns Trail), unless the network is expanded as growth occurs, there is risk is that Kāpiti Coast falls behind other districts as they innovate and improve their offerings faster. Nationally, many regions are progressing trails projects to add to their region’s liveability, improve access to active modes of transport, and provide attractions for visitors.



### 5.3 Maintenance Costs

Regular and scheduled maintenance increases the life of the assets and reduces the risk of failure, while providing a consistently good level of service. The old adage that 'it is cheaper to maintain your car regularly than to buy a new engine' is also true for trails assets. As the network grows, so will maintenance requirements. Well designed and constructed tracks should require maintenance costs of around 2% per annum. The new and upgraded trails proposed are outside of flood zones and the old benches have stood, in most cases without maintenance, for 80-100 years.

## 6 Lifecycle Analysis

### 6.1 Overview

Council takes a whole of life approach to managing assets. The asset life cycle is described in **Error! Reference source not found.** below. Lifecycle asset management identifies that there are costs that occur at all stages of an asset's life. When acquiring a new asset, it is important to track the anticipated costs for the full life of the asset including acquisition, maintenance and operational costs, administrative costs, depreciation, renewal, and disposal costs.

Tracks and trails are in their infancy from an asset management perspective, this area requires further analysis and development.

### 6.2 Operations and Maintenance

Ideally Council would shift from a reactive maintenance framework to a more proactive management of these assets to enable a consistent, safe level of service.

### 6.3 Proposed Renewals/Reroutes

Due to the increasing impacts of both sea level rise and storms on the Waikanae River, forward plans should be developed for known areas of vulnerability, such as:

- Waikanae River Trail north bank between Weggery Drive and Tutere St (estuary), due to riverbed and sea-level rise, resulting in the trail being flooded on high tides.
- Two sections of track on Waikanae River south bank between Otaihanga Domain and the Expressway bridge. In two areas the bank has eroded close to the track. These banks have been stabilised with planting but may be lost in a major flood.

### 6.4 Proposed Upgrades/New Assets

No new assets are currently funded. However, some planning has been undertaken, this is at Appendix 1.

## 7 Financial Summary

This section contains the financial requirements resulting from the information presented in the previous sections of this Activity Management Plan. The financial projections will be improved as the discussion on desired levels of service and asset performance matures.

## 7.1 Financial overview

7.1.1 Operating expenditure in recent years has been modest (there were two major floods in 2022/23):

2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
16,374	14,858	50,807	40,834	176,879	58,431

The current Long-Term Plan contains provision for OPEX as follows:

2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34
60,670	62,553	64,245	65,692	66,925	67,980	68,863	69,585	70,174	70,769

The current operational funding reflects a largely reactive approach to maintenance.

Funding for future network development would likely need to be staged, with development taking place in sections thus keeping pace with available funding. Ideally this would be driven by and implemented through a Trails Trust. Ongoing maintenance costs for trails (once completed) would require funding, which once again would be enhanced through the efforts of a Trails Trust in seeking and administering external funding obtained through Grants. A feasibility study and business case are recommended to assess the ideal model for this to be structured, including Council's role in it.

Furthermore, some costs could be offset by commercial operator concessions, trailhead parking fees, and in the right structure, sponsorship, donations and volunteer time.

Initial engagement with mana whenua about the concept has been welcomed as an opportunity to tell stories, protect, restore and engage people the natural environment and provide employment opportunities.

Initial engagement with GWRC and DoC management has also been very positive as the indicative routes shown on the map are mostly on public land.

Appendix 1 – Potential New Trails and Upgrades



## Appendix 2 – Relevant statutes and policies

### Legal requirements

In managing the Tracks and Trails assets, Council must comply with the following legislation:

- Local Government Act 2002
- Resource Management Act 1991
- Building Act 2004
- Health and Safety in Employment Act 2016
- Reserves Act 1977
- Public Works Act 1981
- Heritage New Zealand Pouhere Taonga Act 2014

### Relevant standards

Standards relevant to Activity	
Standard	Description/Impact
Building Code	The Building Code fits in with the Building Act and lays down a range of requirements relating to built assets which the Parks and Open Spaces team consider in managing the portfolio of the group. All new building work must comply with the Building Code, which sets out performance standards that buildings must meet. It covers aspects such as structural stability, fire safety, access, moisture control, durability and services and facilities.

AS/NZS 4360:2000 Risk Management for Local Government	Guidelines for assessing risks and developing risk management strategies
NZS 4241: 1991 Public Toilet Facilities	Provides for the provision of safe convenient-to-use public toilet facilities of appropriate design and quality, using self-contained toilet units and gives guidance on the basic care and maintenance of the facilities and units.
International Infrastructure Management Manual 2015 & IIMM55000	Provides for strong governance and accountability, more effective and sustainable decisions, enhanced customer service, effective risk management and improved financial efficiency.
Wellington Trails Framework	Provides minimum standards for Signature, Regional and Local trails.
Recreation Aotearoa's Accessible Outdoors guidelines	Currently under development
Recreation Aotearoa's Mountain Bike Trail Specifications	Guidelines for trail development and grading

## Appendix 3 – Improvement Plan

No.	Improvement Area	AMP Ref. No.	Action	Priority	Indicative Timeframe		
					2024/25	2024/26	2026/27
1	Assets	4.3	Develop asset capture and condition assessment program, populate into RAMM	H			
		4.3	Track counters increased to 8 from 4 over 3 years	M			
			Leverage asset database to create proactive scheduled maintenance schedules	H			
			Create development plans for each current Destination Trail	M			
		4.3	Review signage to meet minimum WRT standards	H			
			Work to establish public access on Campbell Mill Rd	H			
2	Levels of Service		Review Trail measurables and use to form better KPIs	M			
			Investigate improvements to accessibility	M			
3	Demand Management		Identify locations to install, and then install, more user counters	M			
			Establish Trails Trust to facilitate additional sources of funding	H			
			Develop projects and project plans for new and upgraded trails to meet future demand				
			Undertake gap assessment of diversity of trails available (by user, grade and location) to inform future development plans	M			
4	Climate change		Undertake impact assessments at each destination trail to develop plans for mitigations required, e.g. Waikanae River Trail	H			
			Identify locations to install and then install, more water fountains	M			



**9 TE WHAKAŪ I NGĀ ĀMIKI | CONFIRMATION OF MINUTES**

**9.1 CONFIRMATION OF MINUTES**

**Author:** Anna Smith, Senior Democracy Services Advisor

**Authoriser:** Kris Pervan, Group Manager Strategy & Growth

**Taunakitanga | Recommendations**

That the minutes of the Strategy, Operations and Finance Committee meeting of 19 October 2023 be accepted as a true and correct record.

**NGĀ ĀPITI HANGA | ATTACHMENTS**

1. Strategy, Operations and Finance Committee minutes -19 October 2023 [↓](#)

STRATEGY, OPERATIONS AND FINANCE COMMITTEE MEETING  
MINUTES

19 OCTOBER 2023

MINUTES OF THE KĀPITI COAST DISTRICT COUNCIL  
STRATEGY, OPERATIONS AND FINANCE COMMITTEE MEETING  
HELD IN THE COUNCIL CHAMBER, GROUND FLOOR, 175 RIMU ROAD, PARAPARAUMU  
ON THURSDAY, 19 OCTOBER 2023 AT 9.34AM

**PRESENT:** Cr Liz Koh, Mayor Janet Holborow, Deputy Mayor Lawrence Kirby, Cr Glen Cooper, Cr Martin Halliday, Cr Jocelyn Prvanov, Cr Shelly Warwick, Cr Nigel Wilson, Cr Kathy Spiers  
**Via Zoom:** Cr Sophie Handford, Ms Kim Tahiwī

**IN ATTENDANCE:** Mr Darren Edwards, Mr Mark de Haast, Ms Hara Adams, Mr Mike Mendonça, Mr James Jefferson, Ms Kris Pervan, Mr Glen O'Connor, Mr Bede Laracy, Mr Cam Butler, Mr Glen Olsen, Ms Kate Coutts, Ms Anna Smith, Ms Jessica Mackman

**WHAKAPĀHA | APOLOGIES:** Nil

**LEAVE OF ABSENCE:** Nil

**1 NAU MAI | WELCOME**

The Chair, Cr Liz Koh welcomed everyone to the meeting.

**2 KARAKIA A TE KAUNIHĒRA | COUNCIL BLESSING**

The Chair asked Cr Shelly Warwick to read the Council blessing.

**3 WHAKAPĀHA | APOLOGIES**

**APOLOGY**

**COMMITTEE RESOLUTION SOF2023/52**

Moved: Cr Jocelyn Prvanov

Seconder: Deputy Mayor Lawrence Kirby

That the apologies received from Cr Rob Kofoed, Simon Black, and Huriwai Paki be accepted.

**CARRIED**

**4 TE TAUĀKĪ O TE WHAITAKE KI NGĀ MEA O TE RĀRANGI TAKE |  
DECLARATIONS OF INTEREST RELATING TO ITEMS ON THE AGENDA**

No declarations of interest were made.

STRATEGY, OPERATIONS AND FINANCE COMMITTEE MEETING  
MINUTES

19 OCTOBER 2023

**5 HE WĀ KŌRERO KI TE MAREA MŌ NGĀ MEA E HĀNGAI ANA KI TE RĀRANGI TAKE | PUBLIC SPEAKING TIME FOR ITEMS RELATING TO THE AGENDA**

John Le Harivel spoke to items 8.6 and 8.7 on the agenda regarding the Review of Older Person's Housing, and the related Asset Management Plan. Mr Le Harivel answered questions from members.

**6 NGĀ TAKE A NGĀ MEMA | MEMBERS' BUSINESS**

- (a) No leaves of absence were applied for at the meeting.
- (b) No advice of matters of an urgent nature was provided to the Chair prior to the commencement of the meeting.

**7 HE KŌRERO HOU | UPDATES**

There were no updates.

**8 PŪRONGO | REPORTS**

**8.1 ZEAL EDUCATION TRUST YEAR 8 REPORT**

Morag Taimalietane, Principal Advisor People and Partnerships introduced Emma Haxton, Contractor to Kāpiti Coast District Council, Jesse Boyce, CEO Zeal, and Hamish Campbell, Zeal Kāpiti Manager who presented the report back on Zeal Activities to the committee. Jesse Boyce and Hamish Campbell answered questions from members. Members thanked the Zeal Kāpiti team for their work.

**COMMITTEE RESOLUTION SOF2023/53**

Moved: Deputy Mayor Lawrence Kirby  
Seconder: Cr Shelly Warwick

That the Strategy, Operations and Finance Committee:

- A. Notes the delivery of services, outcomes and results achieved for Year Eight (2022/23) of the Youth Development Centre contract with Zeal Education Trust.
- B. Notes that 2023/24 is the final year (Year Nine) of the Youth Development Centre contract with Zeal Education Trust.
- C. Notes the Long-Term Plan 2024–34 will be an opportunity to consider the future needs of young people in Kāpiti through the Youth Development Centre and associated services.

**CARRIED**

Cr Glen Cooper left the meeting at 10:24 am.

Cr Glen Cooper returned to the meeting at 10:26 am.

Cr Glen Cooper left the meeting at 10:28 am.

Cr Glen Cooper returned to the meeting at 10:29 am.

Cr Glen Cooper left the meeting at 10:31 am.

Cr Glen Cooper returned to the meeting at 10:31 am.

STRATEGY, OPERATIONS AND FINANCE COMMITTEE MEETING  
MINUTES

19 OCTOBER 2023

Ms Kim Tahiwi left the meeting at 10:37 am.

Deputy Mayor Lawrence Kirby left the meeting at 10:36 am.

Deputy Mayor Lawrence Kirby returned to the meeting at 10:38 am.

**8.2 ASSET MANAGEMENT PLAN- DISTRICTWIDE AND DESTINATION PARKS**

Mike Mendonça, Acting Group Manager Place and Space asked that the report be taken as read, and answered questions from members.

**COMMITTEE RESOLUTION SOF2023/54**

Moved: Mayor Janet Holborow

Seconder: Deputy Mayor Lawrence Kirby

That the Strategy, Operations and Finance Committee:

- A. Notes the asset management plan Districtwide and Destination Parks (at Enclosure 1).
- B. Approves in principle this asset management plan as the overarching principal document underpinning investment in Districtwide or Destination Parks.

**CARRIED**

**8.3 ASSET MANAGEMENT PLAN AQUATICS FACILITIES**

Mike Mendonça, Acting Group Manager Place and Space asked that the report be taken as read, and answered questions from members.

**COMMITTEE RESOLUTION SOF2023/55**

Moved: Cr Nigel Wilson

Seconder: Cr Jocelyn Prvanov

That the Strategy, Operations and Finance Committee:

- A. Notes the Asset Management Plan Aquatics (at Enclosure 1).
- B. Approves in principle the Asset Management Plan as the basis for long term planning.
- C. Notes that funding options will be presented as part of the process for the Long-Term Plan 2024.

**CARRIED**

STRATEGY, OPERATIONS AND FINANCE COMMITTEE MEETING  
MINUTES

19 OCTOBER 2023

**8.4 CONTRACTS UNDER DELEGATED AUTHORITY**

Chief Executive Darren Edwards asked that the report be taken as read and alongside Kris Pervan, Group Manager Strategy and Growth, and Glen O'Connor, Kāpiti Coast District Council Transition Manager – 3 Waters, answered questions from members.

**COMMITTEE RESOLUTION SOF2023/56**

Moved: Cr Nigel Wilson  
Seconder: Cr Martin Halliday

That the Strategy, Operations and Finance Committee notes there were seven contracts accepted under delegated authority over \$250,000 for the period 1 April to 31 September 2023.

**CARRIED**

Cr Glen Cooper left the meeting at 10:59 am.

Cr Glen Cooper returned to the meeting at 11:08 am.

The meeting adjourned at 11:10 am and resumed at 11:23 am.

Ms Kim Tahiwī returned to the meeting at 11:23 am.

**8.5 GRANT PROPOSAL - FOOD AND BEVERAGE LOGISTICS HUB**

Kris Pervan, Group Manager Strategy and Growth introduced Mark Ward, Economic Development Manager, Darryn Grant, Strategic Development Director, and Eva George, Sector and Business Sustainability Lead. Mark Ward gave a brief introduction to the report and answered questions from members.

**COMMITTEE RESOLUTION SOF2023/57**

Moved: Cr Martin Halliday  
Seconder: Mayor Janet Holborow

That the Strategy, Operations and Finance Committee:

- A. Note** that the Economic Development Kotahitanga Board (EDKB) endorsed the proposed grant to The Bond Store to support the establishment of a Food and Beverage Logistics Hub as part of the implementation of the Kāpiti Coast Food and Beverage Gameplan at their Board meeting on 27 September 2023.
- B. Approve** a grant of \$50,000 to The Bond Store towards the establishment of a Food and Beverage Logistics Hub for the Kāpiti Food & Beverage Cluster on the following terms and conditions the:
  - B1.** Grant Agreement has an access schedule, with businesses, for the hub services.
  - B2.** Bond Store applying for and receiving all necessary consents and approvals.
  - B3.** Bond Store provides a 6-monthly report on the type and level of activities with other businesses utilising their facilities and services.
  - B4.** Bond Store provides advice when other shared facilities or hubs are established to meet growing demand.
  - B5.** Bond Store participates in media releases about the hub.

**CARRIED**

STRATEGY, OPERATIONS AND FINANCE COMMITTEE MEETING  
MINUTES

19 OCTOBER 2023

**8.6 REVIEW OF OLDER PERSONS' HOUSING - STAGE ONE REPORT**

Kris Pervan, Group Manager Strategy and Growth introduced Stephen Cross, Housing Programme Manager, and Darryn Grant, Strategic Development Director and gave a brief introduction to the report. Stephen Cross outlined a few key points in the report and along with other Council officers present, answered questions from members.

**COMMITTEE RESOLUTION SOF2023/58**

Moved: Cr Martin Halliday

Seconder: Deputy Mayor Lawrence Kirby

That the Strategy, Operations and Finance Committee:

- A. Receive the Kāpiti Coast District Council Review of Older Persons Housing: Stage One Report. (Appendix One).
- B. Note the key findings of the Kāpiti Coast District Council Review of Older Persons Housing: Stage One Report, with a separate report on findings from Stage Two of the review to be presented in December 2023. This would include discussion on considerations for the Long Term Plan if applicable.

**CARRIED**

Mayor Janet Holborow left the meeting at 11:51 am.

Mayor Janet Holborow returned to the meeting at 11:56 am.

**8.7 ASSET MANAGEMENT PLAN HOUSING FOR OLDER PERSONS**

Mike Mendonça, Acting Group Manager Place and Space asked that the report be taken as read, and answered questions from members.

**COMMITTEE RESOLUTION SOF2023/59**

Moved: Cr Martin Halliday

Seconder: Cr Kathy Spiers

That the Strategy, Operations and Finance Committee:

- A. Notes the Asset Management Plan Housing for Older Persons (at Enclosure 1).
- B. Approves in principle the Asset Management Plan as the basis for long term planning.
- C. Notes that funding options will be presented as part of the Long-Term Plan 2024

**CARRIED**

Cr Glen Cooper left the meeting at 12:05 pm.

Cr Glen Cooper returned to the meeting at 12:08 pm.



STRATEGY, OPERATIONS AND FINANCE COMMITTEE MEETING  
MINUTES

19 OCTOBER 2023

9 TE WHAKAŪ I NGĀ ĀMIKI | CONFIRMATION OF MINUTES

9.1 CONFIRMATION OF MINUTES

**COMMITTEE RESOLUTION SOF2023/60**

Moved: Cr Nigel Wilson

Seconder: Deputy Mayor Lawrence Kirby

That the minutes of the Strategy, Operations and Finance Committee meeting of 14 September 2023 be accepted as a true and correct record.

**CARRIED**

10 CLOSING KARAKIA

At the Chair's request Mayor Janet Holborow closed the meeting with karakia.

**The Rautaki, Whakahaere, me te Ahumoni | Strategy, Operations and Finance Committee meeting closed at 12:10 pm.**

.....  
**HEAMANA | CHAIRPERSON**

**10 PURONGO KĀORE E WĀTEA KI TE MAREA | PUBLIC EXCLUDED REPORTS****RESOLUTION TO EXCLUDE THE PUBLIC****PUBLIC EXCLUDED RESOLUTION**

That, pursuant to Section 48 of the Local Government Official Information and Meetings Act 1987, the public now be excluded from the meeting for the reasons given below, while the following matters are considered.

The general subject matter of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

<b>General subject of each matter to be considered</b>	<b>Reason for passing this resolution in relation to each matter</b>	<b>Ground(s) under section 48 for the passing of this resolution</b>
<b>10.1 - Write-off of Sundry Debt</b>	Section 7(2)(a) - the withholding of the information is necessary to protect the privacy of natural persons, including that of deceased natural persons  Section 7(2)(b)(ii) - the withholding of the information is necessary to protect information where the making available of the information would be likely unreasonably to prejudice the commercial position of the person who supplied or who is the subject of the information	Section 48(1)(a)(i) - the public conduct of the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding would exist under section 6 or section 7

**10 CLOSING KARAKIA**