



Waitakere City Council  
*Te Taiao o Waitakere*

## NOTICE OF MEETING

# POLICY AND STRATEGY COMMITTEE

I hereby give notice that a meeting of the Policy and Strategy Committee will be held on:-

**DATE:** Thursday, 4 June 2009 **TIME:** 9.30 am

**MEETING ROOM:** Council Chamber

**VENUE:** Waitakere Central, 6 Henderson Valley Road, Henderson, Waitakere

to consider the business as set out herein and to take any necessary action connected therewith.

20 May 2009

Judith Moore  
**COMMITTEE SECRETARY**

Telephone (09) 836 8000 extn 8950

### MEMBERSHIP:

Deputy Mayor	PA	Hulse (Chairman)
Councillors	LA	Cooper, JP (Deputy Chairman)
	DQ	Battersby, JP
	BA	Brady, JP
	MFP	Chan, JP
	JM	Clews, QSO, JP
	RI	Clow
	AK	Corban, OBE, JP
	RP	Dallow, QPM, JP
	WW	Flaunty, QSM, JP
	MM	Jolley
	JP	Lawley, JP
	PG	Mitchell
	VS	Neeson, JP
Mr	W	Paki, JP (Chairman, Te Taumata Runanga)

Mayor RA Harvey, QSO, JP (ex officio)

(Quorum 5 members)

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(Meeting Room could be subject to change)

(The reports and recommendations contained in all agendas are reports and recommendations only and are not to be construed, in any way, as Council policy until adopted.)

**AGENDA FOR A MEETING OF THE POLICY AND STRATEGY COMMITTEE TO BE HELD IN  
THE COUNCIL CHAMBER AT WAITAKERE CENTRAL, 6 HENDERSON VALLEY ROAD,  
HENDERSON, WAITAKERE, ON THURSDAY, 4 JUNE 2009,  
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 – Thursday, 7 May 2009

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

**Receive** the minutes of the meeting of the Policy and Strategy Committee held on Thursday, 7 May 2009, as circulated, and that they be taken as read and now be confirmed.



## 5 PRESENTATION - STATE HIGHWAY 20 WATERVIEW CONNECTION

New Zealand Transport Agency (NZTA) has investigated alternatives to the tunnel option for the State Highway 20 connection between Waterview and Maioro Interchanges. NZTA has a new proposal which is a combined tunnel and surface option. This comprises a bored tunnel under New North Road and Avondale Heights and a cut and cover tunnel under Great North Road. In the south it is proposed to be built at surface adjacent to an area already set aside for a rail line. The motorway will have bus shoulders and capacity for three lanes in each direction. An indicative cost of the project including a proposed widening of State Highway 16 has been proposed at \$1.4 billion. It is proposed to take four and a half years to build. The Policy and Strategy Committee will be asked to consider a formal response to the proposal at its July meeting.

Representatives from the New Zealand Transport Agency will give the presentation and respond to questions.



## 6 GREEN NETWORK COMMUNITY ASSISTANCE UPDATE

### GLOSSARY

Green Network Community Assistance Programme	(GNCAP)
Sustainable Neighbourhoods	(SN)
Draft Long Term Council Community Plan 2009-2019	(LTCCP)

### EXECUTIVE SUMMARY

The Green Network Community Assistance Programme (GNCAP) has now been operating at the Council for 11 years, with a very strong uptake from the community as well as significant branding recognition.

For the past two years pilot projects have been undertaken to progress the GNCAP from an individual focus to a neighbourhood focus, in line with the Project Twin Streams concept, with excellent results. It is proposed therefore, to evolve the GNCAP into a Sustainable Neighbourhoods (SN) and Covenants programme, focussing on community groups and groups of people rather than individuals.

This move will see better results on the ground, with longer term educational benefits and improved environmental values understanding within the community, as well as a more sustainable approach to pest management. The assistance will be provided by the Council through a newly branded SN programme which has a community and neighbourhood focus on outcomes.

### RECOMMENDATIONS

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

1. **Receive** the Green Network Community Assistance Programme Update report.
2. **Approve** the modification of the Green Network Community Assistance programme to focus on assistance for Sustainable Neighbourhoods.
3. **Approve** the re-branding of the Green Network Community Assistance Programme to the Sustainable Neighbourhoods programme.

## BACKGROUND

1. The GNCAP commenced in 1998 and has had over 11 years of engagement with individuals and the community on private initiatives for environmental restoration and education. The purpose of the GNCAP is to support private landowners undertaking biodiversity protection and enhancement on their property. All participants qualify for some form of assistance, with those who have streams or significant bush remnants on their property qualifying for a higher level of assistance. Assistance has consisted of providing individuals with:
  - advice and support;
  - weed bins;
  - plants;
  - herbicide;
  - contractor assistance;
  - covenants;
  - rates relief;
  - fencing; and
  - management plans and mentoring.
2. Over these past 11 years the uptake of the programme has steadily increased, with the branding of the Green Network now synonymous with the Council and widely recognised by residents of the city. In addition, a number of publications and fact sheets have been developed which have been used and distributed to other environmental organisations across New Zealand and these are recognised as one of the more innovative environmental initiatives run by local authorities in New Zealand.
3. In 2007 the GNCAP piloted a new programme to engage neighbourhoods, enabling improved risk management, greater cost/ benefit, and a more sustainable method to improve biodiversity across the city. This programme proved to be very successful and was well received, to the extent that it is now proposed to gain more benefit for the Council's spend through amending the GNCAP into an SN focus.
4. Results from the pilot showed that the Council can improve the cost/ benefit of the programme by moving to a neighbourhood focus. An example of the effectiveness and efficiency gains available is that the six months of work to May 2008 resulted in 11 times the area of land being managed than through one year of the Council's Community Planting in Parks programme. The same amount of resource that was traditionally invested in landowners across four hectares was used to cover a neighbourhood group of 45 hectares, and improved community collaboration.

## DECISION MAKING

5. The changes to the GNCAP will see two core activities within the overall Environmental Incentives Budget. Covenants and rates relief will remain outside the SN programme as covenants will remain to be encouraged with individual landowners and not prioritised to neighbourhood groups. The other subset of the budget will consist of SN incentives as summarised below:

Budget	Activity	Comment
Covenants, Rates Relief and Fencing	Covenanting private properties	Limited budget annually and dependent on voluntary uptake. Maintain current level of assistance to covenanted properties.

Sustainable Neighbourhoods	Sustainable Pest Management	Consisting of: <ul style="list-style-type: none"> <li>• community weed bins;</li> <li>• composting barrels;</li> <li>• composting bags;</li> <li>• community pest traps; and</li> <li>• tarpaulins.</li> </ul>
	Project Management	Internal with external assistance
	Mentoring and management plans	Mentor groups to seek external funding and prepare neighbourhood management plans
	Community Planting	Provide plants for community planting events on private properties
	Contractor Assistance	Contractor assistance for community weeding days
	Education and Training	Internally and externally provided training events for community groups

**Table 1 Summary of Environmental Incentives Budget separations 2009/2010**

6. A more detailed description of each component of the Environmental Incentives budget is outlined below:

Covenants, Rates Relief and Fencing

The covenant programme will remain unchanged except where overall budget allocations are altered. The number of covenants prepared each year depends on the number of voluntary enquiries with the Council and budget allocation to prepare management plans.

Assistance to covenanted properties will remain unchanged and rates relief will be provided to all covenanted properties that comply with the Green Network Rates Relief Policy.

Sustainable Pest Management

**Weed bins** - A greater emphasis will be placed on providing assistance to community groups as opposed to individuals. Weed bins will no longer be provided to individuals, however will be allocated to communities and neighbourhoods permanently across the city.

**Composting barrels** – Continuing on from the Weedfree Trust initiative, the Council will continue to subsidise the provision of 200L composting barrels for ginger and other weeds by drowning them in water. This enables weeds to be composted on site, the barrel re-used, and less material transported to landfill or composting facility.

**Composting bags** – As with the barrels, these large bags are for composting weeds such as tradescantia, and other weeds that break down easily. Weeds are not transported across the city, and the bags are reusable.

**Community Pest Traps** – Animal pest traps will be provided to community groups for possums, rats and stoats. With the emphasis being on habitat restoration this is a key component to establishing sustainable native animal communities.

**Tarpaulins** – For all weed types that cannot be composted on site due to their invasive nature, and that cannot be taken to a community weed bin, small tarpaulins will be made available.

#### Project Management

Assistance will be required to project manage the large number of community groups and assist with the coordination of the assistance requirements. The majority of project management will be undertaken by Parks Planning staff. However allowance is being made for contracted assistance.

#### Mentoring and Management Plans

Assistance will be provided to community groups in the same manner as is currently managed by Weedfree Waitakere Trust through the existing Memorandum of Understanding and Contract. However, management plans will only be completed for community groups and cover multiple properties. Mentoring will be provided to coordinate any training needs of the groups and assistance with seeking external funding.

#### Community Planting

The Council will provide ecosourced plants to assist in community planting days. The plants supplied will be detailed in the management plan, as well as the timing and proposed planting locations. Plants will be provided for private land and the Council owned properties

#### Contractor Assistance

Contractor assistance will be provided in situations where weeding or planting are technically difficult or unsafe. Contractor assistance will be limited and provided on a case by case basis depending on the requirements set out in the management plan.

#### Education and Training

Education initiatives including specialised training will be provided to community groups to up skill individuals who can then lead the group without Council assistance. As was trialled in the pilot, trained individuals will also be encouraged to subsequently train other community groups and share their experiences. It is also envisaged that staff will provide a number of education and training days.

7. To also enable a more holistic and improved service from the Council, the SN programme will also work closely with the Community Planting on Parks programme. Where community groups are bordering on parks weeding and planting of the park will be encouraged and enabled.

#### **Issues**

8. While it is intended to roll the SN programme out fully in the 2009/2010 financial year, it is accepted that there may need to be a transition period. For the first year discretion will be exercised; if there is a significant individual project proposed assistance may be provided for it without the landowner being part of a formal community group. The extent to which individual assistance can be provided will be subject to demand on the SN programme.

### Consideration of Community Views

9. A pilot for SN has been rolled out in two communities in Waitakere: Henderson Valley Road in Henderson and Beach Valley Road in Piha. The pilot projects were well received, and have achieved some significant environmental outcomes as described above. By forming community groups a wider neighbourhood was able to be reached, overcoming property boundaries and with more support to individuals. An additional 41 hectares of land was covered through the neighbourhood pilots without a budget increase.
10. At the same time greater assistance and mentoring could be provided to the groups, increasing their knowledge and ensuring that their progress was monitored and focussed. Working with community groups ensures efficiencies in Council resources, including cost and staff time.
11. While there may be some individuals who will want to receive individual assistance and not form a community group, SN are recognised as the most beneficial form of programme management with the best expenditure of the limited budget available for community assistance with the most benefits on the ground.

### STRATEGIC CONTEXT

12. The SN programme has been developed in accordance with the Green Network Strategic Platform, and will increase Council's ability to deliver on Green Network objectives. The progress in building up and improving the Green Network also meets the objectives and goals of the Biodiversity Strategy and Action Plan as well as the Environmental Strategy.
13. Working closely with community groups will also contribute to the Urban and Rural Villages Strategic Platform, with roll on effects such as improved communication and education across all Council departments involved with community.
14. Providing assistance to community groups to enable them to meet their environmental goals will also contribute to the implementation of Local Area Plans. Parks and Strategic Projects staff will work closely through any assistance provided to community groups within the Waitakere Rangers Heritage Area.

### CONSULTATION

15. Consultation and discussions have been held with Parks and Open Space Assets, Strategic Planning and Sustainable Management staff all of whom are in support of the programme modification.

### RESOURCES

16. The SN programme will be run through the Environmental Incentives budget and sit along side the Green Network Conservation Covenant Programme. There will be no increase in resources required to run this programme, as it will function within the existing budget.
17. The extent of support provided in any given year will be limited by the overall budget, however with assistance provided to community groups to seek external funding, it is anticipated that neighbourhood groups will augment Council funding through external funding revenue (there are a number of external environmental funds available for community groups).
18. The proposed budget breakdown for the 2009/2010 financial year based on the budget currently provided in the draft Long Term Council Community Plan 2009-2019 (LTCCP) for Environmental Incentives is summarised below:

Budget Name	Activity	Budget 2009/2010
Covenants	Covenanting private properties	\$ 25,000
Sustainable Neighbourhoods	Sustainable Pest Management	\$ 30,000
	Project Management	\$ 13,000
	Mentoring and management plans	\$ 15,000
	Community Planting	\$ 21,000
	Contractor Assistance	\$ 7,000
	Education and Training	\$ 5,000
<b>TOTAL</b>		<b>\$116,000</b>

**Table 2 Summary of Environmental Incentives Budget Breakdown 2009/2010**

19. Additional resources can be provided to the groups who focus their efforts on parks and reserves within their area. Funding and assistance can be provided to these groups through the capital expenditure budget for community, amenity and streamside planting (\$58,000 identified in the LTCCP). A benefit from focussing groups on local reserves will be to reduce the Council's long term maintenance costs. In addition, this will lead to increased community knowledge and value of their local parks.

#### IMPLEMENTATION ISSUES

20. Due to the limited resources available in any given year there is a need to prioritise which community groups can receive funding and to what level that assistance is provided. A set of criteria have been established to determine which groups are eligible for funding, and the maximum amount of assistance that can be provided as summarised below:

Activity	Criteria	Total Contribution
Eligibility for funding	Minimum three adjoining properties	
Sustainable Pest Management	Community weed bins – one per year per group.	\$250
	Composting barrels – maximum 10 barrels per year.	\$100
	Composting bags – maximum 10 bags per year.	\$100
	Community pest traps – maximum \$200 one off.	\$200
	Tarpaulins – maximum 3 tarpaulins per year.	\$500
Project Management	Maximum \$5,000 per group.	\$5,000
Mentoring and management plans	Maximum one management plan per group.	\$2,500
	Maximum 20 hours of mentoring per group.	\$2,000
Community Planting	Maximum \$1,000 towards plants per year.	\$1,000
Contractor Assistance	Maximum 10 hours per year.	\$1,000
Education and Training	Case by case assessment required.	
	<b>Total per group</b>	<b>\$12,650</b>

**Table 3 Summary of Neighbourhood Assistance proposed per Sustainable Neighbourhood Group.**

21. It is not anticipated that there will be any other implementation issues.

**Report prepared by:** Danielle Hancock, Parks Ecology and Policy Coordinator.



## 7 DRAFT WAITAKERE THREATENED SPECIES MANAGEMENT POLICY

### GLOSSARY

Waitakere Threatened Species Management Policy (the Policy)  
Waitakere Local Biodiversity Action Plan 2008 (WLBAP)

### EXECUTIVE SUMMARY

The draft Waitakere Threatened Species Management Policy (the Policy) has been completed and is being proposed for adoption by the Policy and Strategy Committee. The Policy sets out the implementation methods for all threatened species related key tasks from the Local Biodiversity Action Plan 2008. The Policy also sets the overall goal for threatened species recovery in Waitakere as *'The status of threatened species in Waitakere is reduced, with local populations thriving.'*

### RECOMMENDATIONS

It is recommended that Policy and Strategy Committee resolve to:

- AI-A22
1. **Receive** the Draft Waitakere Threatened Species Management Policy report.
  2. **Approve** the adoption of the Waitakere Threatened Species Management Policy attached at pages A1 to A22.

### BACKGROUND

1. The Council adopted the Waitakere Biodiversity Strategy in 2006, which sets out clear goals for the protection and management of threatened species in Waitakere. This was followed with the Waitakere Local Biodiversity Action Plan (WLBAP) in 2008 which detailed key tasks and major projects associated with a range of issues including threatened species.
2. As a result of the Waitakere Biodiversity Strategy and the WLBAP, the Policy has been developed to set out clear guidance on the implementation of the key tasks and projects associated with threatened species management. Threatened species included in the policy generally relate to plants and animals (including invertebrates).

### DECISION MAKING

3. Most of the responsibility for implementing the threatened species aspects of the WLBAP lies with the Parks Planning and Parks and Open Space Assets Sections of the Council and as such the Policy has been developed through the Parks Planning section. Where necessary, other departments will be invited to work with the above sections to implement key aspects of the Policy.

4. The Policy proposes a goal for threatened species recovery in Waitakere which is *'The status of threatened species in Waitakere is reduced, with local populations thriving.'*
5. In order to develop the Policy a list of the threatened animals in Waitakere and their national threat classifications was developed, as well as a list of threatened plant species in Waitakere and their regional threat classifications. These lists identified 46 threatened animal species and 160 threatened plant species in Waitakere.
6. The Policy also sets out a Development Response Matrix, where decisions can be made on how to manage a threatened species population that is in an area proposed for development. The matrix lists three levels of response depending on the seriousness of the threat classification for the species, and the number of populations left in Waitakere. For the most at risk species that only have one population known in Waitakere, it is proposed that no development be allowed on the site.
7. In addition to the Development Response Matrix, it is also proposed that in general it is ensured that there is no net loss of the size of the remaining threatened species populations in Waitakere.

## Issues

### Implementation Through the District Plan

8. While a policy has procedural standing within the Council, in order for the Development Response Matrix to have standing in relation to private properties, it would require incorporation into Rules within the District Plan. This would enable consenting officers to write consent conditions specifically around threatened species management and protection, and enable a wider implementation of the Policy. As such, it is proposed that further work be developed with the Resource Management Section on possible ways to progress this initiative within the District Plan as and when appropriate. Any possible development of this work would be reported back to the Policy and Strategy Committee for approval.

### Consideration of Community Views

9. The development of the Waitakere Biodiversity Strategy and the WLBAP has been undertaken in consultation with the community and by taking community views into consideration. The Policy has been developed as a tool to outline how the goals of the strategy and WLBAP can be met by the Council and as such it is not considered that additional community consultation is required.
10. Should progress be made to include the Development Response Matrix into the District Plan, this would require a formal and full community consultation process.

## STRATEGIC CONTEXT

11. As noted above, the Policy has been developed as a result of the Council adopting the Waitakere Biodiversity Strategy and the WLBAP. The Policy has been developed in accordance with those strategic documents and provides more information on how the goals and vision can be achieved.
12. The Policy is also consistent with the Environmental Strategy, Part 1: The Green Network, and is directly related to the Green Network Strategic Platform.

## CONSULTATION

13. Consultation has been undertaken with the Environmental Strategy section of the Council as well as with Parks and Open Space Assets.
14. Council officers from the Auckland Regional Council and staff of the Department of Conservation Auckland Conservancy specialising in threatened plant and animals (including vertebrates) have been consulted and their recommendations have been included.

## RESOURCES

15. The WLBAP provides preliminary estimates of the resources needed for some of the projects identified in the Policy, and identified others as needing more planning before cost estimates could be provided. None of these project budgets have been identified in the draft Long Term Council Community Plan 2009-2019 as it is intended to action only those projects which can be achieved within current budgets. A full cost/benefit analysis will be completed for each project which requires additional resources, and if it is decided to proceed with these projects a recommendation will be put forward to the Annual Plan or external funding sought. The resources that are currently planned are considered adequate to make appropriate progress towards achieving the goal of the policy.
16. For larger projects funding may be sought from external agencies including the Department of Conservation and the Auckland Regional Council.

## IMPLEMENTATION ISSUES

17. Based on the consultation that has occurred it is not anticipated that there will be any implementation issues.

**Report prepared by:** Danielle Hancock, Parks Ecology and Policy Coordinator.



## 8 PROPOSED LOCAL AREA PLANS FOR THE FOOTHILLS

### GLOSSARY

Local Area Plan/s	(LAP/s)
Waitakere Ranges Heritage Area Act 2008	(the Act)
Long Term Council Community Plan 2006-2016	(LTCCP)

### EXECUTIVE SUMMARY

The purpose of this report is to propose that the Local Area Plans (LAP/s) for the foothills be developed through the 2009/2010 financial year in a sequence beginning with Henderson Valley/Opanuku and followed by Swanson and Anzac Valley.

### RECOMMENDATIONS

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

1. **Receive** the Proposed Local Area Plans For The Foothills report.

2. **Agree** that further Local Area Plans for the remainder of the foothills be developed through the 2009/2010 financial year in a sequence beginning with Henderson Valley/Opanuku, then Swanson and finally Anzac Valley.
3. **Agree** that the process for undertaking the preparation of the Local Area Plans follow the process used for the development of the Oratia and Waitatarua Local Area Plans including:
  - preliminary research on the characteristics and issues of the area;
  - definition of the local area, in consultation with the local and wider community;
  - consultation through a mixture of small group and larger public meetings; and
  - a “community enquiry” workshop to develop the draft Local Area Plan.

## BACKGROUND

1. At its meeting on 7 August, the Policy and Strategy Committee considered a comprehensive report on the preparation of LAPs and the selection of the first local area for the LAP provisions in the Waitakere Ranges Heritage Area Act 2008 (the Act) to be implemented.
2. The Policy and Strategy Committee resolved to:
  - “3. *Agree to adopt the Local Area Plans under the Waitakere Ranges Heritage Area Act 2008 report for the purpose of engaging with communities on the purpose of Local Area Plans and the process of developing Local Area Plans.*
  4. *Agree that the priority area for an initial Local Area Plan under the Waitakere Ranges Heritage Area Act 2008 be the Foothills area as outlined in option 3 of the report.*“

1300/2008
3. The option identified in resolution 4 was “prepare for the first LAP for the foothills area with chapters on Henderson Valley, Oratia, Swanson and Anzac Valley (or prepare individual LAPs for each of these communities in sequence).”
4. At its meeting on 4 September 2008 the Policy and Strategy Committee agreed that the first Local Area Plan should be prepared for the Oratia Local Area (1522/2008).
5. Work on the Oratia and Waitatarua LAPs are well advanced and the LAPs will be reported back to the Policy and Strategy Committee on 2 July 2009.
6. There is funding in the Long Term Council Community Plan 2006-2016 (LTCCP) to undertake further LAPs in 2009/2010 and background research is already underway in preparation for LAPs in the remainder of the foothills, including Henderson Valley/Opanuku, Swanson and Anzac Valley.

## DECISION MAKING

### Issues

#### Completion of the remaining foothills LAPs

7. As recorded in resolution 1300/2008, the Policy and Strategy Committee had a preference for all or part of the foothills as the locality for the initial LAP. On the basis that the Oratia and Waiatarua LAPs will be adopted for formal consultation by July 2009, Henderson Valley/Opanuku, Swanson, and Anzac Valley remain as potential LAP areas in the foothills. It is desirable to work on LAPs for these three areas, beginning with Henderson Valley/Opanuku.
8. Collation of background information is at a similar stage for all the remaining potential LAP areas of the foothills. Research for use in the background reports for the foothills as a whole has been undertaken, giving a thorough understanding of the heritage features of the area. Assessment of historic heritage sites that are in the Cultural Heritage Inventory, but not in the Waitakere City District Plan, is underway. Te Kawerau a Maki are to undertake identification of sites of importance to the iwi in the foothills.
9. Rural economic development work with a Ranges-wide focus is underway. Landscape studies and a report on the ecology of the area already exist and were used in preparation of the background of the Oratia and Waiatarua LAPs. There is enough information available on the foothills to inform the development of LAPs for all three locations.
10. Given the uncertainties around regional governance it is desirable that the remaining foothills LAPs be developed by this Council in the next 18 months so that any future Auckland wide planning can consider the foothills as a whole.
11. Developing LAPs for these areas as a sequence is an efficient use of staff and resources. All three areas share similar issues including pressure for subdivision, and landscape management issues. The areas are formerly productive rural areas with existing and future rural potential that have shown recent rural economic innovation and would benefit from rural economic development through the LAPs.
12. Henderson Valley/Opanuku is suggested as the first LAP in the sequence for the following reasons:
  - The area has an active and engaged community that has of its own initiative taken the first steps in community engagement over the LAP. Members of this community took an active interest in the Oratia and Waiatarua consultation and locating the second LAP here would capitalise on this momentum;
  - Delegations of residents have met with officers over the last few years with concerns about development on the northern side of Forest Hill;
  - The area already has three of its boundaries defined, with the Oratia and Waiatarua LAP boundaries to the south and southeast and the heritage area boundary to the east;
  - The area does not have a structure plan although funding was, in the past, set aside for an investigation into structure planning. Part of the area was historically zoned future urban; and
  - It is logical to work from Oratia and Waiatarua westwards in sequence, starting with Henderson Valley/Opanuku and then Swanson and Anzac Valley.

### Consideration of Community Views

13. Consultation with the Henderson Valley Residents and Ratepayers, Oratia Residents and Ratepayers, Preserve Swanson Foothills Society, the Structure Plan Advocates Network and other foothills interest groups about priorities and a sequence for LAPs was undertaken in March 2008. Some support for early LAPs in Henderson Valley/Opanuku and Swanson emerged from these meetings.
14. In March 2009 the Henderson Valley group held their own meeting to discuss the possibility of a LAP for Henderson Valley, identifying the area's strengths and weaknesses and the threats and opportunities present in the valley.

### STRATEGIC CONTEXT

15. The protection of the Waitakere Ranges and Foothills is a central objective of the "Green Network" Platform of the LTCCP 2006-2016. The restricted growth and protection of this area is part of the Growth Management Strategy and the corollary to the urban intensification objectives of the Council. As the urban part of the City intensifies, the strategic importance of the unspoiled coast, the protected ranges and the rural foothills will grow.
16. The Waitakere Ranges and Foothills Protection Project complements the Growth Management Strategy, the Auckland Regional Growth Strategy, and policies in the Auckland Regional Policy Statement. The Act seeks to avoid unplanned creeping urban expansion, beyond the Metropolitan Urban Limits, that would destroy the rural and natural character of the Waitakere Ranges and foothills. At the same time, the continued existence and sustainable development of the diverse local communities in the area is also an objective of the Act.
17. The eastern part of the Heritage Area is included in the drainage catchment of the Hauraki Gulf Marine Park. The purpose of the Act accords with the purpose and objectives of the Hauraki Gulf Marine Park Act 2000.

### CONSULTATION

18. Consultation undertaken both within Council and in the community during 2008 and 2009 in the course of the Oratia and Waiatarua LAPs will inform the development of the process for subsequent LAPs. Consultation was undertaken with the Henderson Valley Residents and Ratepayers, Oratia Residents and Ratepayers, Preserve Swanson Foothills Society, the Structure Plan Advocates Network and the Waitakere Ranges Protection Society on the priority areas for LAPs in March 2008.
19. Consultation was undertaken across Strategic Planning, City Services, and Public Affairs and staff from these units were directly involved in the Oratia and Waiatarua LAPs workshops.
20. Council officers have consulted the Waitakere Community Board on priority and sequencing of LAPs and on the development of the Oratia and Waiatarua LAPs.
21. Ngati Whatua and Te Kawerau a Maki have been consulted during the development of the Oratia and Waiatarua LAPs. A hui on the Oratia and Waiatarua LAPs was held at the Hoani Waititi Marae in May 2009 for tangata whenua, Te Taumata Rununga and the Maori community generally.

## RESOURCES

22. The LTCCP 2006-2016 has budgeted \$100,000 annually for seven years to allow the development of LAPs in the various communities of the Heritage Area.
23. As the Oratia and Waiatarua LAPs near completion there is capacity to undertake further LAPs.

## IMPLEMENTATION ISSUES

24. It would be preferable to finish the foothills LAPs before the transition to one Auckland council so that the background information and community knowledge that has been, and is being, gathered can be utilised to inform Auckland wide planning in time to come.
25. Preparation of the remaining foothills LAPs will follow the format used for the Oratia and Waiatarua LAPs with small group meetings, larger public meetings, engagement with local schools and other key stakeholders and the community enquiry workshops used in Oratia to address character and design.
26. Looking at the foothills area as a whole will allow boundaries of distinctive communities to be considered in an integrated manner.

**Report prepared by:** Fenella Thomas Strategic Advisor: Waitakere Ranges and Matt Heale Manager: Sustainable Management



## 9 WAITAKERE BUS ISSUES

### GLOSSARY

Auckland Regional Authority	(ARA)
Auckland Regional Council	(ARC)
Auckland Regional Transport Authority	(ARTA)
Central Business District	(CBD)
Metropolitan Urban Limit	(MUL)
Passenger Transport Network Plan	(PTNP)
Quality Transit Network	(QTN)

### EXECUTIVE SUMMARY

The purpose of this report is to update Elected Members on recent bus issues in Waitakere. Issues covered in this report are:

- An update on progress with the Waitakere bus service review;
- ARTA's planned deletion of the route 167 Waiatarua Feeder Bus; and
- School bus issues for Waitakere Primary School and Massey High School.

## **RECOMMENDATIONS**

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

1. **Receive** the Waitakere Bus Issues report.
2. **Agree** that the Chief Executive Officer write to the Chief Executive Officer of the Auckland Regional Transport Authority outlining considerations that the Council believes should be taken into account in the Waitakere Bus Service Review, based on the contents of this report and any feedback from the Policy and Strategy Committee at this meeting.
3. **Note** the planned cancellation of the route 167 Waiatarua Feeder service from 3 July 2009 and request that Council officers work with the affected communities to facilitate community based transport initiatives if those communities so wish.
4. **Direct** that Council officers engage with the Ministry of Education and other organisations in order to attempt to facilitate a solution to the school bus issues raised by the Waitakere Village community.

## **BACKGROUND**

1. The current bus network in Waitakere is based on a network introduced by the former Auckland Regional Authority (ARA) in January 1978 to reflect the ARA's takeover of the Auckland Bus Company operations in the Te Atatu and Henderson area and the bulk of Commercial Buses operations in South Lynn, Titirangi and Green Bay.
2. This network was based around low frequency, non-clockface services, running long, circuitous routes providing a reasonable level of penetration but focussed on the Auckland Central Business District as the key destination.
3. This network has been gradually improved over the past decade with the introduction of clock-face timetables (where buses always leave at the same times past the hour), improved service frequencies in areas such as Glen Eden, Glendene and Kelston and an improved route structure in the Massey area.
4. However, there has been no fundamental review of bus service in Waitakere since 1978. The deregulation of passenger transport in 1991 saw all pre-existing services rolled unchanged into new contracts. Bus service reviews, carried out by the Auckland Regional Council (ARC), the body then responsible for passenger transport planning and funding in the Auckland region, were seen as a series of "holding" reviews until such time as the rail network was upgraded and could play its role as the public transport spine for Waitakere.
5. In August 2003, the ARC implemented redesigned bus services in Waitakere City in conjunction with the opening of the Britomart Transport Centre. This review was another interim "holding" review that tweaked the then existing bus services on short contracts and provided the following service improvements:
  - Improved hourly Sunday service frequencies on some major routes;
  - A rationalised route structure in the Massey area;
  - Improved services between Waitakere City and the North Shore, including the introduction of Sunday services;
  - Improved access to Westgate for bus services in the north-west of the city; and
  - A strengthened connection between Henderson, New Lynn, St Lukes and Midtown Auckland via New North Road.

6. ARTA, which took over the passenger transport functions of the ARC in December 2004, proposed in early 2005 to get underway with a comprehensive review of bus services within Waitakere for implementation from late 2006 to early 2007. Originally the implementation was for 1 July 2006 when the short contracts that came into force in August 2003 were due to expire.
7. The Waitakere bus services review was first reported to the City Development Committee on its meeting on 3 March 2005. In that agenda report, a series of principles, summarised below, were endorsed by the Committee. These principles were provided to ARTA at the outset of the review process.
  - **Bus/Rail Integration:** Waitakere would like to see the opportunity maximised for customers to connect between buses and trains, especially at New Lynn and Henderson;
  - **Catering for New Development:** New bus services should be introduced in conjunction with, rather than significantly later than, new residential and commercial development;
  - **Supporting Town Centre Development:** The bus services review needs to support ongoing efforts to improve public transport access to, through and from the key town centres of Westgate, Henderson and New Lynn;
  - **Waitakere Central Transport Centre:** Changes in bus services should be introduced at the same time as the opening of the Waitakere Central Transport Centre and the completion of double-tracking to Henderson;
  - **Long Haul and Local Trips:** The bus services review should consider the appropriateness of express routes for long haul trips and local routes and connections for local trips; and
  - **Bus Priority Measures:** Along routes where bus priority measures are introduced, increased frequency of services is required to take advantage of faster and more reliable trips in order to increase patronage.
8. The issues section of this report evaluates the extent to which the Council's expectations have been met by ARTA's Waitakere bus services review work to date.
9. The bus services review was further reported to the City Development Committee at its meeting on 6 September 2007, outlining the limited progress with the review at that date. In 2006, ARTA had released the Passenger Transport Network Plan (PTNP) which was designed to implement the "high PT" element in the 2005 Auckland Regional Land Transport Strategy and provides ARTA's planned pathway to upgrade the region's passenger transport system to double system patronage to 100 million rides per annum in 2016.
10. The PTNP plans to do this through a three-tier service structure:

**Rapid Transit Network:** The urban rail network and the Northern Busway with high-frequency long-distance services largely unaffected by traffic congestion. The rail network is being designed to support 10 minute services by late 2010.

**Quality Transit Network (QTN):** A network of premium bus (and some ferry) services designed to provide frequent (10-15 minute), direct services between key travel destinations across the region operated by fully-accessible buses. In Waitakere, QTN services will connect:

  - New Lynn to Henderson and the Auckland Central Business District (CBD);
  - Henderson with the New Lynn and Westgate; and
  - Westgate with Henderson and Takapuna.

**Local Connector Network:** The local bus network designed to provide regular (30 minute or better) services between local residential and employment areas and the QTN and rapid transit network services at key interchanges.

11. The Waitakere bus services review is the tool to move towards implementation of the PTNP in Waitakere.
12. In the last five-and-a-half years, the bus services review has been very significantly delayed, due to work programme pressures and competing priorities at ARTA. Significant work on the review has only occurred in the last year in an iterative process with council officers, allowing the Council to have a significant influence in shaping the proposed bus service structure.
- A23-A24 13. ARTA wrote to the Council on 16 April 2009 providing an update on the Waitakere bus service review and proposing a staged approach to the implementation of service improvements and a two-stage process for implementing the review. This letter is attached at pages A23 to A24. Due to budgetary constraints, initial bus service improvements will need to be within existing budgets, which limits the opportunity for significant improvements in service frequencies. However, ARTA has committed to the “implementation of a base network of services that are aligned to the PTNP, with a progressive increase in frequency and hours of operation to PTNP standards as future operational expenditure becomes available.”
14. ARTA officers have since advised that the two-stage review process outlined in the letter may be modified with the removal of parts of Te Atatu, Te Atatu Peninsula, Ranui and Swanson from the first stage of the process. The modified approach would enable ARTA to focus on services operating in Massey, West Harbour and Hobsonville which have been identified as the Council’s first priority for service improvements. It is possible this option will enable implementation to take place as early as November 2009 when the latest contract extensions expire.

## DECISION MAKING

15. Responsibility for the planning and funding of urban passenger transport in the Auckland region is the responsibility of the ARTA while school bus services are a shared responsibility between ARTA, the Ministry of Education, schools and communities. The Council has a role in providing supporting on-road infrastructure, including bus stops and interchanges, bus shelters and information infrastructure at bus stops. In addition, the Council has an advocacy role and is a valuable source of local knowledge about travel patterns and destinations for our residents.
16. This report asks the Policy and Strategy Committee to agree feedback to ARTA on the Waitakere Bus Service Review and to request officers to progress solutions in relation to discontinued bus services. The options are to adopt, reject or amend the recommendations or propose alternative recommendations.

## Issues

### Waitakere Bus Service Review

17. The following paragraphs provide an assessment of how the plans to date for the Waitakere bus services review deliver on the Council’s expectations, as resolved by the City Development Committee in March 2005.

18. **Bus/Rail Integration:** The proposed service structure promotes tight integration between bus and rail services in New Lynn and Henderson. This will involve a significant change from the current pattern of long, low-frequency, circuitous bus routes from most areas to the Auckland CBD. By necessity, this involves significantly more transferring between services. This means that the high quality and amenity of the Council's New Lynn Bus Interchange will be of critical significance to the success of the new service structure. The Council is also undertaking a piece of work to assess the adequacy of the Henderson CBD's bus stop infrastructure (apart from the recently-developed Waitakere Central Bus Interchange) as the new route structure will make more use of the north-south spine of Ratanui Street and Rainside Avenue to provide much better integration of train and bus services.
19. **Catering for New Development:** An earlier iteration of the review provided for the introduction of premium QTN bus services on Hobsonville Road between Waitakere and the North Shore, providing support for Council's plans for the Northern Strategic Growth Area. However, the recent abolition of the planned regional fuel levy by the Government, combined with reduced levels of income from Auckland Regional Holdings, means that the fundable level of bus service in the Northern Strategic Growth Area is significantly lower than previously advised and not significantly changed from the current generally hourly service levels. Initially bus services will not travel via Hobsonville Road in order that the current half-hour frequency can be retained in parts of Massey East. ARTA has undertaken to move the Henderson to Takapuna service – the precursor to the future QTN service – on to Hobsonville Road as soon as significant development takes place on the north side of Hobsonville Road as funds are available to maintain the half-hourly frequency in parts of Massey East.
20. ARTA is also not keen to move bus services onto Hobsonville Road until there have been significant improvements to pedestrian access across Hobsonville Road where there are bus stops. There are currently no signalised intersections east of the current temporary signalised roundabout at the Hobsonville Road motorway interchange. Traffic flows will remain high on Hobsonville Road until the remainder of the Upper Harbour Motorway opens in early 2012. Especially at peak times there are few safe gaps for pedestrians to cross Hobsonville Road safely. For pedestrians with reduced mobility, the situation is even worse.
21. ARTA advises that the Hobsonville ferry service is planned to be implemented in 2010. Previously, the funding of bus services to the Hobsonville Airbase area was unresolved as ARTA stated that it did not have the funding to provide services to newly developing areas at the outset of development. ARTA's view was that developers should fund such services until such time that ARTA is in a position to take these over and fund them itself. As the result of a Memorandum of Understanding signed between ARTA and the Hobsonville Land Company, ARTA has since agreed to provide a bus service linking the Hobsonville Airbase to Hobsonville Village, Westgate and Henderson, as soon as development gets underway. This service will be integrated with the ferry service.
22. **Supporting Town Centre Development:** The bus service review will support Council-funded bus interchanges in New Lynn and Henderson, both well located for both rail connectivity and town centre integration. However, this level of support is not as great as previously expected owing to the lower levels of service being provided at the outset. This creates a particular issue in New Lynn, where ARTA does not support the provision of park and ride, but where the levels of feeder bus services are unlikely, at least in the short term, to be high enough to be a significant incentive for current park and riders to switch to feeder bus services. ARTA does however intend to provide adequate frequency on feeder bus services as soon as sufficient funding is available to do so.

23. ARTA has also undertaken to extend bus services currently serving the existing Westgate Centre to the planned bus interchange in the new Westgate Town Centre as soon as the bus interchange is completed and there is some development within the new town centre.
24. **Waitakere Central Transport Centre:** Owing to funding constraints, ARTA was unable to meet its commitment to provide additional bus services connecting to rail in conjunction with the opening of the Waitakere Central Transport Centre. However, ARTA worked closely with the Council to re-route all existing Henderson originating and terminating services to the bus interchange and implemented the Council-led initiative to re-route buses in Henderson to provide improved bus service penetration in the Henderson CBD.
25. **Long Haul and Local Trips:** The bus services review focuses on shorter, more direct bus services feeding rail, except in the north-west of the city, where a significant amount of direct bus peak service to the Auckland CBD will be retained. However, these services will be more direct and single-purpose than some of the existing circuitous, multi-purpose services.
26. **Bus Priority Measures:** Waitakere has yet to implement significant bus priority measures. The bus services review needs to allow flexibility for variations in contracts with bus operators to allow higher frequencies when bus priority measures are introduced.

#### **Trade-offs**

27. There are trade-offs in any service redesign. In Waitakere's case, this is likely to involve the removal of some expensive-to-operate and extremely poorly patronised services outside the Metropolitan Urban Limit (MUL). ARTA is proposing to reallocate these service resources to improving bus services in socially and transport deprived parts of the city such as Massey, which will get some improvement to bus service. The current bus service design retains service in Woodlands Park, Waima and Laingholm. ARTA has undertaken to look at resuming services to Whenuapai in the event of a commercial airport being opened there.
28. Another trade-off is that bus service currently operates from most parts of the city direct to Downtown Auckland without the requirement to transfer, admittedly with slow, circuitous and infrequent services. This service structure was appropriate when the rail network was severely run-down. However, the capacity of rail – along with rail patronage itself – has doubled over the last three years and enormous public-sector investment is going into developing the urban rail network as the region's passenger transport spine. ARTA is planning to have 10-minute peak train services across the core urban rail network from late 2010 to maximise the Government's significant investment in revitalising Auckland urban rail.

#### **Integrated ticketing**

29. ARTA introduced a paper-based integrated ticket on the North Shore in conjunction with the opening of the Northern Busway in February 2008. This was an interim measure until a smart-card based integrated ticketing system could be introduced region-wide. The timing for the implementation of regional integrated ticketing appears to be sliding owing to the range and complexity of issues around its implementation. ARTA advises that the newly proposed version of Phase One of the integrated ticketing project won't require the same amount of integrated ticketing which in turn reduces the chance of further delays to implementation.

30. Council officers believe that for the new service structure and the New Lynn transit oriented development project to maximise patronage, as many barriers to entry to public transport need to be eliminated prior to their implementation. To this end, officers believe that, as a minimum, a paper-based integrated ticket is required to be in place in advance of the new service structure so that passengers can transfer between bus and train without having to pay a second fare. ARTA has indicated that it is "looking to develop an integrated ticket to be implemented in conjunction with the proposed network changes." This would include the possibility of a combined bus-rail ticket for people from the Massey area to be able to transfer to train at Henderson without the need to buy a second ticket from November 2009. Council officers believe that ARTA needs to review fares and fare boundaries as part of the introduction of integrated ticketing.

#### **ARTA's Planned Deletion of the Route 167 Waatarua Feeder Bus**

- A25-A27 31. ARTA wrote to the Council on 31 March 2009 with a proposal to delete the route 167 Waatarua to Henderson feeder service. This letter is attached at pages A25 to A26 with a route map attached at page A27. The deletion of the service is part of a "value for money" exercise which aims to achieve annual savings of \$2 million per annum from poorly patronised bus services. The aim of the savings is to enable high priority projects, such as rail electrification and integrated ticketing, to proceed.
32. It was originally intended that the service be discontinued from 5 June 2009. However, at the Council's request, ARTA has agreed to defer this to 3 July 2009 to enable time for this issue to be reported to the Policy and Strategy Committee and to the Waitakere Community Board.
33. The 167 bus route provides three loop services on weekdays operating from the Waitakere Central Transport Centre via Forest Hill Road to Oratia and then returning to Henderson via West Coast Road. It was introduced in the late 1990s as a demonstration of a timed transfer connection (without fare integration) between bus and rail at Henderson Station. However, the route ran backwards to Henderson instead of forwards to the most intuitive railway station for the Oratia and Waatarua area which is Glen Eden.
- A25-A26 34. The service has never managed to find a market niche, even though it is operated by a smaller 26-seater bus. According to the attached letter from ARTA, at pages A25 to A26, it carries an average of 1.3 passengers per trip at a subsidy of \$17 per passenger. In addition, it largely runs on narrow, windy rural roads where there are few locations for buses to pull over safely to pick up and drop off passengers.
35. There is still a single peak return trip from the Forest Hill Road and West Coast Road service area to the Auckland CBD as well as a mid-afternoon trip from New Lynn timed for secondary school students. However, as these services are outside the MUL, they may well face elimination in the second stage of the Waitakere bus service review or a future "value for money" exercise by ARTA. The urban part of the service area is well covered by half-hourly urban route services to the Henderson CBD.

A28

36. While it may seem counter-intuitive to eliminate any passenger transport service while Waitakere and the region is strongly promoting much improved passenger transport services, ARTA is subject to severe fiscal constraints which require it to be particularly careful with the expenditure of public money. Waiatarua and Oratia are outside the MUL and within the Waitakere Ranges Heritage Area. This means that there are only very limited opportunities for growth. The Waitakere City Deprivation Index, attached at page A28 shows that the rural part of the service area is in the bottom quintile (or 20 per cent) of deprivation. The rural part of the service area has 15 households (or 1.9 per cent of all households) without a vehicle. Compared to this, 6.3 per cent of Waitakere households and 7.4 per cent of Auckland region households do not have a car.
37. From an environmental point of view, passenger transport only works when it attracts at least a moderate number of customers so that the emissions per journey is less than that of private motor vehicles. In the case of the 167 service, the 26-seater bus operating the service consumes 25 litres of fuel per 100 kilometres. By contrast, according to the Government's fuel saver web site, a Hummer, a sports utility vehicle with very high fuel consumption, consumes 13.5 litres per 100 kilometres. With an average patronage of 1.33 passengers per trip, the fuel consumption per passenger of this service is greater than if the passengers had driven themselves alone in a Hummer.
38. For rural, coastal and bush environment communities, a better approach would be for options such as community rideshare to be explored. If there were interest in the Oratia and Waiatarua communities for such options, the Council may wish to consider providing some facilitative assistance and/or working with communities to promote more sustainable travel options where scheduled passenger transport is neither economically nor environmentally sustainable.

#### **School Bus Services**

39. The Waitakere Village community and people living in the bush environment areas to the west of the village and along Scenic Drive have raised concerns about recent changes to school bus services in their areas.
40. For the Waitakere Village community, the key issue is that the changes have meant that a single bus, instead of the previous two buses, is now allocated to two school bus routes feeding Waitakere Primary School. The one school bus serves the Bethells route second in the morning and first in the afternoon. This means that the students on the Wairere Road route faces long travelling times as they cannot be picked up or dropped off around school start and finish times.
41. For students travelling to Massey High School, the issue is that the Ministry of Education considers that there is suitable public transport available because there is some urban public transport service between Waitakere Village and Massey. Massey High School's enrolment zone includes Waitakere Village and Bethells Beach and extends all the way to Muriwai in Rodney District. To use urban passenger transport from Waitakere Village to Massey High School requires a train journey from Waitakere to Henderson then a transfer to a bus service that travels to Massey West but does not serve Massey High School itself. In addition, delayed train services are often turned around prior to Waitakere Station to assist in service recovery, meaning that there is a less than a desirable level of train service reliability to Waitakere Station. This is exacerbated by the absence of Vodafone cell phone coverage in Waitakere Village, meaning that train delay text messages cannot be delivered in this area. Other factors to take into account are the current absence of integration between bus and train services in Henderson in either time, space or price.

42. Bus service changes in the Massey area, as mentioned earlier, may assist in some of these issues by enabling a transfer between buses and trains at the Waitakere Central Transport Centre. However, their timing means that they would only come into effect at earliest well into the fourth term of the 2009 school year.
43. Passenger transport works best when there are common origins for significant numbers of customers as well as a common destination. School bus services often fit both these criteria well because there are often large numbers of students who are going to a single school or cluster of schools. School buses are often a trusted form of transport where parents feel comfortable that their children will get safely to and from school. This is an important consideration as, without this sense of comfort, parents are much more likely to drive their children to school, thereby contributing to congestion at the school gate and to the negative environmental effects of additional car trips.
44. The Waitakere Village community have been vigorously advocating with the Ministry of Education and its bus service agent Multiserve for the second bus to be restored to provide service to Waitakere Primary School and for the provision of a direct bus service between Waitakere Village and Massey High School.
45. The Waitakere Village community has requested the assistance of the Council to facilitate solutions to their school bus issues. Officers believe that it is appropriate to attempt to facilitate such a process in the Council's role as advocate for its communities and because of the positive economic, social and environmental benefits of well-utilised school bus services. A solution to the Waitakere Primary School issue would be the restoration of a second bus service to Waitakere Primary School. In case of Massey High School, it would be agreement by the Ministry of Education to reinstate a direct bus service from Waitakere Village to Massey High School or, failing that, improvements to the existing indirect public transport connection between Waitakere Village and Massey High School.

## STRATEGIC CONTEXT

46. Waitakere is committed to urban growth management, focussing on developing vital town centres that are well served by public transport and easily accessible to pedestrians and cyclists. These town centres and their surrounding residential areas are designed to be well-served by a high-frequency rail service and a network of bus services. An integrated transport system requires that the different modes of public transport connect in time and locations and offer seamless travel to residents.
47. This involves the elimination over time of unnecessary barriers to travel by implementing such measures as fare integration, bus priority measures and improved customer information. Waitakere has a key role in the implementation of bus priorities, pedestrian access and in providing shelter and information infrastructure at bus stops. Over 80 per cent of the region's public transport trips are by bus.
48. Improved bus services deliver on the following Waitakere strategic platforms:
49. **Integrated transport and communication, *Te Whakaurunga Waka Te Whakawhiti korero***

Bus services deliver over 80 per cent of the public transport journeys in the region. Even with the major upgrade of Auckland's urban rail network, it is likely that buses will still carry more than two-thirds of Waitakere's public transport trips. Bus service is of particular significance in the Northern Strategic Growth Area.

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

The ongoing development of public transport strongly supports town centres that are thriving places, providing exciting options for people to live, work and play.

51. **Strong innovative economy, *He tupuranga kaha ihi wana***

Improved passenger transport will support Waitakere as an even more attractive place to live and work.

52. **Strong Communities, *He iwi kaha***

Passenger transport is a strong tool for community cohesion and development. It provides critical access to jobs, housing, retail, health, welfare, leisure and social opportunities for people who, whether by choice or not, do not have access to a car.

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

There are benefits to residents and the environment as people choose to use public transport rather than cars; these include lower fuel consumption and lower carbon dioxide emissions.

## CONSULTATION

54. The proposed position set out in this report follows on from previous Council resolutions which strongly support a much improved bus system. Internal consultation will take place as part of the bus services review process.

55. A workshop on the bus services review was held with Elected Members in November 2008. However, recent significant changes to the proposed bus service structure means that ARTA considers it worthwhile to repeat the exercise with its updated proposed route structure.

56. Any consultation with Maori needed is the responsibility either ARTA or ONTRACK. The Council will offer the use of Waitakere's processes for consultation to Tangata Whenua to ARTA at their expense.

## RESOURCES

57. No resources apart from staff time are required.

## IMPLEMENTATION ISSUES

58. Any implementation issues would be the subject of reports to the relevant committee of the Council at the relevant time.

**Report prepared by:** Darren Davis, Principal Advisor: Transport.



## 10 WAITAKERE ECONOMIC WELLBEING STRATEGY 2009

### GLOSSARY

Waitakere Economic Wellbeing Strategy 2009 (WEWS)  
Economic Development Strategy 2004 (EDS)

### EXECUTIVE SUMMARY

The purpose of this report is to present the proposed Waitakere Economic Wellbeing Strategy 2009 (WEWS) to the Policy and Strategy Committee for approval and adoption.

A29-A80

The proposed WEWS has been developed from the draft Strategy that was approved for consultation in December 2008. After a period of public and targeted stakeholder consultation in March and April 2009, the WEWS has been re-drafted to take into account the key ideas that arose from the consultation. There was support for the overall approach of the Strategy and most of the ideas raised were complementary to those in the draft Strategy. The proposed WEWS is attached at pages A29 to A80.

### RECOMMENDATIONS

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

1. **Receive** the Waitakere Economic Wellbeing Strategy 2009 report.
2. **Approve** the adoption of the Waitakere Economic Wellbeing Strategy 2009, subject to any final changes directed by the Policy and Strategy Committee.

### BACKGROUND

1. The Council has consistently supported and promoted a strong economy for the benefit of Waitakere residents. In 2002 the Local Government Act legislated for councils to have responsibility to promote the economic wellbeing of their communities. Subsequently this Council adopted an Economic Development Strategy (EDS) in 2004. This has been an important guide to Council decision making and action over the last five years.
2. In 2007, a review of the EDS was initiated to respond to the Directors' Group request for a strategic framework to be configured around the areas of social, economic, cultural, and environmental wellbeing; and transport, growth management and governance.
3. During development of the draft WEWS in 2008, significant events occurred that required consideration of their potential impact on the development and implementation of a WEWS. These included:
  - Local economic and social impacts of the global financial crisis;
  - Uncertainty around the future of Auckland governance during finalisation of the work of the Royal Commission on Auckland Governance; and
  - Governance and functional reviews of Council's major economic implementation arms, such as Waitakere Enterprise, Waitakere Properties Limited and the Strategic Projects Section of Council.
4. On 4 December 2008, a draft WEWS was presented to the Policy and Strategy Committee for consideration and approval to consult with key external stakeholders and to seek public input, where it was resolved:

*“The Policy and Strategy Committee resolved to:*

2. *Approve the draft Economic Wellbeing Strategy as a working draft for consultation.*
3. *Invite the Policy and Strategy Committee to convene a workshop to obtain Councillors input into the draft Economic Wellbeing Strategy and decide on the method of consultation for the draft.”*

2086/2008

5. In February 2009, Councillors were interviewed to obtain their views on the key issues and solutions for Waitakere’s economic wellbeing. These views and further ideas were discussed during a Councillor workshop, with the Chairman of Te Taumata Runanga in attendance. The workshop enabled further development of the content of the draft WEWS and confirmed that the consultation process should target key stakeholders while seeking public feedback through a public notice and information on the Council website.

## DECISION MAKING

### Issues

#### Strategy components

6. The WEWS sets out a 20 year vision for the development of the Waitakere economy within the context of five themes: Place, People, Enterprise Development, Profile and Marketing, and Partnering.
7. Within each theme the strategy sets out Objectives, Actions, and Outcomes. The Actions are primarily determined from referencing the economic issues identified in the draft WEWS. The key components and overall approach of the draft WEWS structure received support from the key stakeholders during the consultation.
8. The draft WEWS was developed in alignment with the vision from the EDS, because it provides continuity with the strategic direction that has proved successful in focusing action and thinking in Council. The vision is:

*Waitakere is home to innovative and sustainable economic activities which provide residents with a range of quality local jobs that improve communities’ standard of living. All Waitakere people have opportunities to participate in and benefit from this dynamic local economy.*

9. A fresh by-line was developed to provide a linkage with the five objectives in the draft WEWS and the language of the Business Investment Marketing Strategy. This also received support from key stakeholders and has been included in the Long Term Council Community Plan. The by-line is:

*Waitakere - a catalytic environment for a flourishing, resilient economy: - connected, growing, innovative, vibrant, sustainable!*

#### Main changes from EDS

10. The main differences in the draft WEWS arise from the process of alignment between local, regional and national strategies, in terms of the five objectives of the draft WEWS. More responsiveness was required in Waitakere’s economic policy position with regard to the Auckland Sustainability Framework, Regional Growth Strategy, Regional Climate Change and Energy Strategies and NZ Skills Strategy, NZ Digital Strategy, NZ Tourism Strategy and NZ Transport Strategy.

11. In addition, progress has been made on a number of initiatives identified in the EDS, and the reviewed strategy needed to recognise this and build on this progress. In particular:
- New business land and town centre developments are progressing in the north of the City;
  - The Waitakere Ranges Heritage Area Act provides a new framework to promote rural economic wellbeing and tourism;
  - Major transport infrastructure improvements have occurred and are in progress, such as the Western Ring Route;
  - Central Government funding has been obtained to facilitate new investment in facilities to support the screen production and marine industries;
  - Council investments have supported major new tourism and events infrastructure (The Trusts Stadium), and town centre regeneration (Henderson); and
  - A business marketing campaign has been initiated to attract new businesses to the City.
12. Alignment between the draft WEWS and the Council's other strategies was established during development of the draft WEWS. This alignment was not possible for the EDS as many of the strategies below had not been adopted at the time. The proposed WEWS has a close alignment between social and economic wellbeing outcomes and some of the pathways and actions in the Social Strategy are mutually reinforcing. The key areas of alignment are based on common issues:
- Social** – supporting the linkages between education and economic participation; using community hubs to encourage skills development and micro enterprise and strengthening local networks;
- Growth** – concept planning of new and existing urban areas; supplying business land based on projected demand;
- Environmental** – encouraging business developments that use renewable energy, allow for integrated water management, turn waste into resources and help reduce greenhouse gas emissions;
- Transport** – supporting better passenger transport options, enhanced connections with State Highways and rail, appropriate freight routes, cleaner fuels, improvements to roading network, especially in town centres and growth corridors; and
- Cultural** – supporting the development of the creative and cultural sector and improving the opportunities for migrants to participate in the local economy.
- Consultation results and messages**
13. A clear endorsement for the approach in the draft EWS emerged from the consultation process. In particular, stakeholders recognised the inter-related nature of the five objectives and the need to align with regional perspectives.
14. The consultation was highly effective in collecting ideas directly from the key economic stakeholders for Waitakere. Positive engagement was a feature of this consultation exercise, and in several cases joint interviews between government agencies established new strategic connections between stakeholders, in support of Waitakere's economic wellbeing.

15. Stakeholders in Waitakere's economic wellbeing are keen to take up the opportunity offered through adoption of the WEWS, of ongoing dialogue and relationship building. There was a clear recognition that this dialogue will assist with understanding the roles each stakeholder plays in achieving the strategy's objectives. The collaborative platform for action on the economic issues facing Waitakere's communities is an important aspect of the WEWS.
16. One of the key messages from the consultation process was around the importance of Council providing leadership and a focus for what makes Waitakere unique, both in terms of its natural and cultural assets, and the strength and creativity of its people. While this is included in Objective 4 of the draft WEWS, many saw that there could be greater emphasis on promoting the attractions and identity of the City.
17. Stakeholders noted that these assets are keenly appreciated by residents, but seem to be somewhat overshadowed by negative perceptions of some parts of the City. From a business sector viewpoint, promoting Waitakere in a more positive, assertive way would provide significant competitive advantages for economic activity. The continuing roll-out of the Business Investment Marketing Plan will assist with this, but a wider City promotion campaign could also be considered.
18. Feedback about the "Place" objective was generally supportive, however greater transparency was sought for the meaning of "appropriate business land" when additional land is to be re-zoned. Stakeholders expressed a desire to have a network of business areas that have "the right things in the right places", improved amenity, and recognition of the importance of smaller centres as well as the three main town centres. Council's role in this was seen as critical, which includes positioning the Waitakere business areas within regional business spatial planning.
19. Another set of messages in support of the draft WEWS was an emphasis on the link between education and economic independence and the importance of accessible, quality education institutions as well as spaces that encourage lifelong learning, such as in community hubs. From an educational viewpoint, the choices of parents to send children out of the City for school – perhaps because of insufficient public transport - may set up a habit of commuting. The role of Council in collaborating with the Waitakere Education Sector Trust and developing a Learning Plan is appreciated, as is Council creating aspirational strategies and collaborative arrangements to address social, economic, environmental and cultural wellbeing.
20. The consultation process endorsed the importance of the programmes and services provided by Waitakere Enterprise and a desire to see greater visibility and access to those programmes. More collaboration between business and the community, perhaps using the Pacific Skilled Employment programme as a model, was sought, with greater links between schools, tertiary institutions and employers. A joint advisory service was suggested for Waitakere Enterprise, the Sustainable Business Network and EcoMatters Environmental Trust to provide sustainability and efficiency expertise to Waitakere businesses.

#### **Government direction on economic development in Auckland**

21. In early April 2009 the Government announced its decision on the recommendations of the Royal Commission for Auckland Governance. At this time, the Government stated its intention to further consider the arrangements for economic development at the regional level, but that a single regional economic development plan would be developed. As Cabinet is not making a decision on this matter until late May it is not possible to include any specific comments in this report. If possible, a verbal update will be provided before or during the presentation of this report.

22. The proposed WEWS records the benefits and outcomes expected from Council's intervention in local economic development, and the way this contributes to the health of Auckland's economy. It is anticipated (and specifically requested by a stakeholder) that the WEWS will inform the debate around how economic wellbeing is achieved in the wider Auckland region. Adopting the WEWS endorses it as Council's current policy on intervention and collaboration around economic development for the benefit of all future stakeholders, including the Auckland Council.

### Consideration of Community Views

23. The Council's current strategic direction for the economy closely aligns with the Waitakere Community Outcomes for a Strong Economy and is the basis of the proposed WEWS.
- A81-A83 24. Letters were sent to key stakeholders, from a database of stakeholders developed for the purpose. These letters included a copy of the consultation document and feedback form and community views were received and incorporated into the proposed WEWS. A list of stakeholders that received letters is attached at pages A81 to A83.
25. Further community views were obtained by providing consultation documents in libraries, and advertising the consultation process in local media.
26. The predominant community view expressed in the consultation process supported the approach and actions in the draft WEWS and other ideas either clarified or complemented the draft WEWS.

### STRATEGIC CONTEXT

27. The draft WEWS was prepared by taking into account ongoing monitoring of economic performance, the 2008 Waitakere Community Outcomes report, local and regional strategies and One Plan, and the regional planning context articulated in the Auckland Sustainability Framework. It is also responsive to national strategies and policies as set out in paragraph 9 above.

### CONSULTATION

28. The consultation and engagement plan for the draft EWS contained the following elements:
- Public notices;
  - Consultation document available in all libraries and service centre;
  - Council website information and feedback form;
  - Mayor's message to encourage feedback;
  - Letters to stakeholders (including Residents and Ratepayers Associations) advising of consultation process, enclosing consultation document and Mayor's message;
  - Focus group meetings with the following sectors:
    - *Community and voluntary sector;*
    - *Government sector;*
    - *Business sector;*
  - Interviews with key stakeholders; and
  - Presentations to Te Taumata Runanga, the Waitakere Pacific Board and the Waitakere Ethnic Board.

29. The consultation process started on 9 March 2009 and all of the elements above were completed by mid-April 2009.
30. The consultation was summarised and then Council Strategic Communicators ran an independent check of the consultation notes and prepared a report that summarised the main ideas arising out of the consultation process.
31. Development of the draft WEWS occurred in conjunction with consultation with Councillors, an extensive canvassing of staff views and the perspectives of Waitakere Enterprise, Waitakere Properties Limited and the Directors' Group. The feedback resulting from this process was incorporated into the draft WEWS before it was presented to the Policy and Strategy Committee on 4 December 2008.

## RESOURCES

32. The current Long Term Council Community Plan 2006 - 2016 provides \$30,000 for Economic Policy and Plan Development in 2009/2009. There is sufficient funding in this budget to complete the WEWS.

## IMPLEMENTATION ISSUES

33. The WEWS will, if adopted, be mainly implemented by Waitakere Enterprise, Waitakere Properties Limited, and the Strategic Planning and Strategic Projects teams of Council. Its implementation will be guided by the Economic Development Strategy Team.
34. Once the WEWS is adopted, implementation and action plans will need to be developed to guide individual projects. These will be brought to Council through normal processes for approval and funding before particular initiatives are undertaken.
35. Review and monitoring of the WEWS and the activities of the Council will be ongoing. The intention is to ensure all relevant supporting Council documents are cross-referenced and updated as required.

**Report prepared by:** Phyllis Anscombe, Strategic Partnerships Advisor: Economic Development.



## 11 ECONOMIC WELLBEING IN THE WAITAKERE RANGES HERITAGE AREA

### GLOSSARY

Waitakere City District Plan	(District Plan)
Waitakere Ranges Heritage Area Act 2008	(the Act)
Waitakere Ranges Heritage Area	(Heritage Area)
Economic Wellbeing in the Waitakere Ranges Heritage Area plan change	(the plan change)
Long Term Council Community Plan	(LTCCP)

## EXECUTIVE SUMMARY

This report outlines the issues associated with creating an enabling environment for appropriate economic activity within the Waitakere Ranges Heritage Area (Heritage Area), particularly focussed on future rural activities in the foothills and the role and function of the gateways to the area. It also identifies a need to address the role and function of the 'villages' (current locations with a concentration of community or public buildings and/or economic activity) or in providing for the social and economic well-being of the residents of the distinctive communities of the Heritage Area.

The Waitakere Ranges Heritage Area Act 2008 (the Act) provides for the social and economic wellbeing of those people that live in the Heritage Area and for future rural uses in the rural areas. This report recommends that a plan change (Economic Wellbeing in the Waitakere Ranges Heritage Area) to the Waitakere City District Plan (District Plan) be prepared to improve the quality of resource management and planning in the Heritage Area and to provide certainty of outcomes for landowners and the community.

This report follows from the rural economic development workshop held with the Policy and Strategy Committee on Monday, 11 May 2009.

## RECOMMENDATIONS

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

1. **Receive** the Economic Wellbeing In The Waitakere Ranges Heritage Area report.
2. **Direct** the Director: Strategic Planning and Group Manager: Planning and Community Services to prepare a plan change (Economic Wellbeing in the Waitakere Ranges Heritage Area plan change) with a view to improving the quality of the resource management regulation within the Waitakere Ranges Heritage Area:
  - a. to create more certainty of outcomes (especially for landowners), particularly where it relates to matters in the Waitakere Ranges Heritage Area Act 2008 such as social and economic wellbeing and rural character; and
  - b. to identify, recognise and provide for gateway uses and functions at appropriate locations.
3. **Agree** that consultation be undertaken with the community in accordance with the first schedule of the Resource Management Act 1991 and the provisions of the Waitakere Ranges Heritage Area Act 2008.
4. **Agree** that Council officers undertake further focussed consultation with landowners and business leaders to clarify and test necessary changes to the District Plan to enable and facilitate appropriate rural economic activity.
5. **Note** that the procedures for a plan change are likely to be affected by changes to the Resource Management Act 1991 and Auckland governance.
6. **Agree** to recommend to the Planning and Regulatory Committee that Economic Wellbeing in the Waitakere Ranges Heritage Area plan change is a priority that should be notified during 2009 if possible.
7. **Direct** the Chief Executive Officer to keep both the Policy and Strategy Committee and the Planning and Regulatory Committee updated with progress on the preparation of the Economic Wellbeing in the Waitakere Ranges Heritage Area plan change and issues arising.

8. **Agree** that further investigation should be carried out on opportunities for the Council under the Local Government Act 2002 and Waitakere Ranges Heritage Area Act 2008 to provide guidance to landowners on rural land uses which accord with the intention of the Waitakere Ranges Heritage Area and that this work be reported back to the Policy and Strategy Committee along with matters arising from the preparation of the Economic Wellbeing in the Waitakere Ranges Heritage Area plan change.

## BACKGROUND

1. The Act recognises that, while the majority of the Heritage Area needs to be protected, people also live and work in the Heritage Area's distinctive communities and rural areas. Objective 8(i) of the Act seeks to provide for these people's social, economic, environmental and cultural well-being. Objective 8(j) also recognises that to retain a rural character in the foothills, provision needs to be made for 'future rural uses'.
2. The current policies and rules of the District Plan only provide for horticulture, agriculture, filming and home occupations in the rural areas. Rules for the villages can also restrict activities that may be appropriate in providing for a community's well-being. Land use activities in the foothills have changed over time, overcome by economic changes in production, scale and competition, with many of the farms and orchards now not productively used, or managed as lifestyle properties. The Act recognises that in order to maintain a rural character, planning frameworks need to manage the transition to future rural uses, rather than necessarily protecting the existing uses.
3. Many typical rural and community activities are either discretionary or non-complying activities. Other than home occupations and filming, no other non-residential activities are permitted under the District Plan. The District Plan is also generally silent on matters of appropriate scale, context and location for non-residential activities in the Heritage Area. This creates considerable uncertainty as to whether activities are appropriate or not, and what are the relevant matters of assessment where consent is required.

## DECISION MAKING

### Issues

4. The approach of the District Plan to rural economic activity and social and economic well-being is considered to be inconsistent with Objectives 8(i) and 8(j) of the Act.
5. A number of landowners have raised concerns with Council officers that the rules discourage rural land uses. Council officers have identified that the policies and rules in the District Plan do not enable an environment for landowners to develop rural and visitor based businesses on private land in the Heritage Area, particularly in the foothills.
6. Discussions with landowners, including those undertaken as part of the consultation on the Waitakere Ranges Heritage Area Bill and the Oratia Local Area Plan have identified that there are a lack of economic development opportunities associated with the Heritage Area's strengths, being its natural heritage, beaches, history, culture, rural food production and recreation activities and experiences. There are presently in excess of 2 million visitors to the Heritage Area each year.

7. The costs of resource consent applications and perceived red tape were also identified by landowners as disincentives to developing businesses on private land in the Heritage Area.
8. Many participants in the consultation for the Oratia Local Area Plan identified a need to enable economic activities in the foothills and villages. This includes enabling future rural activities based on food production and consumption, beverages, events and recreation. Villages were identified as places to meet, socialise and focal points for community activities. Participants acknowledged that any enabling provisions need to ensure activities are of an appropriate scale, context and character so as to protect important features valued by the community.
9. It is also acknowledged that while there is some landowner concern at the lack of certainty around economic opportunities on their land, that other residents, organisations and interest groups are concerned about the potential effects of these activities on the character and amenity of the Heritage Area. There is also concern at the impacts from visitors on the sensitive areas, particularly associated with the Waitakere Ranges Regional Park.
10. There are a number of key gateways that visitors use to access the Heritage Area. These include Titirangi Road, West Coast Road, Forest Hill Road, Henderson Valley Road and Swanson. Council officers believe there is a need to identify the role and function of these gateways and to manage development opportunities associated with these routes into the Heritage Area.
11. There is also a need to support the role of the villages as the heart of the distinctive communities in the Heritage Area. Potential disincentives to the provision of activities that support economic, cultural and social well-being need to be explored and identified matters remedied through a plan change.
12. Council officers have identified that a plan change to the District Plan is required to create an enabling environment for activities that are consistent with the intention of the Act. The intention of the plan change would be to improve the quality of the rules and regulations to achieve more certain outcomes for landowners and the community. It would also improve rural land management, provide land use alternatives to subdivision and allow rural character in the foothills to be retained. Council officers consider that the plan change would be limited in its extent as only a number of rules in each zone are resulting in the non-complying activity status for activities that are considered to accord with the Act.
13. A considerable amount of background work has been completed to understand the current activities in the Heritage Area and the extent of existing disincentives in the District Plan. Case studies of other locations (New Zealand and overseas) with similar characteristics as parts of the Heritage Area have been completed.

### **Timing**

14. Council officers believe a plan change can be prepared and notified by the end of the year. Factors that may influence the timing of the plan change include transitional arrangements associated with Auckland governance and the outcomes of the Parliamentary processes on the Resource Management Amendment Bill, which may affect appeal rights on plan changes.

## STRATEGIC CONTEXT

15. The protection of the Waitakere Ranges and Foothills is a central objective of the “Green Network” Platform of the Long Term Council Community Plan (LTCCP) 2006-2016. The restricted growth and protection of this area is part of the Growth Management Strategy and the corollary to the urban intensification objectives of the Council. As the urban part of the City intensifies, the strategic importance of the unspoiled coast, the protected ranges and the rural foothills will grow.
16. The Waitakere Ranges and Foothills Protection Project complements the Growth Management Strategy for Waitakere City, the Auckland Regional Growth Strategy, and policies in the Auckland Regional Policy Statement. The Act seeks to avoid unplanned creeping urban expansion, beyond the Metropolitan Urban Limits, that would destroy the rural and natural character of the Waitakere Ranges and foothills. At the same time, the continued existence and sustainable development of the diverse local communities in the area is also an objective of the Act.

## CONSULTATION

17. Internal consultation with the Group Manager: Planning and Community Services, Te Taumata Runanga and Waitakere Enterprise has been undertaken in the stages leading up to this report. External consultation has also been carried out on aspects of visitor management with the Auckland Regional Council and Rodney District Council.
18. The development of a plan change would need to fulfil the consultation requirements of the first schedule of the Resource Management Act 1991 and the Act.

## RESOURCES

19. The LTCCP 2006-2016 has budgeted for the implementation of the Act. The draft LTCCP 2009-2019 provides for ongoing work associated with the Local Area Plans and the implementation of the Act.

## IMPLEMENTATION ISSUES

20. The methodology for developing a plan change needs to comply with the requirements of the first schedule of the Resource Management Act 1991 and the Act.

**Report prepared by:** Rose Leonard, Senior Advisor: Strategic Governance, Mark Tollemache Strategic Advisor: Waitakere Ranges.



## 12 GROWTH MANAGEMENT STRATEGY UPDATE

### GLOSSARY

Growth Management Strategy for Waitakere City	(Working Draft: August 2006) (WDGMS)
Local Government (Auckland) Amendment Act 2004	(LG(A)AA)
Metropolitan Urban Limit	(MUL)
Draft Long Term Council Community Plan 2009-2019	(LTCCP)
Growth Management Strategy	(GMS)

### EXECUTIVE SUMMARY

This report presents the revised and updated Growth Management Strategy (GMS) for Waitakere City 2009 for consideration and adoption as requested by the Policy and Strategy Committee in September 2008.

The GMS outlines the strategic context for managing issues associated with growth in Waitakere, both at the City Wide and area specific level, and reflects both regional policy and local issues. Principles underlying the GMS have also guided growth assumptions and modelling which have been incorporated into the draft Long Term Council Community Plan 2009-2019 (LTCCP).

### RECOMMENDATIONS

It is recommended that Policy and Strategy Committee resolve to:

1. **Receive** the Growth Management Strategy Update report.
2. **Agree** that the Growth Management Strategy for Waitakere 2009 be adopted, subject to any final amendments to be approved by the Chairman of the Policy and Strategy Committee.

### BACKGROUND

1. The preliminary draft of the Growth Management Strategy for Waitakere City (Working Draft: August 2006) (WDGMS) was developed over late 2004 and early 2005 to support Council's District Plan changes at Massey North/Hobsonville (Plan Changes 13-15), New Lynn (Plan Change 17) and Managing City Growth (Plan Change 16) as part of the Local Government (Auckland) Amendment Act 2004 (LG(A)AA) regional and district plan change process to better integrate land use and transport.
2. At the time it was recognised that further work needed to be completed to progress towards a finalised GMS. This work included further population and employment capacity modelling, a broadening of the WDGMS to consider wider growth issues and a re-branding to appeal to a wider audience.
3. Between March 2005 and July 2006 the WDGMS was updated to include those matters outlined above. On 1 August 2006 a Councillor workshop was held to discuss the WDGMS and was endorsed at the 8 August 2006 meeting of the Planning and Regulatory Committee.

“3. *That the Planning and Regulatory Committee endorses the June 2006 Working Draft Growth Management Strategy for Waitakere City.*”

1506/2006

4. When the WDGMS was endorsed by Council it was signalled that it should remain a 'working draft' as further regional and City growth planning work continued to advance (including the resolution of the LG(A)AA process), and 2006 census data was to be added when it became available. These future improvements were also reflected in the WDGMS itself.
5. Significant regional capacity investigations (Auckland Regional Council: Capacity for Growth Study 2008) and strategic planning work (e.g. The Auckland Sustainability Framework) have been carried out over the intervening period. Additional technical work is also currently underway at the regional level (involving representatives of all local authorities) to inform the review of the Auckland Regional Policy Statement and the Auckland Regional Land Transport Strategy, the latter of which will be released for consultation in late 2009.
6. In addition to involvement in regional work, Council officers have also been working to update the City population and employment projections used in the GMS and for the Long Term Council Community Plan 2009-2019 (LTCCP) with a much longer term 50 year view (to 2057 - compared with the 15 year (2021) horizon used in the WDGMS). This has involved incorporating Statistics New Zealand 2006 census based population projections and commissioning employment projections, into a Waitakere specific growth model, along with a peer review of the methodology to ensure that the model is robust, and was suitable to be utilised for the draft LTCCP.
7. The Planning and Regulatory Committee at its September 2008 meeting resolved that the WDGMS be updated and revised and include a number of changes:
  - “2. Agree to ratify the vision, goals, pathways and targets of the Working Draft Growth Management Strategy for Waitakere City;
  3. Agree to Council Officers updating the Working Draft Growth Management Strategy for Waitakere City Update to reflect 2006 Statistics New Zealand data and 2008 projections and revised city employment and population forecasts out to 2057.
  4. Agree to signal that the inclusion of 200-400ha of additional business land north of State Highway 18 at Whenuapai is required post 2021”

1526/2008
8. The final GMS was to be reported back to Policy and Strategy Committee for final endorsement once the draft Economic Wellbeing Strategy was endorsed for consultation to ensure consistency. (The Economic Wellbeing Strategy is being reported at this meeting under another agenda item).
9. These signalled content and direction changes, and strategic alignments have all been made, along with a large number of minor formatting and design changes, reorganisation of issues, as well as updates to existing data, maps and images. Information from new statistics and projections, the resolution of some key Regional and District planning issues, and advancement in the Concept Planning process for some areas have been included in the revision.
10. It is important that the GMS be fully adopted so that its underlying assumptions and data can be further validated, as they have been incorporated into the LTCCP and may be used to inform the Regional Spatial Plan anticipated in the Regional Governance Review and in the Government's response.

11. The final GMS document itself is still being formatted and printed and will be tabled at the meeting (and will be provided in the Councillors Lounge if available prior). Any further changes will then be made prior to the document being made available to the public and key stakeholders. Alterations may also be required as a result of impending regional governance changes.

## **DECISION MAKING**

### **Issues**

12. The GMS outlines the Council's intended approach to several key growth related issues facing the City. These approaches generally reflect long held policy positions already reflected in statutory documents (e.g. Regional Policy Statement, Waitakere City District Plan) and key policy and strategy documents (WDGMS, Waitakere Transport Strategy and the draft Economic Wellbeing Strategy) and have been previously discussed and endorsed by the Policy and Strategy Committee. However, some of the implications for specific locations within the City may not have been publicly signalled. The key issues raised in this 2009 version of the GMS that differ from the WDGMS are discussed below:

#### **Additional Future Urban Area(s) at Whenuapai**

13. Local and regional strategic planning work has highlighted a short term shortage of industrial land in Waitakere specifically, and across the Auckland region generally. This local shortage will be partly rectified through the inclusion of some 200 hectares (ha) of mainly industrial business land provided as part of Plan Changes 13-15 at Massey North and Hobsonville with the potential for additional land in the second stage of the Hobsonville Corridor (Trig Road) being developed pre-2021. However, long term City and regional projections are signalling that the City and the wider north-west sector will face shortages post 2021, as the wider north-west area continues to experience significant population growth. Recent, more advanced investigations of the Trig Road area, suggest this area may not be as suitable for industrial/commercial business use as previously thought, mainly due to storm water related constraints.
14. The GMS has as a core principle the need to reverse the trend where approximately 56.2% of the workforce (in 2006; the figure was 52% in 2001 and has been at or around this level since 1986), leave the City to travel to their place of work. Population and employment projections indicate that at least an additional 200ha of industrial land is necessary to meet this key City target post 2021. This land requirement is in addition to significant intensification of business land within our existing town centres, corridors, and general business areas.
15. The wider North-Western Sector is expected to continue to experience high population growth and resulting demand for more local employment opportunities, including land suitable for industrial activities. Given that North Shore City Council has no capacity to expand, and Rodney District Council has limited potential due to infrastructure constraints, there is the possibility for Waitakere to accommodate an additional 200ha-400ha (net) of industrial land between 2021 and 2057. The logical location for this additional industrial land is at Whenuapai north of proposed State Highway 18, where some 600ha (gross) has been identified for further investigation. This location would support the proposed transport (State Highway 16 and 18) and infrastructure investment and development already proposed in the Northern Strategic Growth Area and complement the potential for the Whenuapai Airbase to be utilised as a commercial airport in the future (as proposed in Plan Change 22), and would not compromise the continued operation of Whenuapai as a military airbase, as recently signalled by the Government.

16. The addition of some 600ha of land north of State Highway 18 at Whenuapai (post 2016) and the potential inclusion of the Whenuapai Airbase (post 2021) within the Metropolitan Urban Limit (MUL), has been indicated on the Future Urban Areas Map and in the associated schedule. The Future Urban Area Map is intended to show indicatively the general location of any future MUL (and the location of land identified for investigation as Future Urban), along with a sense of the timing as indicated in the Schedule, which of course is subject to further detailed investigations and the comprehensive investigations and statutory processes currently required under the Auckland Regional Policy Statement and Waitakere City District Plan.
17. This moves away from Council's current WDGMS of containing growth at Massey North/Hobsonville, along the SH16/SH18 boundary. This industrial land supply issue was confirmed in the "Lets Get Down To Business" workshops held with northern and western sector partners and key stakeholders in 2005 and culminated in a number of agreed principles with our sector partners. However, the addition of this land and its specific location at Whenuapai would necessitate further consultation. Sector partner consultation is being undertaken initially with key stakeholders as part of the Regional Future Land Use Project currently underway which is being used to inform the Regional Land Transport Strategy and Regional Policy Statement reviews (A number of the future land use scenarios being modelled in these processes include this industrial land at Whenuapai). Consultation with affected landowners will then be undertaken as the preliminary investigations for feasibility and suitability for urbanisation progress, and under any subsequent statutory process for moving the MUL and undertaking District Plan changes required to be undertaken well prior to this currently rural land becoming 'urban'.

### **Vision, Goals and Pathways**

18. The remainder of the vision, goals and pathways are entirely consistent with the WDGMS and Plan Change 16 but have been redrafted to be less technical, more succinct, and more easily understood. As noted above, the vision, goals and pathways have also been previously endorsed by the Policy and Strategy Committee.
19. The *vision* is what we aspire to be, the *goals* reflect what we want to achieve and the *pathways* indicate how we can get there. The *targets* are measurable indicators of our movement towards achieving the vision.
20. Since approval by the Policy and Strategy Committee, Regional Governance issues have changed the future policy landscape. As a consequence, the vision has been reworded to reflect that while the City of Waitakere will no longer exist, the area that is Waitakere will remain, as will the growth related issues and opportunities impacting this area
21. The revised Vision for the GMS is:

*"Urban Waitakere will, be transformed from a dormitory suburb to a more complete and sustainable urban form and character. Urban Waitakere will be focussed on a regional City Centre at Henderson and two City Centres at New Lynn and Westgate servicing diverse residential neighbourhoods, with a rich social, physical, economic and natural fabric. Waitakere will provide a contained, compact urban form, housing choice, employment opportunities, and attractiveness to business, within a framework of protection for natural areas, notably the Ranges and the Coast and for productive rural lands and landscapes."*

- A84-A85 22. The Goals, Pathways and Targets of the GMS are outlined in Part 1 of the GMS, and are also attached at pages A84 to A85.

### Strategic Framework and Integration

23. The development of the GMS is being undertaken in conjunction with a number of Council strategies in accordance with the approved Strategic Framework. The Transport Strategy has been in place since September 2006, and the Environment Strategy was confirmed as final in March 2009. The Social Strategy has been consulted on and has recently been adopted, and the draft Economic Wellbeing Strategy has been consulted on and is also seeking adoption at this meeting. Alignment with these key strategies has been achieved, but will be an ongoing and iterative task as each strategy feeds into the next and key assumptions and background drivers are continually updated; and change as a result of legislation, demography, economic conditions and other factors.
24. The growth assumptions informing the GMS are a key driver for many of the issues and opportunities noted in these other strategies, and the location and quantum of growth has also reflected on the social, economic, environmental, cultural and transport issues facing the City – they are inter-related and interdependent.
25. As part of the Strategic Framework, it is intended that the GMS focus on the high level strategic and spatial aspects, with detailed ‘on the ground’ implications of the GMS being undertaken on a place by place basis using the Concept Planning process. The GMS sets the principles and intended function and broad form of the growth area, with the Concept Planning process looking in more detail at the issues and opportunities that each area presents in terms of accommodating or managing growth in conjunction with the community. In this manner ‘place-making’ and community development can occur within the framework of a coherent and integrated principle-based strategic framework while also recognising and enhancing each place’s unique qualities and addressing its unique challenges.

### STRATEGIC CONTEXT

26. The GMS will be utilised to inform all aspects of Waitakere and regional work ranging from supporting the Community Outcomes outlined in the LTCCP to detailed asset planning for the City and potentially the development of the Regional ‘Spatial Plan’ and the next District Plan. The GMS has been developed in light of regional and sub-regional growth strategies and the LG(A)AA 2004 principles to support quality urban consolidation in a manner that better integrates land use and transport planning, provides opportunities to maximise local employment, and protects highly valued and sensitive natural areas such as the Waitakere Ranges.
27. Key Community Outcomes which relate to the GMS are:
- The *Urban and Rural Villages* priority, which seeks to deliver thriving town centres and connected places;
  - The *Strong Economy* priority, which seeks to provide quality local employment for Waitakere residents;
  - The *Sustainable Environment Priority*, which seeks sustainable growth management with access to key resources and infrastructure;
  - The *Green Network* priority, which seeks to retain and enhance the qualities of the natural environment within the areas that are proposed to be urbanised, while seeking the relief of development pressure on the non-urban areas such as the Waitakere Ranges and Foothills; and

- The *Sustainable and Integrated Transport* priority, which seeks to deliver sustainable urban form integrated with passenger and other transport networks in a way that reduces vehicle trips, reduces the dependence on private motor vehicles, and supports alternative transportation modes such as public transport, walking and cycling.
28. The GMS is consistent with the currently adopted or draft Council strategies, and indeed the existing WDGMS and the growth assumptions and models behind the updated GMS has informed the Transport and Environment Strategies, and the draft Social and Economic Wellbeing Strategies.
  29. The GMS is also intended to give effect to Auckland's Sustainability Framework. In particular the draft GMS goals are entirely consistent with the *Quality Compact Urban Form, Resilient Infrastructure, Prosperity through Innovation, Unique and Outstanding Environments, and Connected Society* goals.
  30. As noted the WDGMS has been through a Resource Management Act 1991 based consultation and hearing process in support of Council's LG(A)AA District Plan changes (Plan Changes 13-18) and MUL shift applications, and is reflected in the Regional Policy Statement (Changes 6 and 7). Decisions on these District and Regional Policy changes indicate endorsement by all local authorities in the region. A number of appeals against these decisions as they relate to the WDGMS (and GMS) and Plan Change 16 (Managing City Growth) are being advanced through Environment Court mediations, and focus mainly on location specific timing and scheduling issues rather than an opposition to the GMS as a whole or its guiding principles.

## CONSULTATION

31. Many key aspects and principles of the GMS are already contained within regional and district statutory and non-statutory planning documents, all of which have been through extensive public consultation processes, including the WDGMS which has been endorsed by all the Councils in the Auckland Region via the LG(A)AA process.
32. The vision, goals, pathways, and targets developed are considered entirely consistent with the Auckland Regional Policy Statement and Regional Growth Strategy and Plan Change 16, other than the inclusion of the signalling of an additional 600ha (gross) of land north of State Highway 18 and southwest of Whenuapai Airbase to be urbanised post-2016, and the possible inclusion of Whenuapai Airbase within the MUL to be considered at the same time. Consequently it is proposed to signal that further consultation with key stakeholders will be undertaken with key stakeholders in the next iteration of the District Plan, (subject to governance arrangements and legislative changes).
33. Additional consultation in relation to the place specific implications of the GMS will occur through the Concept Planning process, involving consultation and input from the community, stakeholders and infrastructure providers in future planning. Possible District Plan changes deemed required to enable the future identified by the concept planning process will follow its own separate and additional Resource Management Act 1991 based consultation process. Funding for the consultation and investigation work and any additional public works identified will also need to be identified in the LTCCP.
34. The GMS vision and resulting growth projections have been used to inform and underpin key growth assumptions of the Development Contribution and Financial Contribution Policy, activity planning and asset planning for the LTCCP, all of which are currently undergoing consultation with the wider community.

## RESOURCES

35. Staff time and resourcing have been allocated to the development of the GMS along with work programmes to deliver on the key targets identified.

## IMPLEMENTATION ISSUES

36. It is anticipated that once adopted, the GMS will guide, and be implemented through relevant Activity Plans in the LTCCP, for example with infrastructure spending and works programmes spatially and temporally aligned to facilitate expected growth outcomes. 'Built form' implementation will primarily be through regulatory means such as District Plan changes, and the processing of resource consents, following the consultative Concept Planning process and any consequential District Plan changes. Advocacy, partnership and a range of other non-regulatory mechanisms will also be employed, in a continuation of current practice.

## AUCKLAND COUNCIL TRANSITION ISSUES

37. Future governance arrangements are not expected to impact significantly on the quantum of growth assumptions for the area currently within Waitakere, (being primarily driven by external demographic, migration and economic factors) other than as it relates to the agency that is eventually charged with addressing the issues going forward.
38. The GMS will remain an important information source and input for the regional 'Spatial Plan' identified as a key document in both the Royal Commission's Report and the Government's Response.
39. Aspects of the GMS are being fed into the Regional Policy Statement / Regional Land Transport Strategy processes which may form the backbone of any future 'Spatial Plan'.
40. In any event, growth and change continues at pace, and planning for the future should also continue to be undertaken to allow for business as usual planning and continuity.

**Report prepared by:** Kyle Balderston, Strategic Advisor: Sustainable Management  
Matt Heale, Manager: Sustainable Management.

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13 **DRAFT WAITAKERE CITY LIBRARY DEVELOPMENT PLAN 2009 - 2019**

## GLOSSARY

Draft Waitakere City Library Development Plan 2009 - 2019 (draft Plan)  
Final Waitakere City Library Development Plan 2009 - 2019 (final Plan)

## EXECUTIVE SUMMARY

The purpose of this report is to present the draft Waitakere City Library Development Plan 2009 – 2019 (draft Plan) to the Policy and Strategy Committee to approve this document being the basis for community consultation for the development of the final Waitakere City Library Development Plan 2009 – 2019 (final Plan).

## **RECOMMENDATIONS**

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

1. **Receive** the Draft Waitakere City Library Development Plan 2009 - 2019 report.
2. **Approve** the draft Waitakere City Library Development Plan 2009 – 2019 be used as the basis for community consultation for the development of the final Waitakere City Library Development Plan 2009 – 2019.

## **BACKGROUND**

1. Waitakere City Council's Library Service requires a high level Library Development Plan to guide and direct the development of the library service for the period 2009 – 2019 to replace the 1998 Library Development Plan.
2. The 1998 Library Development Plan involved significant community consultation and has provided high level guidance but its ten year timeframe has expired. In the period since this plan was adopted there has been notable major capital investment made in libraries, technology changes and regional and national developments in library services.
3. Several workshops have been held to firstly define the process and then to seek input into the development of the draft Plan. These workshops were held on 17 November 2008 with Te Taumata Runanga and 9 December 2008 with Councillors.
4. The draft Plan has been submitted to Te Taumata Runanga at its meeting on 20 April 2009 with a request to provide advice and guidance for the information and consultation process with the Māori community to ensure that the views of tangata whenua are represented in the final Plan.

## **DECISION MAKING**

### **Issues**

#### **Draft Waitakere City Library Development Plan 2009 - 2019**

- A86-A105
5. The draft Plan is attached at pages A86 to A105. As a ten year plan it provides high level direction only and should be reviewed after five years, given the fast changing landscape for libraries. The draft Plan sets out 13 action areas and priorities for the service over this time.
  6. The 13 actions areas relate to:
    - Funding and revenue;
    - Regionalisation;
    - Library facility provision;
    - Learning Centres;
    - Service levels and delivery formats;
    - New technology;
    - Staff development;
    - Marketing and promotion;
    - Collections development;

- Māori services;
  - Other specialist services;
  - Relationship and partnership development; and
  - Research, monitoring and evaluation.
7. The draft Plan in its current form is a document prepared for information and consultation with key stakeholders and the community. Subsequent to the completion of the information and consultation process, all of the feedback received will be considered and will inform the final Plan.
8. A summary document will be prepared as the basis for consultation, with a complete copy of the draft Plan available for those who wish to see it within libraries and on the Council website. Guidance will be sought on:
- Whether there are any gaps, amendments or other feedback regarding the 13 action areas proposed;
  - What communities see as the main priorities for the service in the medium term; and
  - Any general feedback on the proposals.
9. Community consultation will focus on current library users through the libraries and Learning Centres, plus the four Citizens Advice Bureau, along with key groups such as the Waitakere Pacific Board and the Waitakere Ethnic Board.
10. The proposed consultation period is from 4 June to 5 July 2009.

#### **STRATEGIC CONTEXT**

11. Library buildings support the *Urban and Rural Villages* platform of Council by creating strong civic presence which encourages the development of neighbourhood centres and fosters civic pride. In addition library buildings support the *Strong Economy* platform by encouraging the economic vitality of town centres. The location of the Library in a strategic position within retail centres can stimulate economic growth and act as a catalyst for urban development.
12. Library Services are contributors to the *Strong Communities and Active Democracy* platforms. The functions of the library contribute to the wellbeing of the City's residents by providing leisure and lifelong learning opportunities which promote a healthy and socially cohesive community. In providing readily accessible information the library encourages an informed and aware community which can be active participants in the life of the community and in the democratic process.
13. Although the shape of the future library service will be subject to the changes that will occur as a result of the Auckland governance decisions, the final Plan will guide and shape the library service over the term of the transition period.

#### **CONSULTATION**

14. The draft Plan has been consulted on with library staff, Te Taumata Runanga and with members of the project steering committee which includes Community Wellbeing and Information Management.

## RESOURCES

15. There are no resource issues for this consultation, which will be facilitated by library staff.
16. Funding to employ a consultant to create the implementation plan that was to accompany the final Plan was proposed in earlier versions of the draft Long Term Council Community Plan 2009-2019. However, the budget was removed from a later version of the draft Long Term Council Community Plan 2009-2019 with the decision to seek the necessary skills and expertise from within the Council.
17. With the workload that will arise from the process of transitioning to the unitary authority and with key staff being seconded to the transition process it is proposed that the preparation of the implementation plan now be postponed until the required resources can be made available. This may result in the implementation plan being undertaken in the new library structure that will arise after the transition.

## IMPLEMENTATION ISSUES

18. Once community consultation has taken place the final Plan will be submitted to the Policy and Strategy Committee for consideration at its meeting scheduled to be held on Thursday, 6 August 2009.

## AUCKLAND COUNCIL TRANSITION ISSUES

19. With the exception of Waitakere the other eLGAR libraries in the Auckland region have current strategic plans in place to guide and direct the development of their library services over the medium to long term.
20. While at this stage it is unclear whether any, or all, elements of the library service will be governed and directed at the level of the local boards or from the unitary authority level the library will still require and overall high level development plan to guide and direct the decision making that will occur in the time leading up to the transition and for the immediate period after the transition as the library continues to provide 'business as usual' to residents in the Waitakere area.
21. Should the decision be made to transfer the whole of the library service, or at least the leadership and management of the library service, from each local authority to the unitary authority, then the presence of an up-to-date high level development plan representing the library development needs of Waitakere's communities will be beneficial. This document can then be available to be merged with similar documents from the libraries of the other authorities to create a library strategic plan for the region.

**Report prepared by:** Su Scott, Group Manager: Libraries and Information Services.



## 14 PROPOSED LOCAL AREA PLANS - UPDATES

Provision is made in the agenda for a 30-minute update from Council officers on the Proposed Local Area Plans - Updates.



15 **ROYAL COMMISSION - ISSUES AND UPDATES**

Provision is made in the agenda for a 30-minute update from Council officers on the Royal Commission of Inquiry into Auckland Governance.

