



## Cemeteries Te Kaiwhakahaere Tiakitanga

pg. i

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# 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.

<b>Council Operated:</b>		<b>Status</b>
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
<b>Maintenance Services:</b>		
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.

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

### 2.1 Asset Condition

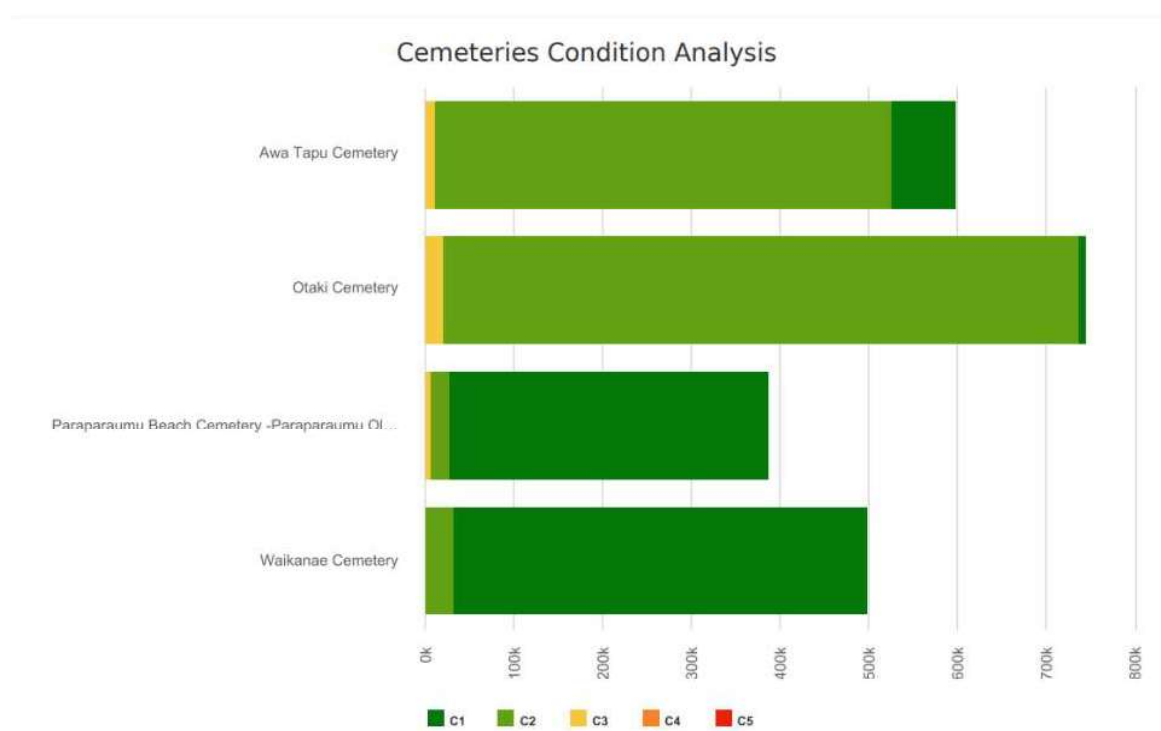
Every three years assets are condition assessed and given a condition grading, which will give an indication of what remaining life is left for the asset or component. Condition ranges from C1 to C5, with C1 considered superior condition, meaning it is assumed to have a significant percentage of its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

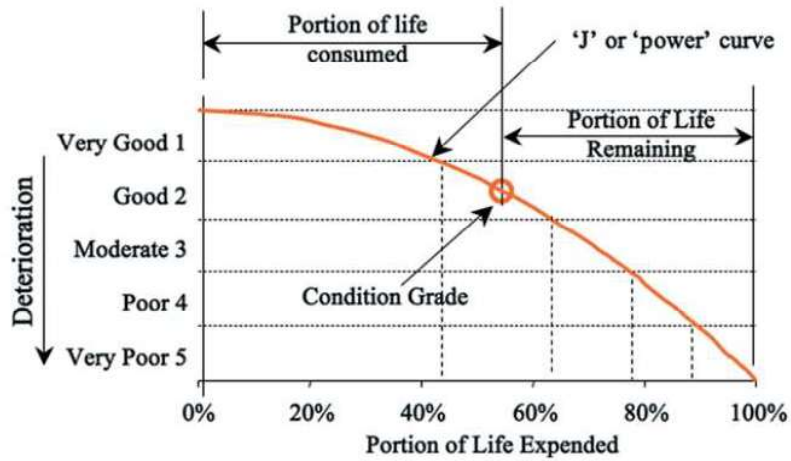






Figure 4 shows the deterioration curve of an asset. Condition declines slowly in the early stages of an asset’s life, but as it ages, deterioration happens faster, especially after 50% of the asset life has been consumed.


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


<b>Available on site</b> Burial plots Cremation plots Natural burials Ashes gardens RSA memorial gardens	<b>Address:</b> 32 Anzac Road, Ōtaki <b>Size:</b> 3.9ha <b>Description:</b> 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. <b>Open between 7.30am and 4pm daily</b>	<b>Notable work to date:</b> Entrance archway associated with RSA memorial	<b>Current Works:</b> New beams and plinths being installed.	<b>Future Proposed works:</b> - Additional ashes gardens driven by demand - Driveway extension	<b>RV:</b> Capital Value: \$580,000 Land Value: \$70,000	<b>Legal Description:</b> TITOKITOKI NO 2 2A B1 B2 <b>Year Established:</b> 1896					
<b>Demand:</b> 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.		<b>Capacity for the future:</b> 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.									
<b>Demand rates 2013 to 2022:</b>											
<b>Ōtaki Cemetery</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>	<b>Grand Total</b>
Ashes	17	32	16	27	28	29	29	20	27	31	256
Burial	27	22	22	13	17	19	21	21	20	34	216
<b>Grand Total</b>	<b>44</b>	<b>54</b>	<b>38</b>	<b>40</b>	<b>45</b>	<b>48</b>	<b>50</b>	<b>41</b>	<b>47</b>	<b>65</b>	<b>472</b>
<b>Day to Day:</b> 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. Other operational repairs include kerb and channelling and asphalt repairs, annual washdowns of park benches, rubbish removal.											
<b>Key Issues/Risks:</b> Vandalism and inappropriate social behaviours have resulted in a need only open the cemeteries from dawn to dusk daily. Operational work specific to Ōtaki Cemetery includes replanting once a year in the rose gardens.											






## Waikanae Cemetery


<p><b>Available on site</b></p> <ul style="list-style-type: none"> <li>- Burial plots</li> <li>- Cremation plots</li> <li>- Crematorium on-site (Not council owned)</li> <li>- There are also garden and monument plots</li> <li>- RSA memorial gardens</li> </ul>	<p><b>Address:</b> 130 Ngarara Rd, Waikanae</p> <p><b>Size:</b> 2.4ha</p> <p><b>Description:</b> Waikanae Cemetery is centrally located in the Waikanae township and operated by Kāpiti Coast District Council. It is located along Ngarara Road and is set on 2.4 hectares of fee simple, freehold land.</p>	<p><b>Notable historical work:</b></p> <ul style="list-style-type: none"> <li>- Retaining wall Ngarara Rd</li> <li>- Resource consent for Crematorium</li> </ul>	<p><b>Current Works:</b></p> <ul style="list-style-type: none"> <li>- Additional ashes gardens</li> <li>- Map and information board at entrance</li> </ul>	<p><b>Future Proposed Improvements/Projects:</b></p> <ul style="list-style-type: none"> <li>- Area for grieving lost infants</li> </ul>	<p><b>RV:</b></p> <p>Capital Value: \$700,000</p> <p>Land Value: \$690,000</p>	<p><b>Legal Description:</b></p> <p>LOT 2 DP 414500 -CEMETERY- BLK V KAITAWA S D C/T 454462</p> <p><b>Year Established:</b></p> <p>1909</p>					
<p><b>Demand:</b></p> <p>Of the four cemeteries managed by Kāpiti Coast District Council, Waikanae Cemetery has been the highest in demand over the 10-year period preceding 2023.</p>			<p><b>Capacity for the future:</b></p> <p>Based on previous analysis of demand, Waikanae Cemetery has sufficient burial capacity until 2032. This is currently under review and will be updated in the next LTP and forms part of the improvement plan. Council is in the early stages of identifying land for additional capacity, following due diligence, Council will be approached regarding the land purchase.</p>								
<p><b>Demand rates 2013 to 2022:</b></p>											
<b>Waikanae Cemetery</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>	<b>Grand Total</b>
Ashes	67	85	71	69	77	70	79	61	75	90	744
Burial	32	29	34	26	25	22	24	26	28	32	278
<b>Grand Total</b>	<b>99</b>	<b>114</b>	<b>105</b>	<b>95</b>	<b>102</b>	<b>92</b>	<b>103</b>	<b>87</b>	<b>103</b>	<b>122</b>	<b>1022</b>
<p><b>Day to Day:</b></p> <p>The day-to-day operational works for Waikanae Cemetery involves lawn mowing, tree planting, spraying, preparing graves, undertaking interments and general maintenance is undertaken by the Depot Operational team. Waikanae Cemetery undertakes on-going pest control for rabbits.</p>											
<p><b>Key Issues/Risks:</b></p> <p>Vandalism and inappropriate social behaviours have resulted in a need only open the cemeteries from dawn to dusk daily.</p> <p>Risk of running out of burial capacity before new land can be purchased, developed and operational.</p> <p>Data from current system is not fit for purpose and needs detailed review due to high number of discrepancies.</p> <p>Flooding from time to time around bottom beam to the right of the cemetery entrance</p>											





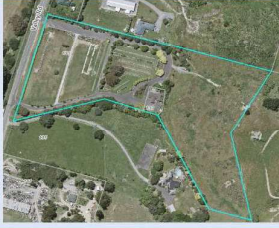
## Paraparaumu Cemetery

<p><b>Available on site</b></p> <ul style="list-style-type: none"> <li>- Only second interment burials available in existing family plots</li> <li>- Cremation beam plots</li> </ul>	<p><b>Address:</b> 308-316 Kāpiti Road  <b>Size:</b> 1.2ha  <b>Description:</b> Paraparaumu Beach Cemetery is in heart of the beach community of Paraparaumu. It is closed to new burials due to capacity limits being reached. The cemetery is on 1.2 hectares of fee simple, freehold land.  <b>Open between 7.30am and 4pm daily</b></p>	<p><b>Notable work to date:</b></p>	<p><b>Current Works:</b></p>	<p><b>Future Proposed Improvements/Projects:</b></p> <ul style="list-style-type: none"> <li>- Two new ashes gardens 24/25</li> <li>- Map and information signage board</li> </ul>	<p><b>RV:</b>                  Capital Value: \$1,050,000                  Land Value: \$1,020,000</p>	<p><b>Legal Description:</b>                  ALL DP 3933  <b>Year Established:</b>                  1917</p>																																																
<p><b>Demand:</b>                  Of the four cemeteries managed by Kāpiti Coast District Council, Paraparaumu Cemetery has the lowest demand over the 10-year period preceding 2023. This is largely because the cemetery is closed for any new burials and only has capacity for second interments in family plots and a limited number of available cremation beam plots with two new ashes gardens being planned for 24/25.</p>				<p><b>Capacity for the future:</b>                  Paraparaumu Cemetery is officially closed for all interments except second interments and ashes.</p>																																																		
<p><b>Demand rates 2013 to 2022:</b></p> <table border="1" style="width: 100%; border-collapse: collapse; text-align: center;"> <thead> <tr style="background-color: #003366; color: white;"> <th>Paraparaumu 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> </thead> <tbody> <tr> <td>Ashes</td> <td>22</td> <td>20</td> <td>20</td> <td>15</td> <td>20</td> <td>18</td> <td>19</td> <td>9</td> <td>22</td> <td>15</td> <td>180</td> </tr> <tr> <td>Burial</td> <td>6</td> <td>7</td> <td>9</td> <td>10</td> <td>6</td> <td>7</td> <td>9</td> <td>11</td> <td>4</td> <td>11</td> <td>79</td> </tr> <tr style="font-weight: bold;"> <td>Grand Total</td> <td>28</td> <td>26</td> <td>29</td> <td>25</td> <td>26</td> <td>25</td> <td>28</td> <td>20</td> <td>26</td> <td>26</td> <td>259</td> </tr> </tbody> </table>							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	7	9	10	6	7	9	11	4	11	79	Grand Total	28	26	29	25	26	25	28	20	26	26	259
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<p><b>Day to Day:</b>                  The day-to-day operational works for Paraparaumu Cemetery involves lawn mowing, tree planting, weed spraying, preparing burial plots, undertaking interments and general maintenance is undertaken by the Depot Operational team.                  Other operational repairs include kerb and channelling and asphalt repairs, annual washdowns of park benches, rubbish removal.</p>																																																						
<p><b>Key Issues/Risks:</b>                  Vandalism and inappropriate social behaviours have resulted in a need only open the cemeteries from dawn to dusk daily.                  Flooding occurs at times in heavy rain due to the high-water table and poor draining soils, making the northeast section of the cemetery difficult to use at times. Managed through using portable pumps as required.</p>																																																						



## Awa Tapu Cemetery

<b>Available on site</b> - Burial plots - Cremation plots	<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> - Resource consent for chapel and crematorium - New public toilet	<b>Current Works:</b> - Ashes scattering area being developed with walk ways - Updated signs boards with map (completed)	<b>Future Proposed Improvements/Projects:</b> - Wishing well for grieving lost infants	<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
<b>Grand Total</b>	<b>86</b>	<b>87</b>	<b>100</b>	<b>73</b>	<b>122</b>	<b>110</b>	<b>102</b>	<b>111</b>	<b>97</b>	<b>128</b>	<b>1016</b>
<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.

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<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

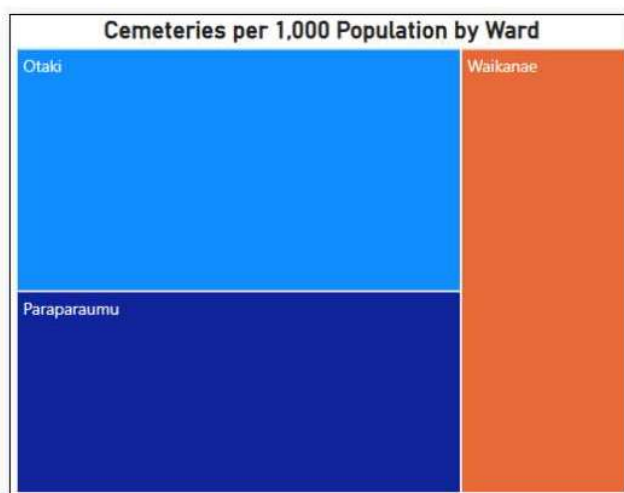


Table 1 No of Cemeteries per 1,000 Population

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

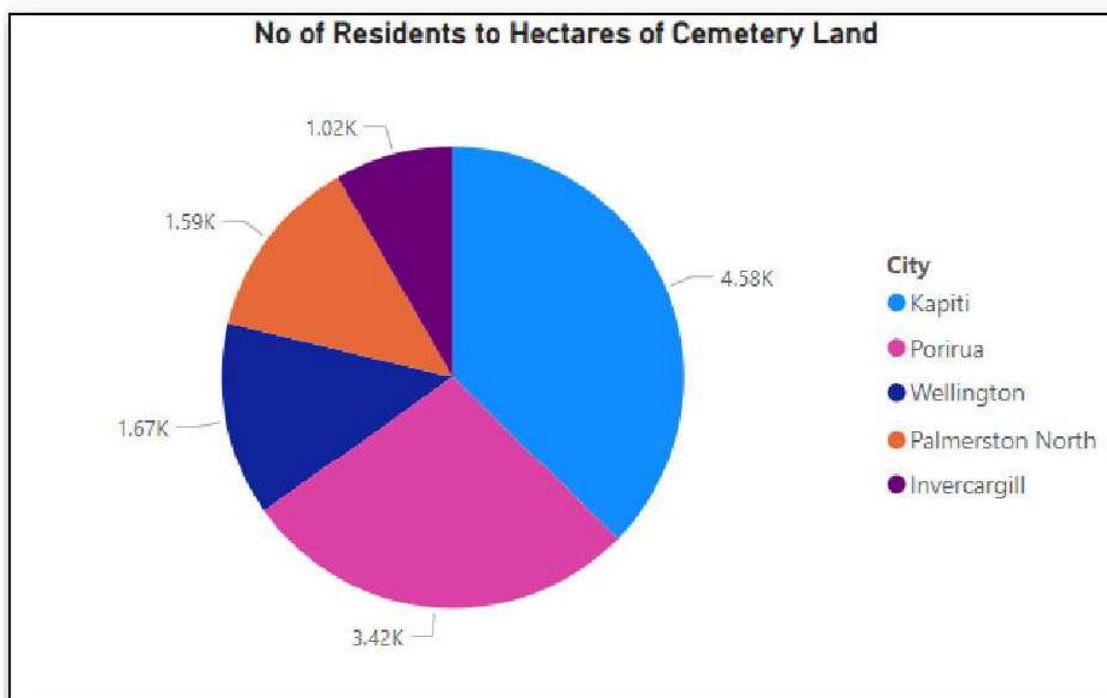
consideration only and do not represent any legislated requirements or missing targets and are merely a matter of interest.

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

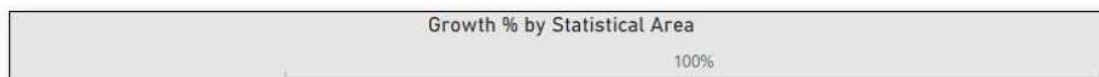
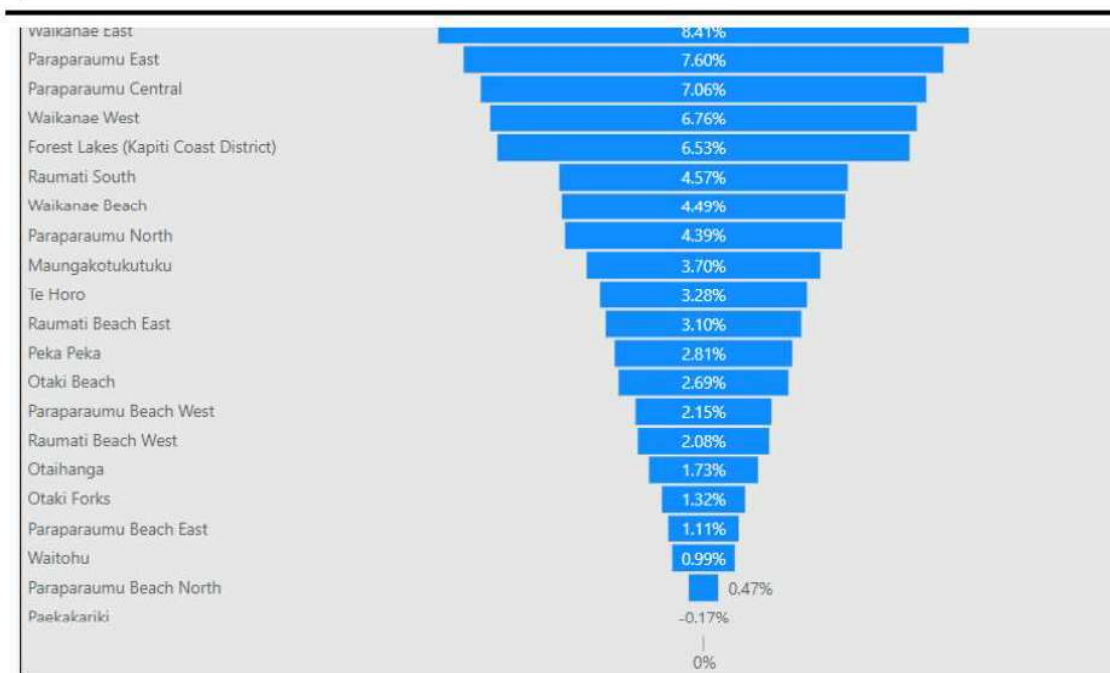


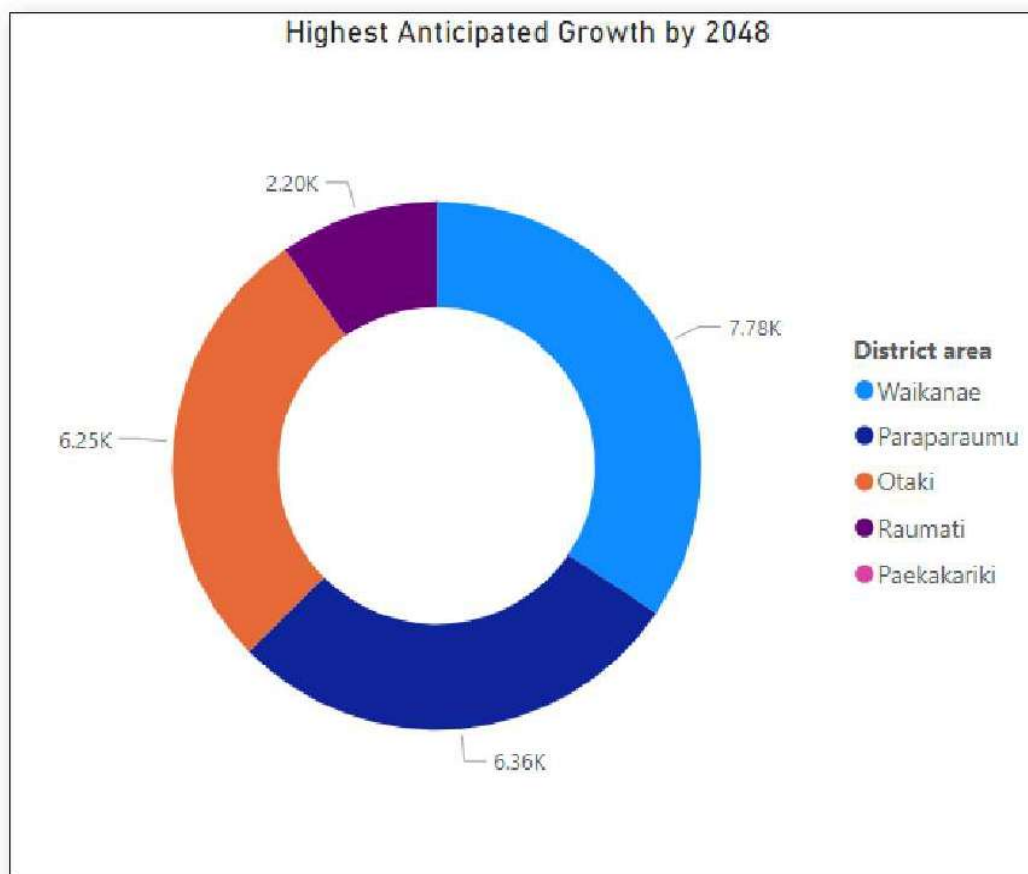
Figure 5 Growth %



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

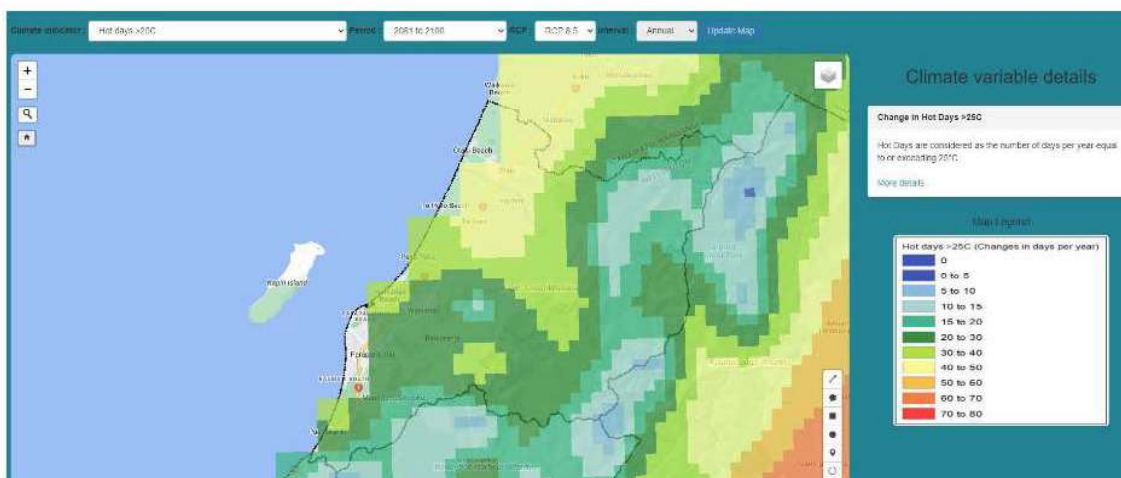
The Cemeteries activity has identified the risks below associated with the activity.

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

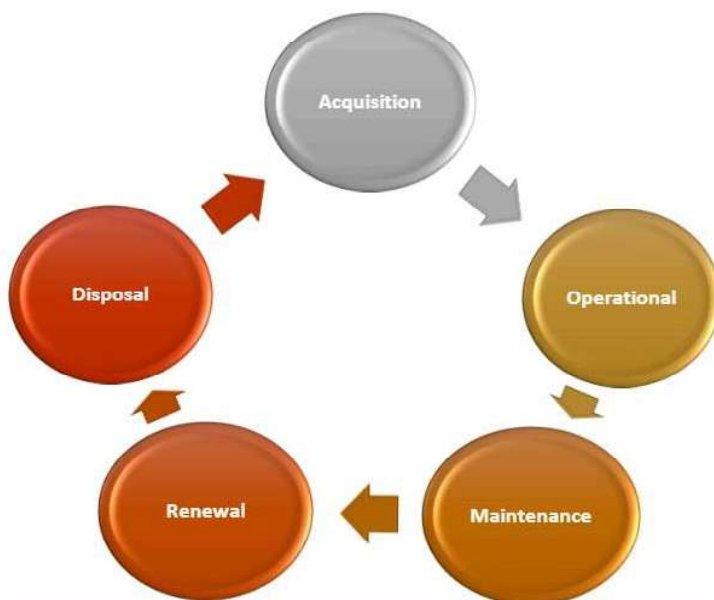
### 6.1 Overview

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	Asset 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 in 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

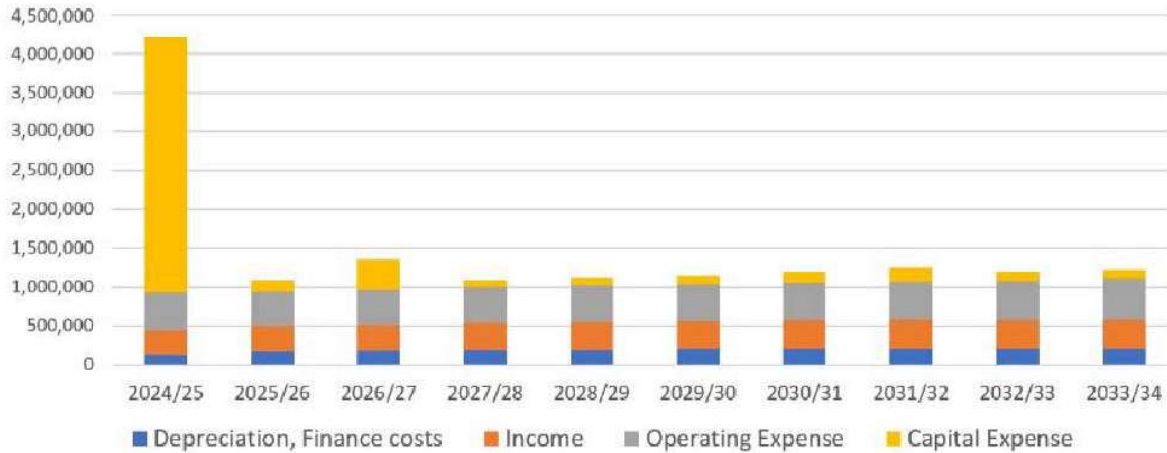
The financial overview is a summary of the CAPEX and OPEX for the Cemeteries. The current 2020 LTP budget is shown below. There are new recommendations to be considered for the 2024 LTP.

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.

### Cemeteries Long-Term Plan 2020

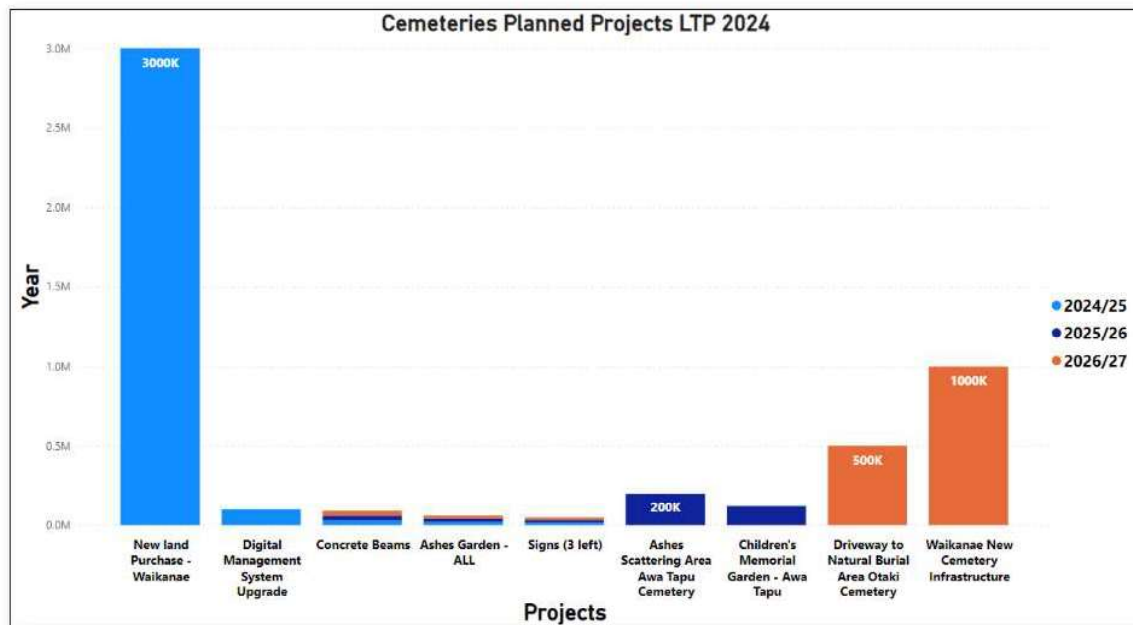


The peak in 2024/24 on Capital spending represents the funding set aside for land purchase to grow Waikanae Cemetery assets. 2026/27 is for a new toilet at Otaki Cemetery.

#### 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

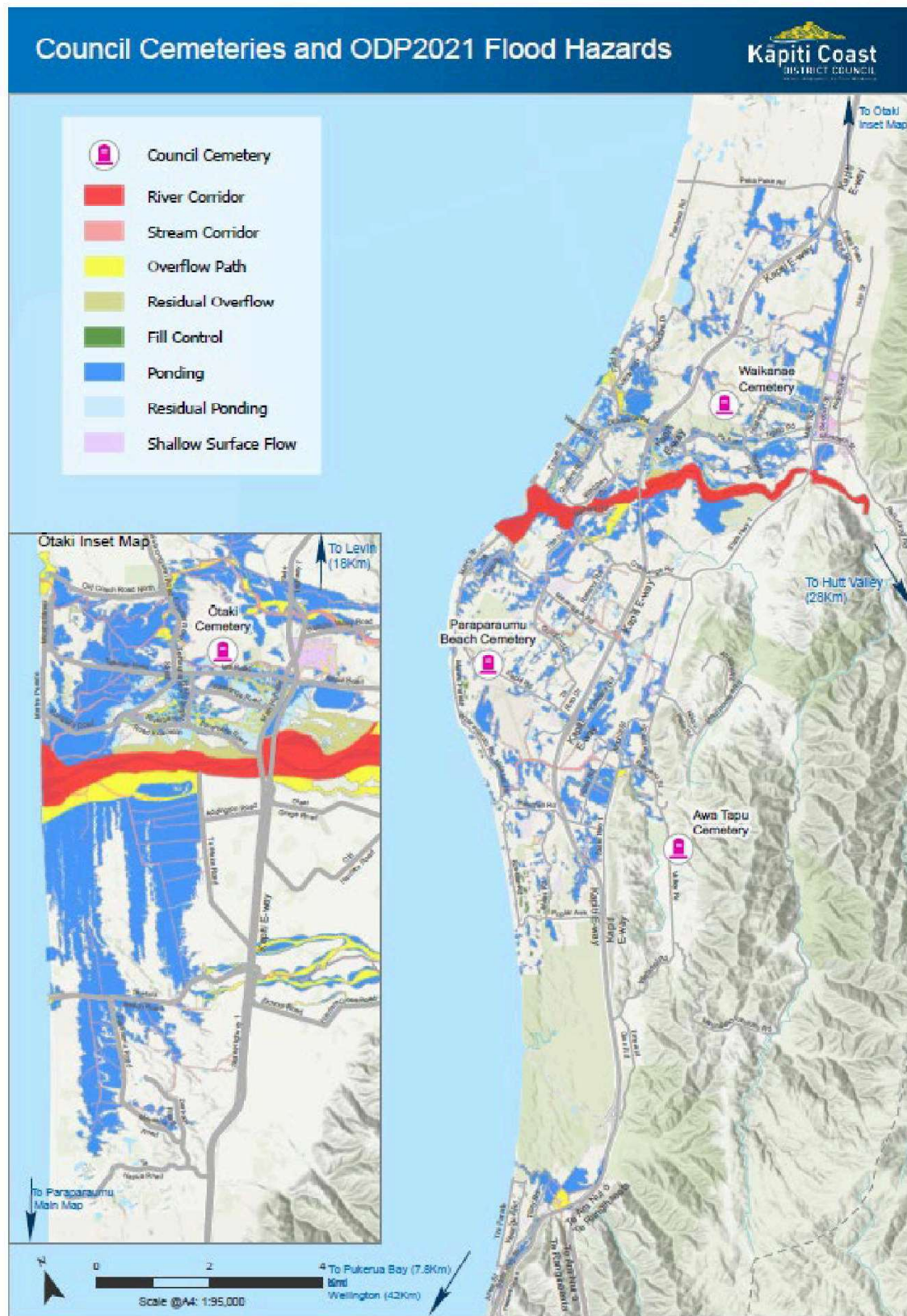
No.	Improvement Area	AMP Ref. No.	Action	Priority	Indicative Timeframe		
					2024/25	2024/26	2026/27
1	Data, Site Capacity	2.1	Review all site capacity details	H			
		2.1	Initiate and record formal capacity review processes to be done every 5 years	M			
2	Levels of Service	3.3.2	Improve customer engagement	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	 Emissions 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
	 Climate 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	 Capacity 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
	 Safety 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	 Historical records 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	 Hygiene 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
	 Vandalism 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



# Council Cemeteries and Tsunami Notification Areas



- Council Cemetery
- Tsunami Evacuation Zones**
  - Tsunami Notification Area Red
  - Tsunami Notification Area Orange
  - Tsunami Notification Area Yellow

