

**AGENDA FOR A MEETING OF THE POLICY AND STRATEGY COMMITTEE TO BE
HELD AT WAITAKERE CENTRAL, 6 HENDERSON VALLEY ROAD,
HENDERSON, WAITAKERE, ON THURSDAY, 8 MAY 2008
COMMENCING AT 9.30 AM**

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1 APOLOGIES



2 URGENT BUSINESS

Section 46A(7) of the Local Government Official Information and Meetings Act 1987 provides that where an item of business is not on the agenda, it may only be dealt with at the meeting if:

- (i) the Committee by resolution so decides; and
- (ii) the Chairman has explained at the beginning of the meeting (when open to the public) that the item will be raised for discussion and decision, why the item is not on the agenda, and why it cannot be delayed until a subsequent meeting.

The Committee may make a decision on a matter determined to be urgent.

NOTE: Urgent Business need not be dealt with now and may be delayed until later in the meeting.



3 CONFLICTS OF INTEREST

The Council has acknowledged in its Code of Conduct that Elected Members need to be vigilant to stand aside from decision making when a conflict arises between their role as a member of the Council and any private or other external interest they might have. This note is provided as a reminder to members to check that no such conflicts arise in relation to any items on this agenda.



4 CONFIRMATION OF MINUTES

Meeting Minutes - 6 March 2008

RECOMMENDATION

It is recommended that the Policy and Strategy resolve to:

Receive the minutes of the meeting of the Policy and Strategy Committee held on Thursday, 6 March 2008, as circulated, and that they be taken as read and now be confirmed.



5 **PRESENTATION - PROPOSAL FOR WAITAKERE TO BECOME A 'TRANSITION CITY'**

At the request of the Chairman, Laurence Boomert and Rachel Trotman will give a presentation to the Policy and Strategy Committee outlining a proposal for Waitakere to become New Zealand's first 'Transition City'. Transition Towns focuses on developing local responses to the twin crises of peak oil and climate change. 'Transition Town' communities devise and enact strategies for their neighbourhoods and individual households in the transition from high energy to low energy lifestyles.



6 **METRO ACTION PLAN UPDATE - BRINGING THE WORLD TO AUCKLAND: THE CASE FOR INVESTMENT IN AUCKLAND'S VISITOR ECONOMY**

EXECUTIVE SUMMARY

AucklandPlus and Auckland Regional Economic Development Forum Chairman Michael Barnett has updated Waitakere City Council twice previously on the Metro Project Action Plan and its implementation since its launch in October 2006.

A1-A16

In this update, Councillor Barnett will provide a short presentation focusing on the content of *Bringing the World to Auckland: The case for investment in Auckland's visitor economy*. This document was developed in response to the Metro Project Action Plan's call for a Regional Visitor Strategy. A summary is attached at pages A1 to A16.

Bringing the World to Auckland is designed as a document to stimulate discussion and inform decisions by a range of agencies about investment in Auckland's visitor economy. The document highlights the opportunity to deliver widespread benefits to Auckland (including improved amenity for Auckland residents and an additional \$12 million of direct visitor expenditure over the next decade) through investment in the visitor economy.

Bringing the World to Auckland was released to the public and endorsed by the Auckland Regional Economic Development Forum in December 2007. Since its release *Bringing the World to Auckland* has attracted endorsement from Tourism Auckland and the Ministry of Tourism, among others.

RECOMMENDATIONS

It is recommended that Policy and Strategy Committee resolve to:

1. **Receive** the Metro Project Action Plan Update - *Bringing the World to Auckland: The case for investment in Auckland's visitor economy* report.
2. **Invite** the Long Term Council Community Plan and Annual Plan Committee to consider any requests for funding for regional tourism initiatives from the Metro Action Plan during the course of its deliberations.

BACKGROUND

Context – Metro Project Action Plan

1. The Metro Project Action Plan, launched in October 2006, was developed to achieve the vision for the Auckland city-region's economic future as '*an internationally competitive, inclusive and dynamic economy; a great place to live and conduct business; and a place buzzing with innovation, where skilled people work in world-class enterprises*'.

2. The Metro Project Action Plan is designed to implement the Auckland Regional Economic Development Strategy through a series of actions. It brings together existing, as well as new regional activities, into one transformational economic development plan that reflects international best practice, and is focused around five key objectives for action:
 - i. Take effective and efficient action to transform Auckland's economy
 - ii. Develop world-class infrastructure and world-class urban centres
 - iii. Transform Auckland into a world-class destination
 - iv. Develop a skilled and responsive labour force
 - v. Increase Auckland's business innovation and export strength
3. AucklandPlus is the main implementation agency for the Auckland Regional Economic Development Strategy and is responsible for facilitating the delivery of much of the Metro Project Action Plan, in particular objectives 3, 4 and 5.

Objective 3: Transform Auckland into a World-class Destination

4. AucklandPlus is managing three projects that fit under the goal of transforming Auckland into a world-class destination:
 - The development of a new regional brand to provide the glue to a range of local and regional marketing activities and which will be used by a number of agencies including tourism bodies, councils in the region, economic development agencies, as well as businesses and educational institutes;
 - The development of a major events strategy;
 - The development of a regional visitor strategy to position Auckland as a more 'visitor friendly' destination where people can experience a range of unique and authentic places and spaces.

Bringing the World to Auckland

5. AucklandPlus has delivered *Bringing the World to Auckland: The case for investment in Auckland's visitor economy* in response to the Metro Project Action Plan's call for the development of a regional visitor strategy for Auckland (Objective 3).

DECISION MAKING

Issues

6. The funding in Council's current (2007/2008) Annual Plan for tourism spending consists of \$26,000 that is targeted specifically at regional initiatives. \$10,000 is allocated for Waitakere Schools to attain membership of Study Auckland and \$16,000 is allocated to Tourism Auckland to support local advertisers in the 'Destination Auckland' brochure and distribution costs.
7. Any consideration of additional funding for regional tourism initiatives by Council will be informed by the presentation on the case for investment in Auckland's visitor economy by Councillor Michael Barnett. The *Bringing the World to Auckland* report identifies a desire to establish a long-term public sector investment platform, with funding from regional and local councils. This proposal was instigated after a governance review of Tourism Auckland initiated by Auckland City Council. The recommendations of that review have not been implemented as yet, being affected by the larger regional governance issues being examined by the Royal Commission of Inquiry into Auckland's Governance.

8. However the Auckland Regional Council has included a budget of \$500,000 in its draft Annual Plan as a transitional step in it taking a broader role in tourism development. The Auckland Regional Council is seeking submissions from the public on this proposal as part of its annual plan consultation, with input being sought on whether it should take on a broader role in regional tourism development, and how this role should be funded.

Options identified

9. There are no options for consideration arising from this report.

STRATEGIC CONTEXT

10. This report supports Waitakere's Strong Innovative Economy Platform. The vision for this platform is that "*Waitakere is a place of innovative economic activities, providing local, quality work and development options for its people. Environmentally responsible businesses are supported and flourishing*". Council has worked successfully in the past to achieve these local outcomes through larger regional and national processes and agencies. It is important that Council is able to continue to leverage these opportunities through the new structures and processes to enhance Auckland's visitor economy.

CONSULTATION

11. A wide range of stakeholder consultation, including industry and local and central government has taken place during the development of *Bringing the World to Auckland*. The presentation to the Committee by Councillor Michael Barnett is considered to be part of the stakeholder engagement process.

RESOURCES

12. There are no resource implications other than officers' time.

IMPLEMENTATION ISSUES

13. There are no implementation issues arising from this report.

Report prepared by: Peta Si'uilepa, Strategic Partnerships Advisor; Economic Development.



7 DRAFT AUCKLAND REGIONAL PARKING STRATEGY AND PROPOSED WAITAKERE CITY PARKING PLAN

GLOSSARY

Auckland Regional Council (ARC)
Draft Auckland Regional Parking Strategy (Draft ARPS)

EXECUTIVE SUMMARY

The purpose of this report is to consider a response to the Draft Auckland Regional Parking Strategy (Draft ARPS) and to outline a process for development of the Waitakere City Parking Plan.

Council officers have been participating in the development of the Draft ARPS and have also received the benefit of strategic parking advice from McCormick Rankin Cagney and Todd Litman from the Victoria Transport Policy Institute, British Columbia, Canada. A presentation will be provided at the Policy and Strategy Committee meeting based on Todd Litman's proposed strategic approach to parking.

The Draft ARPS proposes changes to parking management in town centres in order to achieve more intensive development in town centres and to encourage greater use of passenger transport.

It is proposed that Elected Members consider a proposed strategic approach to parking and involve key stakeholders in the development of a consultation draft of the Waitakere City Parking Plan and comprehensive parking management plans for New Lynn, Henderson, and Westgate-Massey North. It is proposed that a consultation draft will be made available for written submissions and hearings, with a view to finalising proposed plans by the end of June 2008.

RECOMMENDATIONS

It is recommended that the Policy and Strategy Committee resolve to:

1. **Receive** the Draft Auckland Regional Parking Strategy and Proposed Waitakere Parking Plan report.
2. **Agree** to make a submission to the Auckland Regional Council on the Draft Auckland Regional Parking Strategy based on the submission points noted in this report.
3. **Approve** the Chairman of the Policy and Strategy Committee to sign off the final submission on the Draft Auckland Regional Parking Strategy.
4. **Agree** that the Waitakere City Parking Plan, and comprehensive parking management plans for New Lynn, Henderson and Westgate-Massey North are developed in accordance with the process outlined in the Agenda report.

BACKGROUND

Draft ARPS

A17-A74

1. The Auckland Regional Council (ARC) has prepared the Draft ARPS, included in attached pages A17 to A74, as required by the Auckland Regional Land Transport Strategy 2005, to provide guidance to the Territorial Authorities on parking in the region. The primary objective of the Draft ARPS is to encourage and facilitate the development and implementation of parking policies and measures across the region that complement and support the region's sustainability, growth, economic development, and transport strategies. The Draft ARPS aims to assist in the creation of an integrated transport network for the Auckland region through parking supply, management, pricing and control policies that:
 - Support plans for land use intensification around selected mixed use high density centres and corridors;
 - Encourage travel behaviour changes for a more sustainable, less car-use intensive future;
 - Integrate parking supply and management and implementation actions with planned improvements to the public transport system;
 - Support increased travel by public transport and active modes;
 - Make better use of existing parking resources;

- Achieve consistency in district plan rules and standards for parking provision and operation among equivalent developments and centres throughout the region; and
 - Contribute to improved urban design, particularly in high density centres and corridors.
2. The Draft ARPS recognises that parking management is an important travel demand management mechanism that can have a significant influence on reducing car use, thereby reducing traffic congestion and achieving a more sustainable region. The Draft ARPS provides an appropriate range of approaches to parking at the regional level, with a mix of policies and actions. These are not binding on other organisations as the Auckland Regional Parking Strategy will not be a statutory document.
3. The Draft ARPS provides ten policy directions, as follows:
- Linking district plan parking standards to passenger transport accessibility;
 - Giving priority to short stay parking;
 - Supporting land use intensification;
 - Reducing parking provision in high density residential developments;
 - Controlling public long stay/commuter parking provision in buildings and lots;
 - Providing regional guidance on parking on arterials;
 - Preparing comprehensive parking management plans for centres;
 - Preparing a regional plan for implementation of park and ride facilities;
 - Providing public parking facilities that encourage alternatives to the single occupant car;
 - Communicating the need for change.
4. The ARC will be inviting submissions on the Draft ARPS over a three month period to June 2008.
5. Policy Seven of the Draft ARPS would require territorial authorities in the Auckland region to prepare comprehensive parking management plans for centres served by passenger transport. In anticipation of this requirement, officers have commissioned consultants to provide:
- Strategic Parking Advice analysing strategic options for parking in Waitakere; and
 - A comprehensive Waitakere Parking Study identifying ways of implementing a strategic approach to parking in Waitakere. This includes comprehensive parking management plans for Henderson, New Lynn and Westgate-Massey North, and general guidance in relation to other centres and growth corridors.

Strategic Parking Advice

A75

6. A Strategic Parking Advice report has been prepared by McCormick Rankin Cagney, in association with Todd Litman from the Victoria Transport Policy Institute, British Columbia, Canada. Todd Litman visited Waitakere in February and made presentations to elected members and staff at Waitakere and to the region. Todd's power point slides and video footage of his presentations have been made available to Elected Members. The Parking Adjustment Factors included in the Strategic Parking Advice are attached to this agenda at page A75. A brief presentation based on Todd Litman's proposed strategic approach to parking will be given at the Policy and Strategy Committee meeting.

7. The following are key messages from Todd Litman's presentation:
- As Waitakere grows and develops, the costs associated with meeting minimum parking requirements in its town centres and growth areas will escalate and impede efficient land use development;
 - A more flexible approach to parking is required in town centres and growth corridors in order to achieve the intensive development that the Council is seeking;
 - A comprehensive planning approach to parking, rather than a pure reductionist approach, is more likely to achieve better outcomes from a transport, land use, economic, social and environmental perspective;
 - There are a range of regulatory and non-regulatory tools that can be effective in making efficient use of available parking and to reduce the demand for additional parking;
 - The introduction of parking maximums to replace parking minimums in town centres and growth corridors is an important part of that comprehensive planning approach to parking;
 - A discretionary option should be provided for developments needing more on-site parking than that permitted by parking maximums, with the onus placed on the developer to justify demand for additional parking;
 - The benefits of a comprehensive planning approach to parking include opportunities for affordable housing, better opportunities for urban development, more walkable communities, greater travel choices, more passenger transport use, more attractive landscapes, and better motorist convenience.
8. Todd Litman outlined a number of parking management principles:
- Consumer choice - people should have viable parking and travel options;
 - User information - motorists should have information on their parking and travel options;
 - Sharing - parking facilities should serve multiple users and destinations;
 - Efficient utilisation - parking facilities should be sized and managed so spaces are frequently occupied;
 - Flexibility - parking plans should accommodate uncertainty and change;
 - Prioritisation - the most desirable spaces should be managed to favour higher-priority uses;
 - Peak management - special efforts should be made to deal with peak-demand;
 - Quality vs. quantity - parking facility convenience, comfort and aesthetics should be considered as important as quantity;
 - Comprehensive analysis - all significant costs and benefits should be considered in parking planning.

Waitakere Parking Study

9. ARRB Group Limited of Perth, Australia, in conjunction with Transport Planning Solutions of Auckland, has been commissioned to develop a detailed parking plan identifying how to implement a strategic approach to parking in Waitakere. This includes comprehensive parking management plans for Henderson, New Lynn and Westgate-Massey North and general guidance in relation to other centres and growth corridors. This work is expected to be completed by 30 June 2008.

Waitakere District Plan

10. For many years Waitakere's District Plan Rules set minimum standards for parking. Parking surveys undertaken from 2004 to 2008 indicate that these standards have resulted in an over-supply of parking in Henderson and New Lynn. The Council has initiated changes to District Plan rules in parts of New Lynn and Westgate-Massey North to either remove minimum standards or replace them with maximum standards. These steps are consistent with the approach suggested in the Draft ARPS and the strategic approach suggested by Todd Litman. The District Plan Rules have yet to be changed in relation to Henderson.

Local Government Funding Arrangements

11. The report of the Independent Inquiry into Rates is supportive of full cost recovery through user charges, where applicable. *No Magic Answers*, the analysis of this report and its implications, undertaken by Local Government New Zealand and SOLGM (Society of Local Government Managers) indicates that if the Inquiry's recommendations are adopted more of the financial burden in metropolitan councils will shift from commercial ratepayers to residential ratepayers. This reinforces the importance of identifying alternative revenue streams, such as parking.

DECISION MAKING

Issues

12. The issues for decision making relate to proposed submissions on the Draft ARPS and the proposed process for developing the Waitakere City Parking Plan.

Options identified

Submission on Draft ARPS

13. It is proposed that the Draft ARPS receives support in principle, subject to the following specific submissions, because it is consistent with the parking policies in the Auckland Regional Land Transport Strategy 2005, and aims to support the Regional Growth Strategy, and to support the region's achievement of outcomes for public transport, active modes, travel demand management and managing the supply of parking in the region's centres.

A75

14. The Draft ARPS proposes parking maximums at town centres that are served by passenger transport. The Draft ARPS advocates for the level of the parking maximum to be set in relation to a passenger transport accessibility index, with automatic adjustment of the standards as passenger transport levels change. Officers consider that access to passenger transport is one of many factors which should affect the maximum level of parking. Todd Litman has identified a range of factors, attached at page A75, which affect the demand for parking and hence the appropriate amount of parking to be provided. There is a risk of legal challenge if a proposed District Plan change automatically sets the parking level according to a passenger transport accessibility index, because there are other factors affecting the supply of parking. Policies intended to support District Plan changes in the region need to be well founded. It would be unusual to have automatic adjustment of standards based on an accessibility index. The accessibility index should be an important factor but not the only one.

15. The Draft ARPS appears to primarily relate to car parking in town centres and corridors. The final version of the Auckland Regional Parking Strategy should either be explicit about this focus or provide additional guidance in relation to cycle parking, truck parking and parking outside town centres and corridors. For example, the Auckland Regional Parking Strategy could encourage minimum requirements for cycle facilities for new developments in town centres.
16. The Auckland Regional Parking Strategy could identify steps that could be taken at the national level such as review of fringe benefit tax rules regarding parking, and funding assistance for bicycle parks and park and ride facilities.
17. The policy context should include reference to the Updated New Zealand Transport Strategy and the economic development outcomes sought at the local and regional levels.
18. The Draft ARPS indicates that new park and rides -

“...should not be located adjacent to stations or interchanges in centres where transport oriented development is planned unless the parking is viewed as an interim use retaining the land for future (high density) development.”

The Draft ARPS would be more meaningful if a more comprehensive approach to park and rides is provided regarding the appropriate size and location of park and ride facilities in the region and a policy about paid parking at park and ride facilities.

19. Based on the approach in Brisbane, and various North American centres there is an argument in favour of continuing to include park and rides at transit oriented developments, provided they are located on the periphery, so that park and ride commuters would be encouraged to support retail and other uses at the centre and thereby add critical mass. The Draft ARPS does not make this distinction, and discourages park and rides at transit oriented developments, except as an interim measure, pending high density re-development of the park and ride site.
20. However, guidelines are required as to where it is appropriate to locate park and ride facilities. The park and ride facility at Orakei, which is in relative close proximity to the Auckland Central Business District is located at a congested place and is one stop away from Britomart. Size and neighbouring land use are considerations that need to be included in criteria for siting new park and rides, particularly where these are intended to be permanent in nature.
21. Park and ride facilities should be targeted at commuters who don't having other means of accessing train stations or bus interchanges (i.e. walking, cycling or local buses). The introduction of integrated public transport ticketing will greatly assist in reducing demand for park and ride facilities by facilitating increased uses of local buses to connect to rail and longer distance buses.
22. Provision should be made to distinguish between short term and long term park and ride facilities and the need to restrict usage to bona fide park and ride users. There are examples of park and ride facilities being shared with other users and this can create tension, for example, at the Half Moon Bay ferry terminal where the same parking is used by boat owners.
23. Consideration should be given to charging for use of park and ride facilities with mechanism to provide unpaid parking to the disabled, car poolers and those residing in rural areas without access to connecting local buses.

24. Inconsistencies in funding mechanisms for park and ride facilities between bus, rail and ferry park and ride facilities need to be addressed. Likewise, the issue of catchments for park and ride facilities overlapping Territorial Authority boundaries needs to be addressed, for example, park and ride facilities at the proposed Hobsonville ferry terminal.
25. Clarification and consistency is required in respect of references to on-street parking on arterial roads. There can be sound circumstances for retaining or introducing on-street parking on an arterial road: parking can act as a traffic calming measure in people orientated development corridors such as the planned Hobsonville corridor. The Draft ARPS recognises this, but also argues for long term goals of reducing parking in corridors.

A76-A79

26. This report was also presented to the New Lynn, Waitakere, Massey and Henderson Community Boards (the Boards) between 31 March 2008 and 3 April 2008. The Boards were requested to provide the Policy and Strategy Committee with submissions on the Draft ARPS, which the Policy and Strategy Committee is requested to take into consideration when finalising the Council submission to the Draft ARPS. The Boards' submissions are attached to this agenda at pages A76 to A79.

Process for developing the Waitakere City Parking Plan

27. The options for developing the Waitakere City Parking Plan relate to the extent to which key stakeholders are involved in the development stage or whether a draft is produced for all stakeholders to make a submission on. There is also an option of whether or not stakeholders should have the right to be heard in hearings.

Assessment of Options

28. The proposed submissions on the Draft ARPS have been assessed in relation to the proposed strategic approach to parking in Waitakere by the Council's officers based on advice from consultants and also the existing Waitakere City Transport Strategy.
29. The involvement of key stakeholders in the development stage of the Waitakere City Parking Plan and comprehensive parking management plans for the town centres would take more time and cost, but is likely to result in a greater understanding and support for changes to parking arrangements. Formal hearings of submissions on draft plans would require additional time (one to two days) for elected members and staff, but would create a greater understanding of stakeholders' views.

Consideration of Community Views

30. The ARC has developed the Draft ARPS through an iterative process of interaction with officers from all the Territorial Authorities in the region and the Auckland Regional Transport Authority. Other stakeholders and the public will be invited to make formal submissions to the ARC on the Draft ARPS.
31. In respect of the proposed Waitakere City Parking Plan, and the comprehensive parking management plans for New Lynn, Henderson and Westgate-Massey North, it is proposed that the public is informed about the process for development of these plans and is given an opportunity to present their views informally or through the formal submission process.

32. The terms of reference for procurement of consultants' advice were developed in consultation with a broad cross section of Council officers whose areas of expertise may be affected by changes in parking policy. A similar process has been and will be used to review consultants draft reports.

Communications Plan

33. The ARC is responsible for communications in respect of the Draft ARPS. To this purpose the ARC's Transport and Urban Development Committee adopted a communications plan on 12 March 2008.
34. A communications plan will be developed in relation to the proposed Waitakere City Parking Plan and the comprehensive parking management plans for New Lynn, Henderson and Westgate-Massey North. Communications with key stakeholders is expected to be an important component of the proposed Waitakere City Parking Plan so that there is an understanding and willingness to provide an appropriate amount of parking for future developments.

STRATEGIC CONTEXT

35. The parking policies in the Auckland Regional Land Transport Strategy 2005 were adopted in the Waitakere City Transport Strategy 2006-2016. Additional policy guidance on parking includes:
- A range of measures is required to respond to demand for parking, particularly in the main town centres, including restricted time parking, improved passenger transport, paid parking in the Council's off-street car parks and car park buildings;
 - A commitment to reducing the effects of traffic and a limit on the provision of parking to achieve this;
 - Road users need to bear the costs of travel, including parking;
 - Provision of park and ride area near to selected rail, bus and ferry stations, with a high standard of safety and security.
36. There are a number of strategic platforms that are affected by parking, including the following:

Integrated Transport and Communication: *Te Whakaurunga Waka Te Whakawhiti korero*

Parking directly affects access by motor vehicle and also the level of traffic attracted to a centre.

Strong innovative economy, *He tupuranga kaha ihi wana*

Parking is a critical factor for movement of goods, delivery of services and business travel in Waitakere and across the region. Parking is also a critical factor in terms of the cost and location of development.

Strong Communities, *He iwi kaha*

Parking affects access by motor vehicles and also other modes. Parking has an impact on affordable housing, the intensification that can be achieved in town centres and growth corridors, and the safety and amenity at these places.

Urban and rural villages, *Nga kainga taone, tuawhenua*

Parking has a key role in the delivery of the vision for thriving, people oriented town centres.

Sustainable energy and clean air. He kaha motuhake. He hau ora pai

Parking has an important impact on traffic levels and associated fuel use and emissions. The effects vary depending on the level of traffic that arises from an expansionary or travel demand management approach adopted in the Auckland region.

Preferred Option

37. It is proposed that the Council make a formal submission on the Draft ARPS in accordance with the options outlined in the agenda report.
38. It is proposed that key stakeholders are involved in the development of the Waitakere City Parking Plan and comprehensive parking management plans for New Lynn, Henderson and Westgate-Massey North and that hearings are conducted in relation to submissions.
39. It is proposed that the general timetable for developing the Waitakere City Parking Plan and comprehensive parking management plans for New Lynn, Henderson and Westgate-Massey North is as follows:

March to June 2008	Receive consultants' advice
July/August 2008	Elected Members' workshop to consider advice and materials for key stakeholders
September/October 2008	Key stakeholders' workshops and focus group meetings
November 2008	Policy and Strategy Committee approves draft plans for consultation
December/January 2009	Draft plans published
February/March 2009	Written submissions received
April 2009	Hearings held
May 2009	Policy and Strategy Committee approves final plans
June 2009	Final plans published

CONSULTATION

40. The ARC has involved staff from the Territorial Authorities and the Auckland Regional Transport Authority in the development of the Draft ARPS. The ARC will conduct a consultation process with the public on the Draft ARPS over a three month period.
41. Council staff input has been obtained in relation to key issues such as parking maximums over a number of years. The consultants engaged to assist in the development of the Waitakere City Parking Plan have obtained input from staff across the council. Consultation with stakeholders will be required in respect of the Waitakere City Parking Plan.

RESOURCES

42. No additional resources, other than staff time, will be required to prepare the final submission to the ARC in respect of the Draft ARPS.
43. Sufficient resources are currently available to obtain expert advice to guide development of the Waitakere City Parking Plan and comprehensive parking management plans for New Lynn, Henderson and Westgate-Massey North. A budget of \$25,000 is proposed in 2008/2009 for publication of these plans and consultation with stakeholders.

IMPLEMENTATION ISSUES

44. A comprehensive planning approach to parking and implementing the proposed parking plans would require additional resources within the council in terms of staff and budgets. Consideration of the resources required for implementation would need to be considered as part of the Long Term Council Community Plan process. There are opportunities to involve the community in some parts of management through travel management associations which have been successfully used in centres overseas. Revenue generated from parking enforcement and paid parking is a potential revenue source that could be expected to cover the parking management costs and also provide surplus revenue for reinvestment back into the town centres and growth corridors.
45. Proposed changes to parking arrangements, particularly regulatory and pricing changes are likely to attract a lot of scrutiny from sections of the public. It will be important for the public to understand the reasons for any changes and be involved in the process of making these changes in order to achieve effective implementation.

Report prepared by: Charlie Inggs, Strategic Adviser -Transport.



8 HENDERSON TRAMS PRE-FEASIBILITY REPORT REPORT

GLOSSARY

Heritage Trams for Henderson Society Incorporated	(Tram Society)
Long Term Council Community Plan 2006-2016	(LTCCP 2006-2016)
Long Term Council Community Plan 2009-2019	(LTCCP 2009-2019)
1.435 millimetre track/tram gauge	(standard gauge)

EXECUTIVE SUMMARY

The purpose of this report is to advise on the work undertaken to investigate the feasibility of establishing a tramway in Henderson. Provisional capital funding was included in the Long Term Council Community Plan 2006-2016 (LTCCP 2006-2016), to design and construct a tram route which would support the operation of the two heritage trams that have been imported and are being restored by the Heritage Trams for Henderson Society Incorporated. The introduction of a tramway to Henderson would provide a visitor attraction for the town centre.

Development planning for the Corban Estate identified the tramway as a project that required further investigation and costing. A Henderson trams pre-feasibility study has now been completed. This work has identified and costed a proposed 3,265 metre loop route within the Henderson business and shopping area at a preliminary cost estimate of \$7,250,000. In addition, operational costs have been identified as approximately \$500,000 per annum. Both figures will require further feasibility before a final decision can be made on whether to proceed with the project.

There is no budget provision in the draft Annual Plan 2008/2009. Further budget for feasibility, design and construction would need to be included in the Long Term Council Community Plan 2009-2019 (LTCCP 2009-2019). Staff time is available for limited work to investigate the availability of alternative 'standard gauge' trams as discussed in this report.

RECOMMENDATIONS

It is recommended that the Policy and Strategy Committee resolve to:

1. **Receive** the Henderson Trams Pre-feasibility Report.
2. **Either**
 - (a) **Agree** to do nothing and defer any further Henderson tramway work at this time OR
 - (b) **Agree** to pursue further feasibility on the Henderson tramway on the basis of the following:
 - i. **Agree** to the preliminary tramway route between Great North and Henderson Valley Roads, as outlined in the 2008 trams for Henderson Preliminary feasibility study.
 - ii. **Agree** that over the 2008-2009 financial year further investigation on costs and the availability of standard gauge trams be undertaken by Council officers and that a report be brought back to the Policy and Strategy Committee for consideration, once this work is completed.
 - iii. **Agree** that provision be made in the Long Term Council Community Plan 2009-2019 to progress the tram proposal for consideration at this time.

BACKGROUND

1. In May 2003, two electric trams dated to 1925 (originally from Lisbon, Portugal) were transported to New Zealand by the Heritage Trams for Henderson Society Incorporated (Tram Society). Council contributed \$20,000 to the transportation costs and has also provided housing for the trams at Corban Estate since that time.
 - The Lisbon heritage trams are owned and being restored by the Tram Society and their chairperson is a local historian;
 - Funding for the trams restoration is coming from sources outside of the Council. However, the Tram Society incorporation document states that if the society ceases to exist, their assets will become the property of Council;
 - An initial investigation of a potential tram route in Henderson was completed in April 2004 by Dave Harre. This route was very preliminary and conceptual and did not take into account a number of constraints such as gradients, turning circles and future Henderson development areas;
 - Through its LTCCP 2006-2016, Council has made some provision for detailed development design, construction and site infrastructure during 2009-2011;
 - Previous planning sessions for the Corban Estate and Henderson area have proposed that the trams be operative within Corban Estate and the wider Henderson area. Current planning and concept development for the Creative Quarter is based on the assumption that the trams could provide a drop off to the Corban Estate, but not go through the site.

DECISION MAKING

Issues

2. Despite Council contributing financially to the relocation of the two Lisbon heritage trams to Auckland in 2003 and further budget being provided for in the LTCCP 2006-2016, the Council has no clear policy or strategy on their future use. Unlike Christchurch, Henderson has no history of trams or tramway development. However evidence suggests that they would provide economic benefits through character building and as a tourist attraction for Henderson.
- A80-A115* 3. In February 2008, a specialist consultant was engaged to complete a stage one pre-feasibility study on trams for Henderson. The purpose of this study was to establish the main issues and constraints with both the Lisbon heritage trams and the establishment of a tram route in central Henderson. This study has identified a preliminary route and indicative construction and operating costs, all of which have been informed by the recent extension to the MOTAT tramway in Western Springs, Auckland and international tramway suppliers. The full study is attached to the agenda at pages A80-A115.

Lisbon heritage trams

- A116* 4. The Lisbon historic trams run on a narrow and unusual 900mm track gauge, while most tramway systems use a 1.435 millimetre gauge (standard gauge). This narrow gauge is only used in two other cities, Linz in Austria and Lisbon in Portugal. Both Lisbon and Linz have an extensive tramway and use both older heritage trams and modern state of the art low floor trams on their networks, attached at pages A116.
5. The gauge of the trams would be problematic if the Henderson tramway were to connect to others in the region, although this is unlikely to happen in the short or medium term. The cost and availability of replacement parts and trams is also a potential issue. As a comparison, MOTAT is able to source parts and replacement trams locally, as they share the same gauge with the tramway in Melbourne, Australia. The Lisbon trams could be converted to a standard gauge, but the high cost of doing this does not make this option worth pursuing. It is therefore advised that any further work consider the use of standard gauge trams and track.
6. The two Lisbon trams are older historic trams and are quite small by modern tram standards with only 24 seats and room for up to a dozen people to stand. The trams are also 'single-ended'. However the 2008 study proposes that they be converted back to their original double-ended condition, as this will allow them to be 'driven' in either direction and therefore be more flexible on any proposed route.
7. Modern trams for this 900 millimetre gauge can accommodate as many as 210 passengers and Council could choose at a later stage to run a high capacity modern tram on the loop.
8. The trams are powered by electricity and have no emissions and little noise pollution. They are very efficient users of energy, due to the low rolling resistance of steel wheels on steel rails.
9. The Tram Society is currently restoring the exterior and interior of the Lisbon heritage trams, from funding sources outside of Council. Work has not yet begun on the restoration of their mechanical and electrical components and based on recent work undertaken at MOTAT, this is estimated to cost approximately \$100,000 for both trams.

10. The Lisbon heritage trams original livery is a distinctive yellow and white and the 2008 study proposes that this be maintained.
11. The 2008 study assumes that the trams would not be part of a public transport network, rather it would serve as a marketing and branding function for Henderson.

Proposed route and costs

A117-A119

12. The proposed route, as attached at pages A117-A119, is a 3,265 metre loop route operating within the Henderson business and shopping area, connecting with buses and trains at the transport interchange and with a terminus and tram barn at Corban Estate. Whilst current development planning for Corban Estate could allow for this, this option is not currently being costed in current feasibility work for the Corban Estate or the new arts road bridge across Henderson Valley Road.
13. It will take approximately thirty minutes to complete the proposed loop and it has been designed and costed to be future proofed, so that extensions can be added at a later date if required.
14. Street tramways mix well with pedestrian traffic and reasonably well with motorised traffic. Although there is a need to ensure that access and safety issues are dealt with during construction and once the tramway is in place.

A120

15. Preliminary estimates indicate that the proposed route could be constructed for a figure of \$7,250,000, this equates to cost of \$2,220 per metre. A breakdown of the route cost is attached at page A120. This figure was based on the costs for building the recent MOTAT tramway extension, as well as the cost of obtaining tramway parts from international suppliers.
16. This preliminary figure covers civil construction, tramway design and equipment, labour, the tram barn/track base, as well as a fifteen per cent contingency. It assumes all new materials, so there could be savings if second hand materials are sourced.
17. The figure does not include the provision for additional traffic signals and for alterations required to existing signalised intersections, or resource consents (which are likely to be in the vicinity of \$100,000). At this stage it has been assumed that the tram will run on the existing street and be housed at Corban Estate. As such, no land take costs have been included in the figure and this assumption will have to be tested in further feasibility.

Management issues and operational costs

18. Operational costs are likely to be in the vicinity of \$500,000 per annum, although this is dependent on a number of factors including; ticket costs, expected visitor numbers, frequency of trips, number of staff, management structure and level of maintenance etc. It is not envisaged that Council run and maintain the trams, rather it be run by an external trust or the private sector, although Council may need to provide an initial operational grant while the tramway gets established. The preferred management structure and other operational issues will need to be considered in depth, as part of the second stage feasibility work.

19. It is unlikely that the proposed route would ever pay for itself from the fares collected, so it has to be considered in a much wider context that helps 'brand' Henderson differently from other city centres in the region. Revenue from ticket sales for the proposed Henderson tramway would likely be in the vicinity of \$150,000 per annum, this assumes 100,000 riders per annum at a realistic ticket price of \$1 - \$2 per person. In comparison, the well established Christchurch City Tramway has 155,000 riders per annum with adult tickets costing \$14 and children \$4. The MOTAT tramway has 110,000 riders per annum and includes the cost of the tram ride within their general admission fee of \$14 for adults and \$7 for children. You can also catch the MOTAT tram independently, at a cost of \$2 adult return and \$1 child return.

Options Identified

20. The options to proceed fall into two categories:
- A. Do nothing and defer any further Henderson Tramway works at this time.
 - B. Agree to pursue further feasibility based on the 2008 Henderson Trams Pre-feasibility report over a number of years, with provision for feasibility and capital expenditure being included in the Long Term Council Community Plan 2009-2019 (LTCCP 2009-2019).

Option A: Do nothing/defer further feasibility

21. Deferring any further work could be an appropriate decision, given other pressing infrastructure needs in the City, the fact that the trams are not currently operational and that the Council does not have a clear policy on the trams and a tramway development for Henderson. However, if the Corban Estate is developed as currently envisaged by the existing concept master plan, the option to have a tram line and tram barn on the Corban Estate could be foreclosed.
22. The current timelines for the redevelopment of Corban Estate include; detailed design and construction of the new arts road bridge over Henderson Valley Road into the Corban Estate during 2008-2011 and detailed design and start of construction for the Creative Quarter from 2010/2011 onwards (for completion by February 2012/2013).

Option B: Pursue further feasibility

23. Further feasibility is required to build on the 2008 Preliminary Feasibility Study for Trams in Henderson. This work would scope out the proposed route and costings in more detail (including comparison of standard and narrow gauge trams and track), look further at the operating, management and marketing/branding issues and opportunities, as well as the potential for external funding and interest from the private sector. The cost of this work would be approximately \$85,000 and is currently unbudgeted.
24. The following table highlights some of the wider issues:

	Option A: do nothing/defer		Option B: further feasibility	
	Disadvantages	Advantages	Disadvantages	Advantages
Social	Use of tramway by community is delayed.	Wider community expectations have not been raised at this stage.	Indicates commitment to later construction.	Chance for community and wider stakeholders to be consulted.

	Option A: do nothing/defer		Option B: further feasibility	
Economic	Lost opportunity to brand Henderson with trams as a differentiator.	Council avoids significant expenditure on capital and operational items.	Council could be expected to contribute to the mechanical/ electrical restoration of the two trams. Cost of construction is indicating \$7,271,000 on capital works.	Will more accurately be able to determine costs and get a better handle on possible external funding and marketing opportunities.
Cultural	Heritage trams remain isolated and static 'museum pieces'.	Funding resources can be prioritised on other cultural heritage projects.	No creation of cultural heritage trams in Henderson.	Trams could add to the culture and character of Henderson and the City.
Environment	Environmental issues will not be identified.	Henderson street environment is not compromised with a tram route.	May be more difficult to construct later as Henderson develops to its proposed CBD role for the City.	Will identify more specific environmental issues and consent costs as well as health and safety and access issues to be addressed.

Consideration of Community Views

25. Previous planning and community consultation sessions for both the Henderson area and Corban Estate have proposed that the trams be operative within Corban Estate and the wider Henderson area. Current planning and concept development for Corban Estate and Henderson is taking into account the trams and their potential use, although the Corban Estate redevelopment could proceed without the tramway.
26. Recent wider consultation with the community specifically on the proposed tramway has not yet taken place, as this project is still in the pre-feasibility stage and Council is yet to decide on whether to proceed.
27. As part of the tram pre-feasibility work, the Tram Society chairperson and local historian has been consulted, as a key stakeholder in the project.

Preferred Option

28. The preferred option is for Council to undertake further feasibility. A decision needs to be made on whether budget is included in the LTCCP 2009-2019 process.

STRATEGIC CONTEXT

29. Henderson is identified in the Council's 2006 Draft Growth Management Strategy as one of the City's three major centres. Significant growth is expected to occur in Henderson as further urban development and intensification takes place in residential, retail and industrial areas, all contributing to Henderson's envisaged role as the City's Central Business District.
30. The development of a tramway for Henderson would contribute to Council's Strategic Platforms of Urban and Rural Villages, Integrated Transport and Communication and Strong Innovative Economy. As well as the Strong Economy and Urban and Rural Villages Community Outcomes.
31. A tramway in Henderson has the potential to be a unique and identifiable feature that would set Henderson apart from other city centres in the Auckland region. It would attract additional visitors to the shopping precinct and wider area and could be a practical demonstration of environmentally sustainable transport, which supports the Council's Sustainable Environment Community Outcome and Eco-City vision.

CONSULTATION

32. Consultation with key staff across Council has taken place. Representatives from Transport Strategy, Transport Assets, Urban Design and Development, Resource Management (Heritage), Special Projects and Strategic Projects (Town Centre Liaison) have been involved in the project and finalisation of the 2008 Tram Study.
33. The Tram Society chairperson and local historian has been consulted with.
34. No specific consultation has been undertaken with relevant external agencies or iwi on a tramway for Henderson at this pre-feasibility stage. They will be consulted during the further feasibility stage.

RESOURCES

35. Council's LTCCP 2006-2016 includes provisional capital expenditure for the 'Corban Estate Heritage Tram' project as outlined below (there is no provision for current or future operational costs, or mechanical and electrical restoration of the existing Lisbon heritage trams):
 - \$26,000 for detailed development design (currently deferred to 2009/2010);
 - \$1,083,000 for construction and site infrastructure in 2009/2010;
 - \$1,108,000 for construction and site infrastructure in 2010/2011.
36. The scale and timing for this funding will need to be reviewed pending the outcome of further feasibility. No budget has been set aside for further feasibility work, this work is expected to cost approximately \$85,000. It is not appropriate to capitalise costs on this project during the preliminary feasibility stage and the work completed to date has been funded through related operational planning budgets within the Strategic Projects Unit. No further work, except that to clarify options for acquiring standard gauge trams, will take place until project funding is considered in the LTCCP 2009-2019.

IMPLEMENTATION ISSUES

37. The preferred option will require internal staff resourcing, as well as further feasibility and concept development work, to ensure that all implementation issues are identified before detailed design and physical works begins. Further direction would be sought from the Council and the community once the next stage of feasibility is completed and the costs, timing and implications of this project have been fully investigated. It is recommended that further work be deferred for consideration through the LTCCP 2009-2019.

Report prepared by: Stephanie Jowett, Strategic Planner.



9 ROYAL COMMISSION - ISSUES AND UPDATES

Provision is made in the agenda for a 30 minute update from Council officers to the Policy and Strategy Committee on issues regarding the Royal Commission of Inquiry into Auckland Governance.



10 PRESENTATION AND WORKSHOP - NEW LYNN TOWN CENTRE MASTER PLAN

The formal meeting of the Policy and Strategy Committee will adjourn for a presentation and workshop on the New Lynn Town Centre Master Plan.

The Policy and Strategy Committee will be presented with a draft master plan for the future development of New Lynn which responds to the various plan changes and transit-oriented developments currently underway. The draft master plan sets a context for the future development of New Lynn and informs the long-term vision for the redevelopment of the New Lynn town centre. The workshop will provide an opportunity for Councillors to discuss and review the draft master plan.

