



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, 3 September 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.

28 August 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, QSM, 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, 3 SEPTEMBER 2009,  
COMMENCING AT 9.30 AM**

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HENDERSON, WAITAKERE, ON THURSDAY, 3 SEPTEMBER 2009,  
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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, 6 August 2009

**RECOMMENDATION**

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, 6 August 2009, as circulated, and that they be taken as read and now be confirmed.



## 5 ADDENDUM TO THE WAITAKERE CITY TRANSPORT STRATEGY

### GLOSSARY

Addendum to the Waitakere City Transport Strategy	(Addendum)
Waitakere City Transport Strategy 2006-2016	(Transport Strategy)
Draft Auckland Regional Land Transport Strategy 2009	(Draft RLTS 2009)

### EXECUTIVE SUMMARY

*A1-A9* The purpose of this report is to consider a proposed Addendum to the Waitakere City Transport Strategy (Addendum) attached at pages A1 to A9. The Addendum is intended to update the Waitakere City Transport Strategy 2006-2016 (Transport Strategy) to incorporate a longer term perspective and new matters that have arisen since it was adopted in 2006.

The Addendum highlights the actions that are required at a local level and puts this in the context of regional and national plans. The Addendum identifies connections with the other five strategies for Waitakere.

*A10-A111* The approach taken in the Addendum is to align to a large extent with the New Zealand Transport Strategy 2008 and the draft Auckland Regional Land Transport Strategy (Draft RLTS 2009). A working draft of the Draft RLTS 2009 is attached at pages A10 to A111 and is planned to be finalised at the Regional Transport Committee meeting on 16 September 2009.

The Policy and Strategy Committee is requested to determine whether or not the Council should seek public feedback on the Addendum. The Committee may also provide guidance to the Council's representative on the Regional Transport Committee regarding input into the final stages of preparing the Draft RLTS 2009.

### RECOMMENDATIONS

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

1. **Receive** the Addendum To The Waitakere City Transport Strategy report.
2. **Approve** the Addendum To The Waitakere City Transport Strategy 2006-2016.
3. **EITHER**  
**Agree** that public feedback on the Addendum To The Waitakere City Transport Strategy be sought. **OR**  
**Agree** that public consultation on the Addendum To The Waitakere City Transport Strategy is not required.
4. **Agree** that the Council's representative on the Auckland Regional Transport Committee take into account the Addendum To The Waitakere City Transport Strategy and comments from the Policy and Strategy Committee in the final stages of preparing the Draft Auckland Regional Land Transport Strategy 2009.

### BACKGROUND

1. The Transport Strategy was adopted on 7 September 2006. The Transport Strategy provides the vision and policy direction for the transport programme for a 10 year period to 2016.

2. A review of the Transport Strategy has been undertaken to update the strategy, incorporate a 30 year outlook and integrate with the package of strategies the Council has adopted in 2009. It is intended that a package of the Council's strategies, including an Addendum to the Transport Strategy, is produced as the strategic direction for Waitakere and to guide the Auckland Transition Agency and the proposed Auckland Council.
3. The Auckland Regional Council has undertaken a review of the Regional Land Transport Strategy 2005 and has developed a broad approach to its preferred strategic option. The preferred strategic option is contained in chapter 4 of the Draft RLTS 2009. The preferred strategic option is being refined over the next few months for incorporation into a draft Regional Land Transport Strategy for consultation.

### DECISION MAKING

4. This report seeks decisions by the Policy and Strategy Committee to adopt the Addendum and to determine whether or not public feedback on the Addendum should be sought. The Policy and Strategy Committee may also provide direction to the Council's representative on the Regional Transport Committee regarding input into the final stages of preparing the Draft RLTS 2009.

### Issues

#### Addendum

5. The Addendum identifies a number of developments that have occurred since 2006 and challenges which have a significant effect on transport planning for the long term. There are competing requirements for the transport system to support continued economic development, achieve environmental outcomes and be resilient to future changes in energy, oil, technology and land use. The Addendum clarifies the long term vision for transport, as well as the key components and future projects required for the long term approach. The links between the Transport Strategy and the other strategies are also identified.
6. The Addendum identifies the following as key issues that need to be addressed in a long term approach – land use, climate change, energy, and mechanisms to encourage greater use of sustainable modes of transport.
7. The Addendum identifies some key changes from the Transport Strategy:
  - A fundamental change from 'business as usual' is required in order to achieve sustainable outcomes for the community of Waitakere;
  - Planning of Waitakere's transport system needs to influence and support regional and national strategies, policies and targets for the transport sector to reflect the outcomes sought in Waitakere and the challenges it faces;
  - The transport system needs to become energy efficient and rely to a great extent on renewable energy sources so that the City can continue to function in a productive and energy efficient manner;
  - Significant changes in travel behaviour and planning for land use in both Waitakere and the Auckland region are required in order to stabilise and reduce greenhouse gas emissions and to cope with limits or prices on greenhouse gas emissions and use of fossil fuels in the transport sector;

- A range of push and pull factors to reduce single occupant vehicle use are required to achieve efficient use of the roading network and to address congestion issues. The initial steps of providing public transport, walking and cycling networks and opportunities for local employment need to continue with urgency so that people will have alternatives to driving a single occupant vehicle;
  - Provision for efficient freight movement along identified routes;
  - Incorporating low impact design in new developments to retain stormwater runoff from roads to improve water quality in receiving environments;
  - Recognising the finite capacity of the road network for movement of people and goods; and
  - Taking up opportunities for achieving a shift to sustainable land use and sustainable transport in order to address energy shocks, carbon pricing and the need to move people and goods more efficiently. These opportunities may include transit oriented development and charging for use of parts of the road network at certain times during the day.
8. The determinants of success of the approach taken in the Addendum will to a large extent depend on:
- Actual patterns of future land use and the extent of transit oriented development around public transport stations;
  - Congestion charging and other pricing imposed by the government;
  - Changes in travel behaviour;
  - Electric vehicles and available energy supply; and
  - Government priorities and the availability of funding for the programmes identified in the Addendum.
9. The Addendum refers to key analysis that has supported the development of the approach taken in the Addendum. In particular, the evaluation of a range of land use and transport options for the region, undertaken by the Auckland Regional Council, has assisted in the development of the Addendum. Transport options which provide less pressure to achieve the density of land use and promote only moderate use of sustainable modes of transport are likely to result in higher reliance on the motor vehicle for travel. Those options fall well short of achieving the economic, social and environmental outcomes that have been identified by the Waitakere community. Those options rely on increases in the capacity of the road network and motor vehicle use in order to maintain people's ability to travel around the region. Those options tend to shift the problem to future generations of how to deal with impacts of climate change and higher costs for motor vehicle travel. The Auckland Sustainability Framework adopted by the Council requires significant shifts from the 'business as usual' approach.
10. Section 78(1) of the Local Government Act 2002 requires the Council, in the course of its decision making process, to give consideration to the views and preferences of persons likely to be affected by, or to have an interest in, the Addendum. There are a number of factors which affect this decision including:
- Previous public consultations in relation to the development of the community outcomes, the Transport Strategy, the Long Term Council Community Plan 2009-2019, and the long term eco city direction;
  - The consultation that is proposed to be undertaken in relation to the Draft RLTS 2009;

- The change in regional governance to the Auckland Council will mean that the Addendum will be an input into strategies and plans that the Auckland Council will be required to develop for the Auckland region; and
- The cost and time required to obtain public feedback.

### Draft RLTS 2009

11. The working draft of the Draft RLTS 2009 sets the direction for the region's transport system for the next 30 years. Key components of the Draft RLTS 2009 are the outcomes and targets that the strategy is working towards (set out in chapter 2), the preferred strategic option (chapter 4), and a set of policies (chapter 5) which replace those in the existing Regional Land Transport Strategy 2005. Projects of high regional significance have been identified in policies 4.3 and 6.2.
12. There are a number of outstanding matters which are still to be assessed before completing the Draft RLTS 2009:
  - Affordability of the preferred strategic option in terms of the availability of funding and the costs of an indicative programme to implement the strategy;
  - Risks associated with the Draft RLTS 2009;
  - A final list of projects of high regional significance;
  - Staging and sequencing of projects of high regional significance;
  - A decision whether or not to include a congestion charge in the strategy;
  - The government's expectations of the Auckland region's contribution towards national targets regarding reduction of greenhouse gas emissions; and
  - The long term availability of electricity to power electric vehicles in the Auckland region.
13. The Auckland Regional Transport Committee plans to adopt a Draft RLTS 2009 for consultation purposes at its meeting on 16 September 2009. As part of the public consultation on the Draft RLTS 2009, the Council will have an opportunity to make a submission on the Draft RLTS 2009.
14. The Addendum provides a Waitakere perspective of the long term approach to transport in Waitakere which may be useful to take into account in the Council's consideration of the Draft RLTS 2009. The following are key issues that officers have identified in relation to the working draft of the Draft RLTS 2009. The Committee may wish to have regard to these issues and provide guidance to the Council's representative on the Regional Transport Committee regarding input into the final stages of preparing the Draft RLTS 2009:
  - The Draft RLTS may be regarded as a step further than the Regional Land Transport Strategy 2005 towards sustainable transport outcomes. However, the Draft RLTS falls well short of a number of key targets in the New Zealand Transport Strategy 2008 (as set out in Chapter 3 of the Draft RLTS 2009). While there is a need to make substantial shifts beyond business as usual, the Draft RLTS 2009 is required to take into account the Government Policy Statement on Land Transport Funding 2009-2019 which provides indicative available funding for the next 10 years and identifies roads of national significance which the Government intends to progress over the next three years;
  - The Draft RLTS 2009 is based on the planned land use set out in Plan Change 6, which requires high density land use in town centres. Plan Change 6 does not include Waitakere's plans for a commercial airport at Whenuapai or the proposed 600 hectares of group 1 (industrial) land in the northwest;

- The planned improvements to state highways and regional arterial roads in the region provide for freight, motor vehicle, bus and cycleways. These represent a significant cost in the first 20 years of the Draft RLTS 2009, and will serve to provide people with a choice of mode of travel. There are risks that this approach will not provide any pressure for development to occur in town centres or at high density levels;
- The rail connection to the south from Avondale to Onehunga (and further to the airport and Southdown) provide rapid transit services to the south primarily for freight and also for passengers. The cost effectiveness of these rail extensions is yet to be assessed in relation to bus routes and considered in relation to the total cost of the strategy;
- While a future rapid transit route connecting Henderson to Westgate and Constellation Drive is identified, this is not included as a project of high regional significance or a route to be protected. In contrast the extension of the busway from Albany to Orewa is included;
- Staging of projects, such as the central business district rail link, is fundamental to addressing the demand for public transport services in the region. There is a risk with the Government Policy Statement on Land Transport Funding 2009-2019 that rail projects will not be funded;
- In order to achieve an affordable Draft RLTS 2009, some hard choices may be required. For example, instead of planning for an additional harbour crossing, funds should be available to ensure the continued operation of the existing Harbour Bridge and to solve the congestion problem of traffic and buses arriving at Fanshawe Street. The Auckland Regional Transport Committee needs to determine whether it will take a stand against the Government's decision to push ahead the Puhoi to Wellsford project because of the disbenefits to land use and movement of freight by rail and sea; and
- A congestion charge scheme for Auckland is expected to create significant transport benefits. There are equity issues still to be resolved, as there are with most transport projects. The Transport Strategy identifies support for a congestion charge provided a number of issues including equity issues are addressed.

### Consideration of Community Views

15. In 2005 there was a community-led process to develop Community Outcomes. Many people from Waitakere took the opportunity to join together and discuss their vision for their community, both at a very local and personal level and also at a level that looked to the future. These have become known as 'Community Outcomes', a collective vision for the future that also reflects the diverse goals of the many communities within Waitakere. These Community Outcomes provide a strong basis for the long term direction for transport.
16. Public feedback was obtained in the preparation of the Transport Strategy. Community views were obtained on a range of issues including the Transport Programme 2009-2019 and key priorities for the Council during the consultation on the Long Term Council Community Plan 2009-2019. Community views have not yet been sought on the Addendum.

### STRATEGIC CONTEXT

17. The Addendum sets out the links between the Transport Strategy and the other strategies. These links are summarised below:
  - **Transport**  
The Addendum provides a long term approach and polices towards achieving the vision of a sustainable multi-modal transport system that is integrated with land use and contributes to Waitakere as an eco city.

- **Growth Management**  
The Addendum recognises the need to provide high quality public transport services and a pedestrian friendly environment in town centres and growth corridors in order to attract the numbers of people required by the Growth Management Strategy to live and work there.
- **Economic Wellbeing**  
The Addendum contributes to the Economic Wellbeing Strategy principally by providing transport infrastructure and services that help generate additional jobs (this is the key focus). The secondary focus is to improve the efficient movement of goods and people so that Waitakere builds a strong resilient economy.
- **Environment**  
The Addendum proposes an approach to reduce greenhouse gas emissions as a mitigation of climate change effects and to adapt its transport infrastructure to climate change. Stormwater management through low impact design is incorporated in the Addendum.
- **Social**  
The Addendum identifies the contributions that transport makes to strong communities, health and wellbeing, safety, jobs, housing and children.

## CONSULTATION

18. There has only been internal consultation in the preparation of the Addendum. Public consultation is planned in relation to the Draft RLTS 2009. The Policy and Strategy Committee is requested to determine whether or not the Council should seek public feedback on the Addendum.

## RESOURCES

19. The Council has identified resources for the transport programme in the Long Term Council Community Plan 2009-2019. The Addendum would be used as a guide for the proposed Auckland Council to determine the appropriate level of resources to give effect to the Addendum. The Addendum provides guidance on priorities and approach to transport. The resources may be identified in an Infrastructure Plan, budgeted transport programmes and long term plans.
20. There is existing budget available to consult on the Addendum if required.

## AUCKLAND COUNCIL TRANSITION ISSUES

21. The decision making proposed in this report is not constrained by section 31 of the Local Government (Tamaki Makaurau Reorganisation) Act 2009, as it does not directly or because of its consequences: significantly prejudice the reorganisation, significantly constrain the powers or capacity of the Auckland Council or any subsidiary of the Auckland Council following the reorganisation, or have a significant negative impact on the assets or liabilities that are transferred to the Auckland Council as a result of the reorganisation.

**Report prepared by:** Kevin Wright, Manager Transport Strategy.



## 6 NORTH-WEST WAITAKERE BUS SERVICE REVIEW

### GLOSSARY

Auckland Regional Transport Authority	(ARTA)
Auckland Regional Council	(ARC)
Passenger Transport Network Plan	(PTNP)
Central Business District	(CBD)

### EXECUTIVE SUMMARY

The purpose of this report is to advise Elected Members of the Auckland Regional Transport Authority's (ARTA) review of bus services in the north-west of Waitakere, currently in the public consultation phase, and bring a number of issues to the Policy and Strategy Committee's attention for possible inclusion in a Council submission on the bus service review. ARTA staff will make a presentation to the Policy and Strategy Committee at the meeting and will be available to answer any questions Elected Members may have. The key issues are:

- The proposed elimination of bus services in Whenuapai and Herald Island;
- Proposed changes to bus operation in the Henderson Central Business District (CBD) focussing more service on the north-south route of Ratanui Street and Railside Avenue and reducing the number of buses in Great North Road;
- The anomaly created by the current practice of having a fare stage boundary at Massey West shops;
- The proposed introduction of bus service on Universal Drive Extension, a short section of Central Park Drive and Te Pai Place; and
- A request from the Ranui community to provide direct bus access between Ranui and the Lincoln North Centre, including the Pak n Save supermarket, which would result in the elimination of bus services on a section of Rathgar Road and the whole length of Pomaria Road.

### RECOMMENDATIONS

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

1. **Receive** the North-West Waitakere Bus Service Review report.
2. **Agree** that the issues raised in the North-West Waitakere Bus Services Review report, including any feedback offered by Policy and Strategy Committee Members at the meeting, be included in a Council submission to the Auckland Regional Transport Authority on the North-West Waitakere Bus Service Review with the final submission to be signed by the Chairman of the Policy and Strategy Committee.
3. **Agree** that Council officers advocate with the New Zealand Transport Agency for interim pedestrian improvements on Hobsonville Road around bus stops to facilitate pedestrian access to bus services.
4. **Agree** that Council officers advocate with the Auckland Regional Transport Authority to support community based travel initiatives, such as community hitching posts, to provide an alternative to bus services in areas where bus services are withdrawn.

## BACKGROUND

1. The current bus network in the north-west of Waitakere has evolved over the years from a complex network of un-numbered bus services providing low frequency, non-clock face services, running long, circuitous routes providing a reasonable level of penetration but focussed on the Auckland CBD as the key destination. These services were operated by Whenuapai Bus Company under comprehensive service level agreements with the then Auckland Regional Authority.
2. After the deregulation of public transport in 1989, the existing services were re-tendered as is by the Auckland Regional Council (ARC) in 1991. The level of network complexity was such that every single trip in the Massey, Hobsonville and Whenuapai areas had to be tendered individually as there was no discernible pattern of routes through these areas.
3. Since 1991, there have been a series of “holding” reviews. The network has been gradually improved with the introduction of clock-face timetables (where buses always leave at the same times past the hour), and improved service frequencies.
4. In August 2003, the ARC implemented redesigned bus services in Waitakere in conjunction with the opening of the Britomart Transport Centre. This review was another interim “holding” review that tweaked the existing bus services on short contracts and provided the following service improvements:
  - Improved hourly Sunday service frequencies on some major routes (but not in Massey or West Harbour which retain two to three hourly Sunday services);
  - A rationalised route structure in the Massey area;
  - Improved services between Waitakere and the North Shore, including the introduction of Sunday services for the first time; and
  - Improved access to Westgate for bus services in the north-west of the City.
5. ARTA, which took over the passenger transport functions of the ARC in December 2004, proposed in early 2005 to undertake 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.
6. 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 City Development Committee. These principles were provided to ARTA at the outset of the review process. The principles are as follows:
  - **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.
7. In 2006, ARTA released the Passenger Transport Network Plan (PTNP) which was designed to implement the “high passenger transport” 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. The Waitakere bus services review, of which the review of services in the north-west of Waitakere is the first stage, is a key tool to move towards implementation of the PTNP in Waitakere.
8. In the last four-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.
9. In the meantime, the Council has invested significant effort in formalising the previous network of informal bus stops in the Massey and West Harbour areas. A large number of these stops were resolved by the Massey Community Board at its meeting in March 2006. Since then, effort has gone into closing gaps in bus stop coverage so that there are bus stops roughly every 400 metres on bus routes. In addition, bus shelter installation has been rolled out in these areas. The Council is currently working with ARTA to provide real-time information signs for the two bus stops in the Westgate Shopping Centre.
- A112-A113 10. 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 A112 to A113. 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.”
11. ARTA officers have since advised that the two-stage review process outlined in the letter has been 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 has enabled ARTA to focus on services 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.

12. Currently, bus services operate 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.

- A114-A121 13. ARTA is now in the public consultation phase for the implementation of reviewed services in the north-west of Waitakere. The consultation brochure is attached at pages A114 to A121. ARTA staff will make a presentation at the meeting about the proposed new bus network and will be available to answer questions from Elected Members.

### DECISION MAKING

14. Responsibility for the planning and funding of urban passenger transport in the Auckland region is the responsibility of ARTA. 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.
15. This report asks the Policy and Strategy Committee to agree feedback to ARTA on the North-West Waitakere Bus Service Review. The options are to adopt, reject or amend the recommendations or propose alternative recommendations.

### Issues

#### Bus/Rail Integration

16. The proposed service structure promotes tight integration between bus and rail services in Henderson. This would involve a change from the current pattern of long, low-frequency, circuitous bus routes from all areas to the Auckland CBD at all times. The new service structure has much more direct routes with half the services (outside of peak times) terminating in Henderson CBD with the other half continuing to the Auckland CBD. Those services terminating in Henderson CBD will have a timed transfer to a bus continuing to the Auckland CBD with the bus-to-bus transfer available on a single ticket. The Council would like to see the timing of these services integrated as best as possible with the current train timetable.
17. By necessity, this involves more transferring between services. This means that the quality and amenity of the Council's Henderson Bus Interchange will be of critical significance to the success of the new service structure. The Council is undertaking a piece of work to assess the adequacy of the rest of the Henderson CBD's bus stop infrastructure as the new route structure will make more use of the north-south spine of Ratanui Street and Railside Avenue to provide much better integration of train and bus services.

### **Services on Hobsonville Road**

18. An earlier iteration of the review provided for the introduction of high-frequency bus services on Hobsonville Road between Waitakere and the North Shore, providing support for Council's plans for the Hobsonville corridor. 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. However, ARTA is planning to resume operating bus services on the full length of Hobsonville Road after a break of many years.
19. The revised bus route being proposed by ARTA between Waitakere and North Shore is significantly improved from the current circuitous service. It will travel via the Westgate Drive Extension (once it is vested in the Council and opened), Hobsonville Road and will travel via the Northern Busway from Constellation Station to Smales Farm Station before travelling to Takapuna. Officers expect that this will deliver significantly improved service reliability and will strengthen the public transport connection between Waitakere and North Shore Cities.
20. ARTA has expressed the desire for 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, apart from at Hobsonville Primary School. Traffic flows will remain high on Hobsonville Road until the remainder of the Upper Harbour Motorway opens in early 2012. There are few safe gaps for pedestrians to cross Hobsonville Road safely, especially at peak times. For pedestrians with reduced mobility, the situation is even worse. As Hobsonville Road is a state highway and not a Council road, there are limited options to address this issue prior to 2012 when the road is likely to be vested in the Auckland Council. It is proposed that officers advocate with the New Zealand Transport Agency for interim pedestrian improvements on Hobsonville Road around bus stops.

### **Hobsonville Ferry and Hobsonville Point**

21. ARTA advises that the Hobsonville ferry service is planned to be implemented in the 2010/2011 financial year. Previously, the funding of bus services to the Hobsonville Point 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, initially hourly, 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, once it is operating.

### **Supporting Town Centre Development**

22. The bus service review will support the Council-funded bus interchange in Henderson, which is 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 low levels of service being provided at the outset.

23. In the case of Westgate, the Council is planning for a bus interchange in the heart of the new town centre that will provide excellent public transport accessibility. 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 centre. Officer's views are that the initial level of service being offered to Westgate is disappointing and is not sufficient to encourage a significant modal shift to bus. However, as noted above, ARTA has committed to improving service levels as soon as its financial resources allow.

#### **Long Haul and Local Trips**

24. The bus services review focuses on shorter, more direct bus services feeding rail at Henderson, with about half the services continuing to the Auckland CBD. There will be a timed-transfer on a single ticket for passengers on trips terminating in Henderson who wish to continue towards the Auckland CBD. This reflects the reality that most trips in this area outside of peak times have either Westgate or the Henderson CBD as their origin or destination.
25. In peak periods, direct express bus services to the Auckland CBD will be retained. This reflects the reality that most trips in peak times are focussed on the Auckland CBD. In addition, local service to Henderson and Westgate will operate half-hourly at peak times.

#### **Bus Priority Measures**

26. The Council's planned upgrade of Hobsonville Road includes bus advance areas on the approaches to the future signalised intersections and there are a number of bus priority measures planned for the new Westgate Town Centre. This will be of significant benefit to ARTA's future plan for high-frequency bus services linking the North Shore with Westgate, Henderson and New Lynn.

#### **Services in Whenuapai and Herald Island**

27. There are trade-offs in any service redesign. In Waitakere's case, this involves the removal of some expensive-to-operate and extremely poorly patronised services outside the Metropolitan Urban Limit to Whenuapai and Herald Island. ARTA is proposing to reallocate these service resources to bus services in socially and transport deprived parts of the city such as Massey, which will get some improvement to service. ARTA has undertaken to look at resuming services to Whenuapai in the event of a commercial airport being opened there. ARTA should be requested to support community based travel initiatives, such as community hitching posts, to provide an alternative to bus services in areas where bus services are withdrawn.

#### **Integrated Ticketing**

28. 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 has slipped 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. The first stage of the integrated ticketing project will deliver integrated fares, meaning that customers can use the same smart card to purchase individual fares on bus, train and ferry services. While a useful step forward from the current situation, it is not the ultimately desired outcome where customers can purchase a single fare that covers all of the services and modes needed to complete a single journey.

29. Officers believe that for the new service structure to maximise patronage, as many barriers to entry to public transport need to be eliminated prior to its 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 had indicated in its May letter that it is “looking to develop an integrated ticket to be implemented in conjunction with the proposed network changes.” This would have included the possibility of a combined bus-rail ticket for people from the Massey area to be able to transfer to trains at Henderson without the need to buy a second ticket from the implementation date of the reviewed services.
30. ARTA now advises that the reduced scope of the first stage of the bus service review, and the fact that it needs to be carried out within existing resources, means that a paper-based integrated ticket now cannot be introduced with the first stage of the Waitakere bus service review. This may need to wait until the implementation of the integrated fares element of the integrated ticketing project.

### **Fare Zones**

31. The Government has announced that it is planning to review elements of the Public Transport Management Act 2008, which has significant potential to impact on previously planned changes to public transport procurement and contracting arrangements. Owing to this, ARTA plans to retain the existing stage-based fare structure in the short term. Longer-term, ARTA still plans to introduce a simpler zone-based fare structure which, in conjunction with the introduction of integrated fares and later integrated ticketing, will significantly enhance the attractiveness of public transport.
32. A particular issue for the area of the service review is the anomaly created by having a fare stage boundary at the Massey West shops and at Makora Road. This fare stage boundary means that it costs the same or more to travel from Westgate (\$7.50 adults, \$4.30 concession) to the Auckland CBD, a distance of 17 kilometres, as it does from Papakura (train \$6.30 adult; \$3.80 concession; bus \$7.50 adult, \$4.30 concession) to the Auckland CBD, a distance of 31 kilometres. It also means that anyone in Massey south of the Massey West shops needs to pay a two-stage fare (\$3.20 adult, \$1.80 concession) to access their nearest major town centre at Westgate. The stage fare system was introduced in the early 1980s on the fundamental premise that people would have access to their nearest major centre for a one-stage fare. Officers believe that the fare stage boundary at Massey West is an unnecessary barrier to travel and an undue burden in an area which has pockets of significant social deprivation. It also is a significant anomaly in the current regional fare system. Officers believe that moving the fare stage boundary from Massey West to Westgate would resolve this issue.
33. ARTA has advised that this issue cannot realistically be addressed at this stage as they are negotiating the service changes with the incumbent operator within existing resources. If the fare stage boundary were shifted, the operator would no doubt want compensation for reduced farebox revenue, therefore increasing the cost to ARTA and decreasing the level of bus service that could be provided.

### Bus Service on Central Park Drive

34. The bus service review proposes a bus service from Westgate and Massey East via Universal Drive Extension, a short section of Central Park Drive and Te Pai Place. Census data shows that a significant number of residents on the route work in the Central Park Drive area and it provides bus service to The Trusts Stadium for the first time. Officers believe that would be a valuable addition to Waitakere's bus network but are aware of issues with Central Park Drive businesses over loss of parking with the Council's original, and since substantially modified, proposal for a cycleway on Central Park Drive. Officers have done an initial site visit and believe that bus stops can be safely installed in these areas with very little, if any, impact on the amount of unrestricted kerbside parking available. For example, on Central Park Drive, there are opportunities to safely use a small portion of areas around the Trusts Stadium that currently have a no stopping at all times restriction for bus stops.

### Services from Ranui to Lincoln North

35. The Council, in conjunction with the Ranui community, developed the Ranui Urban Concept Plan in 2008. A strongly expressed desire of the community was that there be direct bus service from Ranui to the retail opportunities at the Lincoln North centre, specifically the Pak n Save supermarket. This would involve a route change with buses from Ranui travelling the whole length of Universal Drive instead of via Universal Drive, Rathgar Road and Pomaria Road. While not a part of this review, officers believe that this change, which involves identical bus kilometres would offer a valuable improvement in connectivity for the Ranui and Swanson areas, and should be introduced at the same time. In tandem with improved connectivity from parts of Massey to Lincoln North which is part of this review, it would usefully strengthen Lincoln Road's role as a public transport spine route. This would help with future plans for bus priority measures on Lincoln Road. Another impact would be to allow the existing bus stops on Pomaria Road to be used as parking bays, thereby minimising the loss of parking on this road as a result of the construction of cycle lanes. No resident on the affected roads would be further than 400 metres, or five minutes walk, from the nearest bus stop.

### STRATEGIC CONTEXT

36. The implementation of reviewed bus services in the north-west Waitakere would contribute to the achievement of the following strategic outcomes:
- **Social Strategy:** Build strong, resilient communities and develop community leadership, and Develop Waitakere's community infrastructure and assets.
  - **Environment Strategy:** Low carbon city encouraging planting of more trees and creating alternatives to fossil fuel use.
  - **Transport Strategy:** Make significant improvements in passenger transport, walk and cycleways and incorporate these elements, as appropriate, in road improvements, Encourage alternatives to single-occupant vehicle use and Implement a range of measures to manage the demand for travel, instead of building more roads or wider roads to meet predicted demand.
  - **Growth Management Strategy:** A dynamic network of vibrant town centres and neighbourhoods with a social, physical and natural fabric providing housing choice and employment opportunities for all.

## CONSULTATION

37. The proposed position set out in this report follows on from previous Council resolutions which strongly support a much improved bus system. Internal consultation has taken place as part of the bus services review process.
38. A workshop on the bus services review was held with Elected Members in November 2008.
39. Any consultation with Maori needed is the responsibility of ARTA. The Council will offer the use of Waitakere's processes for consultation with tangata whenua.
40. ARTA is underway with a wide-ranging public consultation process including displays, public open days, notices at bus stops, posters on buses and media advertising. ARTA has worked closely with the Massey Matters project to engage closely with the community. ARTA also participated in the Te Raa Mokopuna day in Moire Park which was very well attended and gained a great deal of useful feedback from public transport customers which was fed into the service review process.

## RESOURCES

41. No resources apart from staff time are required.

## IMPLEMENTATION ISSUES

42. Any implementation issues would be the subject of reports to the relevant Community Boards or committee of the Council at that time. This is likely to involve a report to the relevant Community Boards requesting the resolution of new bus stops and revoking the resolution of some other bus stops to match the new bus service structure. This will be able to be managed within existing operational budgets.

## AUCKLAND COUNCIL TRANSITION ISSUES

43. The decision making proposed in this report is not constrained by section 31 of the Local Government (Tamaki Makaurau Reorganisation) Act 2009, as it does not directly or because of its consequences: significantly prejudice the reorganisation, significantly constrain the powers or capacity of the Auckland Council or any subsidiary of the Auckland Council following the reorganisation, or have a significant negative impact on the assets or liabilities that are transferred to the Auckland Council as a result of the reorganisation

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



## 7 CONSULTATION ON DRAFT PARKING PLANS

### GLOSSARY

Consultation drafts of the New Lynn, Henderson and Westgate Town Centre Parking Management Plans

(Draft Town Centre Plans)

## **EXECUTIVE SUMMARY**

The purpose of this report is to advise the Policy and Strategy Committee of the feedback received during public consultation on the drafts of the Waitakere City Parking Plan, and the New Lynn, Henderson and Massey North-Westgate Town Centre Parking Management Plans (Draft Town Centre Plans). This consultation was undertaken between 21 June and 31 July 2009.

The report also outlines changes proposed to the Draft Waitakere City Parking Plan and the Draft Town Centre Plans as a result of the feedback received. The proposed changes to the Draft Waitakere City Parking Plan are clarifications of proposed regulatory policies. The proposed changes to the Draft Town Centre Plans are clarifications of details in relation to parking management

The Draft Waitakere City Parking Plan and the Draft Town Centre Plans will set out a long term approach to parking and provide guidance on key issues such as the regulatory approach to parking, paid parking, provision of car park buildings, parking management and resourcing. Implementation of this long term approach will be the responsibility of the Auckland Council.

## **RECOMMENDATIONS**

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

1. **Receive** the Consultation On Draft Parking Plans report.
- A122-A133* 2. **Approve** the incorporation of the changes, as outlined in the appendix attached at pages A122 to A133, to the Consultation on Draft Parking Plans report into the drafts of the Waitakere City Parking Plan and the New Lynn, Henderson and Westgate Town Centre Parking Management Plans.
3. **Agree** to delegate to the Chairman of the Policy and Strategy Committee the approval of the final versions of the Waitakere City Parking Plan and the New Lynn, Henderson and Westgate Town Centre Parking Management Plans.

## **BACKGROUND**

1. On 5 March 2009, the Policy and Strategy Committee approved the Draft Waitakere City Parking Plan and the Draft Town Centre Plans for public consultation.
2. From Friday, 19 June to Friday, 31 July 2009, consultation was undertaken on the:
  - Draft Waitakere City Parking Plan;
  - Draft Henderson Town Centre Parking Management Plan;
  - Draft New Lynn Town Centre Parking Management Plan; and
  - Draft Westgate Town Centre Parking Management Plan.
3. The consultation methodology used was by targeted mail-outs to over 220 businesses, developers and previous submitters. This was followed by a hand delivered letter drop to around 1600 businesses in New Lynn, Henderson Westgate, Glen Eden, Titirangi and Te Atatu Peninsula Town Centres. Presentations were also made to meetings with the business sector.

## DECISION MAKING

### Decision Sought

4. The decision sought in this report is the adoption of the Draft Waitakere City Parking Plan and the Draft Town Centre Plans, incorporating changes suggested from the public consultation feedback.
5. In order for Councillors' comments to be incorporated into the Draft Waitakere City Parking Plan and the Draft Town Centre Plans alongside the changes proposed from consultation feedback, the Policy and Strategy Committee is requested to adopt the recommendation delegating to the Chairman the authority to approve the final version of these Plans for publication.

### Issues

- A122-A133*
6. A total of 60 responses were received in relation to the Draft Waitakere City Parking Plan and the Draft Town Centre Plans. The key issues raised together with officer's responses to these, are summarised in paragraphs 7 to 14 of this report. Proposed changes to the Draft Waitakere City Parking Plan and the Draft Town Centre Plans are itemised in paragraphs 16 to 25 of this report. A more detailed summary is attached to this agenda as attached at pages A122 to A133. Copies of the feedback received will be made available in the Councillors Lounge.
  7. In many instances the feedback received reflected views that that the proposals in the Draft Waitakere City Parking Plan and the Draft Town Centre Plans were either far too innovative to be of any practical value or alternatively that the Draft Waitakere City Parking Plan and the Draft Town Centre Plans were too conservative in approach. This indicates that the Draft Waitakere City Parking Plan and the Draft Town Centre Plans take a moderate, middle of the road approach to changes in parking management. Accordingly, relatively few amendments are proposed to the Draft Waitakere City Parking Plan and the Draft Town Centre Plans, and most of those changes are to clarify matters of detail.

### Regulatory Approach

8. The Draft Waitakere City Parking Plan and the Draft Town Centre Plans provide for parking maximum standards and site caps on parking numbers to be introduced in growth areas through District Plan changes, as envisaged by the Auckland Regional Parking Strategy. In relation to non-growth areas, minimum parking standards would continue. Four responses supported the proposed regulatory approach, with seven responses opposed to it.

### Parking Management

9. The Draft Waitakere City Parking Plan identifies particular requirements for mobility parking, motorcycle parking, and bicycle parking. Responses on these proposals included:
  - Supporting for the proposal to introduce mobility parking minimum standards and cash in lieu for mobility parking;
  - Responses relating to proposals for bicycle parking were equally divided with three in support of the proposals and three opposed; and
  - The two responses on motorcycle parking this matter both supported the proposal that two per cent of all parking spaces be reserved for motorcycles.

### **Paid Parking**

10. The Draft Waitakere City Parking Plan and the Draft Town Centre Plans proposed paid parking as an effective measure to encourage transport mode shift, to replace long stay parking and to manage available parking. This issue attracted the most interest of all the issues raised in feedback, with nine respondents in support and 28 opposed. Support focussed on paid parking being one component of a comprehensive approach to parking management. Most opponents of paid parking considered that the introduction of paid parking was the sole or at least the major purpose of the Draft Waitakere City Parking Plan and the Draft Town Centre Plans. Almost all town centre business respondents were opposed, with one exception.

### **Town Centre Parking Management Plans**

11. A total of 12 respondents provided feedback on the proposals for Park and Ride facilities and 20 responded on the subject of effective measures to manage spill-over parking. The majority of the feedback on Park and Ride expressed concern at the gradual phasing out of Park and Ride facilities in New Lynn. A number of detailed measures were proposed for the Henderson and New Lynn Town Centres, including support for the continuation of existing measures. Specific proposals were also made in respect of Westgate and Glen Eden, although a parking management plan has yet to be developed for Glen Eden.

### **Parking Buildings in Town Centres**

12. A key component of the Draft Town Centre Plans is the provision of car parking buildings or deck parking as an efficient use of land for parking. 11 of the responses received were in support of parking buildings and six opposed. Support for parking buildings identified workers and shoppers as potential users. Opponents to parking buildings stated that the land could be better utilised and raised design concerns and concerns that parking buildings would generate increased traffic congestion
13. Three responses raised concerns that the focus on communication with business resulted in limited consultation with residents, ratepayer associations and the general public from Hobsonville and Herald Island. There was also a request from the New Zealand Retail Property Group to delay the final Westgate Town Centre Parking Management Plan until discussions are held. A meeting with the New Zealand Retail Property Group to discuss their concerns will accordingly be arranged and the Policy and Strategy Committee advised of the outcome.
14. There were also feedback received stating that there was confusion because of the comprehensive nature of the Draft Waitakere City Parking Plan and the Draft Town Centre Plans and the number of issues being consulted on relating to parking. A preference was expressed for single issue consultation.

### **Options Identified**

15. Paragraphs 16 to 25 focus on the changes that the Policy and Strategy Committee is being asked to adopt.

### **Consistency with Auckland Regional Parking Strategy**

16. The Draft Waitakere City Parking Plan and the Draft Town Centre Plans are consistent with the Auckland Regional Parking Strategy. The Draft Waitakere City Parking Plan and the Draft Town Centre Plans will be amended to clearly articulate this.

### **Regulatory Approach**

17. The Draft Waitakere City Parking Plan and the Draft Town Centre Plans should be amended to make it clear that the Council's growth targets require less parking than the amount permitted by the proposed maximum standards if these are consistently adhered to. The proposed parking maximums are intended as a back stop. The incentive to reduce parking should come from developers recognising that cost savings can be achieved from reduced parking supported by better parking management and changes to travel behaviour. The Draft Waitakere City Parking Plan and the Draft Town Centre Plans will therefore be amended to indicate that if further voluntary reduction in parking provision is not forthcoming, the level of parking maximum standards will need to be reviewed.
18. The Draft Waitakere City Parking Plan and the Draft Town Centre Plans will also be amended to clearly articulate that changes to the District Plan to give effect to parking maximum standards and site caps will be the responsibility of the Auckland Council.

### **Paid Parking**

19. Given the strength of the opposition to paid parking, it will be important that the Draft Waitakere City Parking Plan and the Draft Town Centre Plans are amended to clearly that this should be a decision for the Auckland Council or for the Board of a Regional Transport Authority (if that entity is responsible for parking).

### **Mobility Parking**

20. The Draft Waitakere City Parking Plan and the Draft Town Centre Plans shall be amended to provide for accessible taxi ranks in town centres and to require accessible Pay and Display machines. Programmes for improved education and enforcement for misuse of mobility parks will also be include in the education and enforcement sections of the Draft Waitakere City Parking Plan and the Draft Town Centre Plans.

### **Bicycle Parking**

21. The Draft Waitakere City Parking Plan and the Draft Town Centre Plans will be amended to allow some flexibility in the provision bicycle parking as a percentage of the total parking. Under appropriate circumstances this will replace the fixed ratio of bicycle parks to floor area depending on the purpose of the development.

### **Town Centre Parking Management Plans**

22. Key points raised in feedback to be incorporated into the Draft Town Centre Plans include:
  - Proposals to site accessible taxi ranks in town centres; and
  - The requirement to provide some retro-fitting of motor cycle parking.

### **Henderson Town Centre Parking Management Plan**

23. The Draft Henderson Town Centre Parking Management Plan will be amended to clarify that the proposed immediate action of introducing P120 parking restrictions in Buscomb Avenue applies to the section between Great North Road and Sel Peacock Drive and not to the residential portion north of Sel Peacock Drive. A further amendment will indicate that other spill-over management techniques will apply to this portion of Sel Peacock Drive.

24. Likewise the Draft Henderson Town Centre Parking Management Plan will be clear that there is no intention to change the parking arrangements in Takapu Street, but will specify this street as an example of effective spill-over management. Immediate spillover management action in Wadier Place, Henderson will now be provided for in the Draft Plan.

#### **New Lynn Town Centre Parking Management Plan**

25. The Draft New Lynn Town Centre Parking Management Plan will be amended to include the immediate introduction of P120 parking restrictions in Bentinck Street and the adjacent section of Great North Road, New Lynn. The Draft Plan will also confirm the intention to retain P5 and P10 parking bays outside the current New Lynn Post Shop.

#### **Westgate Town Centre Parking Management Plan**

26. Retention of P5 and P10 parking bays outside the current Westgate Post Shop and introduction P30 restrictions outside shops and banks will be included in the Draft Westgate Town Centre Parking Management Plan, subject to discussion with the developer/landowner.

#### **Preferred Option**

27. The preferred option for decision making is that the Policy and Strategy Committee accept the changes proposed to the Draft Waitakere City Parking Plan and the Draft Town Centre Plans for adoption.

#### **STRATEGIC CONTEXT**

28. The objectives of the Draft Waitakere City Parking Plan and the Draft Town Centre Plans are identical to those of the adopted Transport Strategy in reducing congestion in parts of the network and encouraging people to walk, cycle, use passenger transport and car pool, while supporting the economy with the vital flows of goods and people.
29. There are a number of other adopted Council strategies that are affected by parking, including the following:

- **Social**

The Draft Waitakere City Parking Plan and the Draft Town Centre Plans will assist in creating town centres that are accessible, sustainable with greater opportunity for affordable housing. Through Transport Management Associations, the Draft Town Centre Plans will contribute to the building of strong resilient communities and the development of community leadership.

- **Economic Wellbeing**

Providing and effectively utilising sufficient parking while supporting other modes is a critical factor in the provision of a “catalytic environment for a flourishing and resilient economy”.

- **Environment**

The use of parking management as travel demand management tool will mitigate the air pollution effects of vehicle movement.

- **Growth Management**

Limiting the amount of land taken up by parking will support the growth of the dynamic network of vibrant town centres and neighbourhoods, including provision of housing choice and employment opportunities.

## CONSULTATION

30. No further consultation on the Draft Waitakere City Parking Plan and the Draft Town Centre Plans is proposed.

## RESOURCES

31. Adequate resources have been provided in the Annual Plan 2009/2010 to print and publish the Final Plans following their adoption.
32. The Council resources required to implement the Draft Waitakere City Parking Plan and the Draft Town Centre Plans are only partly provided for in the Long Term Council Community Plan 2009-2019. These resources include ongoing parking management at current levels, two car park buildings in New Lynn, the development of additional town centre parking management plans and the review of the District Plan. However, there are many aspects which are not included in the Long Term Council Community Plan 2009-2019, such as paid parking and resources to increase parking management.

## IMPLEMENTATION ISSUES

33. Implementation of the Draft Waitakere City Parking Plan and the Draft Town Centre Plans are dependant on future resources over the life of the Draft Town Centre Plans from 2009 to 2040 to be sourced from a combination of funding from the Council, the private sector and revenue from paid parking.

## AUCKLAND COUNCIL TRANSITION ISSUES

34. The decision making proposed in this report is not constrained by section 31 of the Local Government (Tamaki Makaurau Reorganisation) Act 2009, as it does not directly or because of its consequences: significantly prejudice the reorganisation, significantly constrain the powers or capacity of the Auckland Council or any subsidiary of the Auckland Council following the reorganisation, or have a significant negative impact on the assets or liabilities that are transferred to the Auckland Council as a result of the reorganisation.
35. The ongoing implementation of the Final Town Centre Plans will be the responsibility of the Auckland Council. No consequential changes to statutory plans or policies are envisaged prior to the coming into existence of the Auckland Council.

Report prepared by: Charlie Inggs, Strategic Advisor Transport.



## 8 ECOMATTERS ENVIRONMENT TRUST - COUNCIL SHARED WORK PROGRAMME 2009/2010

### GLOSSARY

EcoMatters Environment Trust	(EcoMatters)
Long Term Council Community Plan 2009-2019	(LTCCP)
EcoMatters Environment Trust - Council Shared Work Programme 2009/2010	(the Shared Work Programme)

## EXECUTIVE SUMMARY

The purpose of this report is to seek approval from the Policy and Strategy Committee for EcoMatters Environment Trust (EcoMatters) – Council Shared Work Programme for 2009/2010 (the Shared Work Programme). The Shared Work Programme represents a new way of contracting with EcoMatters for the non-contestable base funding EcoMatters receives through the Long Term Council Community Plan 2009-2019 (LTCCP). This approach demonstrates a partnering approach to achieving shared outcomes for the Council and for EcoMatters and is also consistent with the approach adopted by Council in their relationships with Community Waitakere and Waitakere Enterprise.

## RECOMMENDATIONS

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

1. **Receive** the EcoMatters Environment Trust - Council Shared Work Programme 2009/2010 report.
2. **Approve** the EcoMatters Environment Trust – Council Shared Work Programme for 2009/2010.
3. **Agree** that a six month progress report on the EcoMatters Environment Trust – Council Shared Work Programme 2009/2010 be reported back to the February 2010 meeting of the Policy and Strategy Committee.
4. **Agree** that a final report on the EcoMatters Environment Trust – Council Shared Work Programme 2009/2010 and the Shared Work Programme for 2010/2011 be reported to the September 2010 meeting of the Policy and Strategy Committee.

## BACKGROUND

1. The Long Term Council Community Plan and Annual Plan Committee approved EcoMatters as one of the organisations to receive long-term funding. On 17 June 2009 they resolved as follows:

*“The Long Term Council Community Plan and Annual Plan Committee resolved to:*

1. **Receive** the Longer Term Funding Arrangements for Community Organisations report.
2. **Agree** that after consideration of submissions received, the organisations listed below be approved for two year funding from 1 July 2009 to 30 June 2011, subject to negotiation of appropriate service agreements, and any requirements of Quality Assurance, at the level of funding approved in the Long Term Council Community Plan 2009-2019 and Annual Plan 2009/2010.
  - Waitakere Citizens Advice Bureaux Inc
  - Community Waitakere (formerly WADCOSS)
  - Lopdell House Society
  - Waitakere Arts and Cultural Development Trust
  - Keep Waitakere Beautiful Trust
  - Waitakere Ethnic Board
  - Waitakere Pacific Board
  - EcoMatters Environment Trust

- *Neighbourhood Support Waitakere*
3. *Agree that after consideration of submissions received, the organisations listed below be referred to the Auckland Council for consideration of a further period of three year funding from 1 July 2011 to 30 June 2014.*
- *Waitakere Citizens Advice Bureaux Inc*
  - *Community Waitakere (formerly WADCOSS)*
  - *Lopdell House Society*
  - *Waitakere Arts and Cultural Development Trust*
  - *Keep Waitakere Beautiful Trust*
  - *Waitakere Ethnic Board*
  - *Waitakere Pacific Board*
  - *EcoMatters Environment Trust*
  - *Neighbourhood Support Waitakere.”*

1016/2009

2. A Partnering Statement was signed between the Council and EcoMatters on 5 October 2007. The Partnering Statement was negotiated for a term of three years and clarifies the respective roles of each organisation in areas where there are mutual interests. The purpose of the Partnering Statement was to formalise the Council’s relationships with EcoMatters, to allow better long term planning, to build the strategic capacity within EcoMatters and provide a valuable partner that is able to liaise with community groups.
3. The Council funds EcoMatters through two different mechanisms:
- (a) Base funding is provided through the LTCCP. This funding is specifically intended for EcoMatters, acknowledging the work EcoMatters does towards delivering the Council’s strategic objectives. This funding is a grant and is not contestable; and
  - (b) Project funding exists in various Council areas for projects that are currently delivered by EcoMatters. Such projects are covered by contracts or purchase orders and are subject to the Council’s procurement policies. This means the funding is contestable. This includes contracts for water demand management work and Project Twin Streams.
4. In the LTCCP, non-contestable base funding over the next two years has been allocated to EcoMatters for:

	<b>2009/2010</b>	<b>2010/2011</b>
Sustainable Living Centre	\$ 80,000	\$ 80,000
EcoDay	\$ 25,000	\$ 25,000
Enviroschools	\$ 61,000	\$ 91,000
Community Gardening Broker	\$ 40,000	\$ 40,000
Networking and capacity-building	\$ 30,000	\$ 30,000
<b>TOTAL</b>	<b>\$236,000</b>	<b>\$266,000</b>

## DECISION MAKING

- A134-A144 5. All non-contestable funding received by EcoMatters, and approved in the LTCCP, has been combined into a Shared Work Programme for the period July 2009 to June 2010, with agreed priorities on which both organisations will focus their combined resources. The proposed Shared Work Programme is attached at pages A134 to A144.

6. Progress on the Shared Work Programme will be reported back to the Policy and Strategy Committee in February 2010. A report on outcomes achieved for 2009/2010 will be reported to the September 2010 meeting of the Policy and Strategy Committee.

### **STRATEGIC CONTEXT**

7. The activities undertaken by EcoMatters contribute to the achievement of the key targets identified in the Environment Strategy for the Green Network, low carbon City, integrated water management and waste to resources.
8. EcoMatters activities also contribute to the outcomes identified in the Social Strategy. In particular:
  - Everyone feels valued and connected to their communities, neighbourhoods and the natural environment;
  - Everyone has the information, skills and knowledge to participate fully in society; and
  - Everyone has affordable, sustainable and healthy housing choices.
9. EcoMatters is a unique organisation within Waitakere and the wider Auckland area. In the last six years it has played a key role in working towards environmental outcomes with the Council and other community partners. Organisations such as EcoMatters are critical to the achievement of Waitakere's community outcomes as they can reach elements of the community that are difficult for the Council to reach.
10. The Shared Work Programme contributes to the Community Outcomes of Strong Communities – *He iwi kaha* and Working Together – *Te mahi tahi*.

### **CONSULTATION**

11. In preparation of this report and the in the development of the Shared Work Programme consultation was undertaken with the General Manager of EcoMatters and staff from Public Affairs, Strategic Planning and Community Wellbeing.

### **RESOURCES**

12. Resources to undertake the Shared Work Programme have been allocated in the LTCCP.

### **IMPLEMENTATION ISSUES**

13. The Relationship Managers from both Council and EcoMatters will be jointly responsible for overseeing the Shared Work Programme. They will meet on a monthly basis to review progress and address any issues arising. Council's Relationship Manager will take responsibility to communicate progress and any relevant issues arising to the relevant sections of Council responsible for contributing funding to the Shared Work Programme.

14. EcoMatters will provide a six monthly and annual report, reporting progress towards the actions and identified milestones contained in the Shared Work Programme and outcomes achieved. A joint report between Council and EcoMatters on the Shared Work Programme will be presented to the Policy and Strategy Committee meeting and EcoMatters Board in February and September 2010.

#### **AUCKLAND COUNCIL TRANSITION ISSUES**

15. The decision making proposed in this report is not constrained by section 31 of the Local Government (Tamaki Makaurau Reorganisation) Act 2009, as it does not directly or because of its consequences: significantly prejudice the reorganisation, significantly constrain the powers or capacity of the Auckland Council or any subsidiary of the Auckland Council following the reorganisation, or have a significant negative impact on the assets or liabilities that are transferred to the Auckland Council as a result of the reorganisation.

**Report prepared by:** Jenny Chilcott, Strategic Advisor, Sustainable Catchments.



### **9 PROJECT TWIN STREAMS COMMUNITY GOVERNANCE**

#### **GLOSSARY**

Project Twin Streams	(PTS)
Integrated Catchment Management Plan	(ICMP)
Auckland Regional Council	(ARC)
Memorandum of Understanding	(MOU)
Auckland Regional Holdings	(ARH)
Auckland Transition Authority	(ATA)
Long Term Council Community Plan 2009-2019	(LTCCP)

#### **EXECUTIVE SUMMARY**

The purpose of this report is to provide an update on Project Twin Streams (PTS) Community Governance work and the proposed work programme for 2009-2010. There are three strands of work being undertaken to progress PTS Community Governance. These three strands of work are being woven together to ensure there is a collaborative and co-ordinated process that is working together for mutually agreed outcomes which are:

- An internal Council process to identify Council's interests and responsibilities;
- A community process with the PTS Community Contract Organisations. Funding for the PTS Community Contract Organisations to progress work to ensure the interests of local communities was allocated in the Long Term Council Community Plan 2009-2019; and
- The Council-Auckland Regional Council (ARC) Steering Group Process linking PTS into a regional framework.

## RECOMMENDATIONS

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

1. **Receive** the Project Twin Streams Community Governance Report.
2. **Agree** to endorse the proposed work programme for progressing Project Twin Streams Community Governance and Management.
3. **Note** that the processes for progressing Project Twin Streams Community Governance may be affected by decisions regarding Regional Governance and responsibilities of the Auckland Council.

## **BACKGROUND**

1. On 5 March 2009 the Policy and Strategy Committee resolved as follows:

*The Policy and Strategy Committee resolved to:*

1. **Receive** the Project Twin Streams Update report.
2. **Agree** to confirm the strategic plan for Project Twin Streams attached at pages A251 to A272 to the agenda report.
3. **Direct** the Chief Executive Officer to bring back a report to the Policy and Strategy Committee by September 2009 on the future direction including funding, ongoing maintenance and governance options for Project Twin Streams, once the Auckland Regional Holdings funding expires.”

324/2009

2. This report focuses on updating the Policy and Strategy Committee on progress and a proposed work programme relating to establishing community governance and management of the PTS stream restoration programme to ensure it is best placed to continue once the Auckland Regional Holdings funding expires in 2012.
3. A separate report will be brought by the Deputy Director: City Services to the Policy and Strategy Committee scheduled for 5 November 2009 on the future direction of wider PTS programme post 2012 including further information funding and ongoing maintenance.
4. There are critical issues facing the PTS catchment. There are high levels of pollution in the discharge from Henderson Creek to the Waitemata Harbour. There is sporadic flooding, erosion and sedimentation of stream beds and, in storms, unacceptable levels of sewer overflows. With the extra pressure of climate change (extreme weather events), a growing population, a growing demand for water and an aging stormwater infrastructure, the challenges and costs are set to increase.
5. PTS has developed into an innovative multi-faceted project that focuses on achieving long-term sustainable management of the Henderson Creek and Huruahu Creek catchments. This project weaves together the issues of integrated stormwater management and the restoration of stream banks along the Oratia, Waikumete, Opanuku, Pixie and Swanson Streams, with an approach that puts people at the centre of thinking and action. It seeks to work in ways that achieve wider environmental, social, cultural and economic outcomes.

6. The PTS stream restoration programme was seen as the first stage in a co-ordinated, staged approach to address the complex and serious environmental issues facing the wider catchment. The second stage of development is building on this to work alongside households and neighbourhoods towards lifestyle changes for more sustainable living. To address the wider catchment issues, an integrated approach to dealing with issues around stormwater, drinking water sewage and ground water in a planned and co-ordinated way is needed. This work has begun through a catchment-wide Integrated Catchment Management Plan (ICMP). The ARC, through a Memorandum of Understanding (MOU) is working alongside the Council and the community to oversee the development of a PTS sustainable catchment.
7. The MOU with the ARC was signed in November 2007. The purpose of the MOU is for both the Council and the ARC to develop a shared understanding of what a sustainable catchment is, to identify opportunities to enable this to be pursued and to develop a long term strategic plan, business plan and long term community governance structure for PTS. The ARC sees PTS as aligned to their own Sustainable Catchment Programme.
8. The community development model of contracting community organisations to develop PTS in their own communities has built strong community ownership of the environmental problems of the catchment and a desire to be part of the long-term solutions. Since 2003, over 15,000 volunteers and 152 groups have been involved in stream restoration activities.
9. From its inception in 2003, the intention of PTS was to develop a community governance structure that sat outside of but included Council. Council, in July 2005, endorsed in principle the PTS objectives, which included working towards community governance. In December 2005, the City Development Committee endorsed the PTS detailed project plan. In March 2009, the Policy and Strategy Committee agreed to confirm the PTS Strategic Plan which included progressing community governance with the PTS Community Contract Organisations, the ARC, iwi and other key stakeholders.
10. The PTS Community Contract Organisations put a submission to the Long Term Council Community Plan 2009-2019 (LTCCP) requesting \$90,000 to progress community governance and management of PTS to ensure the restoration of the existing 56 kilometres of stream banks is maintained as well as extending this work to the remaining 289 kilometres of streams and tributaries within the PTS catchment. Seventy two percent of the additional work involves private properties.
11. At the 11 June 2009 meeting of The Long Term Council Community Plan and Annual Plan Committee, it was resolved as follows:

*The Long Term Council Community Plan and Annual Plan Committee resolved to:*

- “1. **Receive** the Project Twin Streams Submission to Progress Community Governance report.
2. **Agree** that after consideration of submissions received, Council funds the five Project Twin Streams Community Contract Organisations for a total of \$90,000 per annum for 2 + 1 years for community governance of Project Twin Streams.”

1022/2009

12. At the 24 July 2009 Tenders Subcommittee meeting, it was approved that Community Waitakere hold a two year contract on behalf of the PTS Community Contract Organisations to progress PTS community governance and management in collaboration with the Council, ARC and iwi. The Tenders Subcommittee resolved as follows:

*The Tenders Subcommittee resolved to:*

- “1. **Receive** the Contract No. CW09003A - Project Twin Streams Community Governance 2009 - 2012 report.
2. **Approve** that the tender from Community Waitakere for Contract No. CW09003A - Project Twin Streams Community Governance 2009 - 2012 in the sum of \$180,000.00 plus \$22,500.00 GST, totalling \$202,500 be accepted for the period 1 July 2009 to 20 June 2011.
3. **Approve** the commitment of \$90,000 excluding GST as provided in the Annual Plan 2009/2010 for Contract No. CW09003A - Project Twin Streams Community Governance 2009 - 2012.
4. **Approve** that authority to enter into Contract No. CW09003A - Project Twin Streams Community Governance 2009 - 2012 for the period 1 July 2009 to 30 June 2011 on behalf of Council be delegated to the Director: Community Wellbeing.
5. **Agree** that the right of renewal for Contract No. CW09003A - Project Twin Streams Community Governance 2009 - 2012 from 1 July 2011 to 30 June 2012 be subject to approval by the Auckland Council.”

1253/2009

13. The Deputy Mayor, Councillor Penny Hulse, in her role as Chairman of the Policy and Strategy Committee, is Council's political spokesperson for PTS.

## DECISION MAKING

### Current resources that support the work of PTS

14. To understand the possible scope of future community governance and management it is useful to understand the range of resources and skills required to deliver PTS in its present form.
- A145 15. The Council have been working collaboratively with the PTS Community Contract Organisations in the development and delivery of PTS. To date the governance of PTS has been held by the Council with strategic oversight by the Council-ARC PTS Steering Group and some input from the PTS Community Contract Organisations. The management of PTS is currently shared between the Council and PTS Community Contract Organisations. Attached at page A145 is a breakdown of the current governance and management functions.
16. The current resources that support the development and implementation of the PTS stream restoration programme include:
- Six and a half full time equivalents who are responsible for community liaison and development, creative community engagement, overall management of the environmental works programme, management of the property acquisition and the overall project quality assurance, a riparian co-ordinator to co-ordinate environmental work on the Oratia Stream, administration and strategic development of the overall project;

- Professional services, which are contracted externally, include project management of the property acquisition and house removal process, negotiating covenants and other mechanisms for access to private properties for riparian restoration works, providing riparian works co-ordination, all resource consenting, planting plan design and ecological advice;
- Physical works contractors to undertake stream restoration works where community groups are unable to do this. Contractors also provide expert advice and support to community groups on stream restoration;
- Contracts for the supply of eco-sourced native plants;
- External communications, delivered under an external contract through Public Affairs, includes branding, signage, publicity, the production of the regular Stream Talk, pamphlets, media profile etc; and
- Community Contracts with five locality based organisations and one individual to engage six local communities in the restoration and long-term guardianship of the streams.

### **Current Status of Work on Future Governance**

17. The Auckland Regional Holdings (ARH) funding for the PTS stream restoration programme ceases in June 2012. There is no allocation for capital costs for:
    - the ongoing maintenance of the existing 56 kilometres of stream bank restoration;
    - to expand the stream restoration work on the remaining 289 kilometres of streams and tributaries within the PTS catchment; and
    - to support the PTS Community Contract Organisations to continue their work post 2012.
  18. The Council has committed itself to consideration of the future community governance of PTS post-2012. They have allocated funding through the LTCCP for the PTS Community Contract Organisations, to progress community governance work over the next two years. Within the Council there is a dedicated position in the Community Wellbeing Directorate, with some external support and advice, to lead the internal Council process and to ensure the overall co-ordination of mutually agreed outcomes between the Council, the community and the ARC.
  19. In November 2007, as a first step towards community governance, a MOU was signed between Council and the ARC to develop a shared understanding of what a sustainable catchment is. This has included exploring options for a long-term governance structure for PTS. The ARC continues to work alongside the Council to consider the long-term future of PTS in an uncertain regional context.
- A146-A147* 20. The PTS Community Contract Organisations have been meeting regularly to consider the long-term future of PTS. In March 2009, the Council and the ARC were able to provide short-term funding to June 2009 for the PTS Community Contract Organisations to explore issues, opportunities, options and resource implications for future community governance of the PTS stream restoration programme from a community perspective. Community Waitakere held the contract on behalf of the PTS Community Contract Organisations to deliver this contract. Attached at pages A146 to A147 are the conclusions and recommendations from the PTS Community Contract Organisations.
21. A contract has just been entered to with Community Waitakere, on behalf of the PTS Community Contract Organisations, to progress community governance and management in collaboration with the Council and the Council-ARC Steering Group processes through the two year funding approved through the LTCCP.

- A148
22. An internal Council process is currently being undertaken to identify Council's current responsibilities, what is possible to transfer out to community governance and management and what might be the on-going responsibility of the new Auckland Council.
  23. A collaborative work programme between Council officers, the PTS Community Contract Organisations and the Council-ARC Steering Group has been drafted to progress PTS Community Governance and Management. Attached at page A148 is a copy of the work programme.
  24. The collaborative work programme includes identifying a preferred structure for PTS community governance and management, a Transition Plan to begin to transfer agreed Council responsibilities to the PTS Community Contract Organisations, a Capacity Building Plan, a Funding Plan and input into the value case and business case for PTS. Progress on the work programme will be reported back to the February 2010 meeting of the Policy and Strategy Committee along with a preferred option for a PTS community governance and management structure.

#### Options Identified

25. A range of issues and options for PTS community governance and management have been developed by the Council-ARC Steering Group after wide consultation with PTS Community Contract Organisations, Te Kawerau a Maki and Ngati Whatua, Council Directors and senior managers and ARC senior managers.
26. Possible options for future governance and management include:
  - Do nothing, that is, allow PTS to cease once the ARH funding runs out;
  - The Council continues PTS and fully funds it;
  - Community Advisory Committee (non legal entity) – advisory role to the Council which would continue to be responsible for funding, management and contracts;
  - Private Public Partnership, for example, similar to Beacon – governance and funding by various stakeholders;
  - Community Trust - community based legal entity through a new or existing community organisation with council representation. Funding could be sourced from a variety of stakeholders including the Council; and
  - Council Controlled Organisation, for example, similar arrangement between Council and Waitakere Enterprise with an annual work plan and a proportion of funding from the Council.
27. Each option requires further work and analysis of their strength and weaknesses against specific principles, including opportunities, risks and responsibilities for Council and the community. As an example, advantages of an external structure include provision of greater opportunities for long-term external and /or independent funding, opportunities to build on the existing high levels of community ownership and the considerable social, financial and environmental investment to date. Risks of external governance include the possibility of takeover by people with their own agendas and/or collapse of the organisation due to poor leadership.

28. Potential funding options identified to date are wide ranging, and each requires further consideration. An external governance structure to Council has the advantage of accessing a wide range of funding options including the potential to develop as a partly self funding social enterprise. To fund the extensive work of maintaining ARH funded areas, and extending the stream restoration across the remaining 289 kilometres of streams, a combination of funding sources will be required. Funding options could include a social enterprise, carbon credits/trading, rates funding, central government funding, partnerships with Watercare, energy companies and banks, business sponsorship, stormwater charges, rebates for permeable surfaces, financial contributions for long term maintenance, Sustainable Management Fund, Lotteries Board and other philanthropic organisations. Through their Community Governance contract with the Council with PTS Community Contract Organisations are also exploring options for funding wider PTS work post 2012.

### **Assessment of Options**

29. Within the next three months there will be an assessment of the possible options and the identification of a preferred option. The preferred option will be subject to the approval of the Auckland Transition Authority (ATA) and the new Auckland Council. Criteria to assess all options are being developed. It is important to ensure that any future option incorporates the PTS community development approach and community ownership outcomes reflecting the four wellbeings, ability to secure long term funding, financial robustness and a structure to ensure long term sustainability.

### **Progressing a Relationship with the New Auckland Council**

30. Outside of the community governance and management processes but complementary and critical to it, Council officers are beginning work on the business case for the continuance of PTS for the Auckland Council. Council officers are working closely with the ARC, Landcare Research, the University of Auckland and National Institute of Water and Atmospheric Research to quantify the economic costs and benefits of the value of:
- riparian planting;
  - the treatment train approach; and
  - the community development quadruple bottom-line approach.
31. The assumption is that these are key interventions and ways of working that will make a difference to the long-term health of Waitakere streams, the Upper Waitemata Harbour and the wellbeing of local people.
32. Careful consideration will be needed on the time and methods to present PTS best to the ATA.

### **STRATEGIC CONTEXT**

33. PTS has been identified as one of the Council's flagship projects and is contributing to the implementation of the vision of Waitakere as an eco city through all the Council's six strategies and its contribution to Community Outcomes – Green Network, Strong Communities, Sustainable Environment, Strong Economies, Waiora (Environmental Protection, Whaiora (Participation in society). The Community Outcome priorities strongly identify PTS as a project for enabling the achievement of a number of Community Outcome priorities.

34. PTS also demonstrates the integration of the Council's Quadruple Bottom Line approach in programme development and implementation as required by the Local Government Act 2002.

### CONSULTATION

35. Consultation for this report has been undertaken with the Managers of the PTS Community Contract Organisations, the Council-ARC PTS Steering Group, Director Community Wellbeing, Deputy Director City Services, PTS Council Team, Services Manager Park and Open Spaces and Group Manager Social and Cultural Strategy.

### RESOURCES

- A148 36. The work programme, attached at page A148, largely involves Council officer's time. Funding for the PTS Community Organisations process has been provided for in the LTCCP.

### IMPLEMENTATION ISSUES

- A148 37. The work programme, attached at page A148, sets out the initial tasks to be implemented.

### AUCKLAND COUNCIL TRANSITION ISSUES

38. The decision making proposed in this report is not constrained by section 31 of the Local Government (Tamaki Makaurau Reorganisation) Act 2009, as it does not directly or because of its consequences: significantly prejudice the reorganisation, significantly constrain the powers or capacity of the Auckland Council or any subsidiary of the Auckland Council following the reorganisation, or have a significant negative impact on the assets or liabilities that are transferred to the Auckland Council as a result of the reorganisation.

**Report prepared by:** Jenny Chilcott, Strategic Advisor, Sustainable Catchments and Sue Bidrose, Director Community Wellbeing.



## 10 PROSPECTS FOR THE CREATIVE AND CULTURAL INDUSTRIES IN WAITAKERE

### GLOSSARY

The Creative and Cultural Industries	(CCI)
Waitakere Economic Wellbeing Strategy 2009	(WEWS)
Screen Production Industry	(SPI)
Gross Domestic Product	(GDP)
Full time Equivalent	(FTE)
Australia New Zealand Standard Industry Classification	(ANZSIC)

## EXECUTIVE SUMMARY

This report presents the key findings of research recently undertaken to investigate the prospects for growth of the creative and cultural industries (CCI) in Waitakere. It provides the most up to date stock take on the number and distribution of creative and cultural businesses and organisations in Waitakere with an assessment of their attributes and growth potential. In addition, the report proposes an Action Plan for strategic interventions to further develop the creative and cultural sector as a means of boosting Waitakere's economy and its contribution to the wider region.

*A149-A232* The CCI prospects report, which is attached at pages A149 to A232, seeks to identify how strategic interventions in the creative economy can contribute to job creation, inward investment, innovation, diversification, and export development.

The report shows that the creative sector has been the fastest growing part of the Waitakere economy in terms of Gross Domestic Product (GDP) and employment over the 1998-2008 decade. The creative sector also contributes to social cohesion, strengthens connectivity through identity and place, social and economic wellbeing and improved quality of life.

## RECOMMENDATIONS

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

1. **Receive** the Prospects For The Creative And Cultural Industries report.
2. **Agree** that the Prospects For The Creative And Cultural Industries report be used to provide guidance to economic development initiatives in the rural areas and Waitakere Ranges Heritage Area.
3. **Agree** that a further report on the Prospects for the Creative and Cultural Industries be brought back to the November 2009 Policy & Strategy Committee with recommendations for the Action Plan for the Policy and Strategy Committee's consideration.

## BACKGROUND

### National context

1. The creative industries have been identified by government as an important business sector for New Zealand and the Auckland region. The Auckland region is the centre of the majority of New Zealand's creative industries. Of New Zealand's estimated 36,540 creative sector full time employees, 18,730 are located in the Auckland region. Auckland is the centre of the television, advertising, commercial radio, commercial music and publishing industries, and the largest media market in New Zealand. Auckland City is the fastest growing centre of the creative industries in New Zealand.

### Regional context

2. Over the period 1997-2003, creative sector employment grew by 16.1% across the Auckland region, compared to 6.6% in New Zealand. This indicates both a strong growth sector, and a sector that has a significant concentration in the Auckland region. Auckland City Council's creative industries plan also focuses on the wider benefits of "cultural infrastructure" in creating activities, showcasing diversity and underpinning a way of life that attracts both visitors and skilled employees to a place. That principle informs many of the recommendations in this report.

3. Waitakere’s creative economy is linked to that of the wider Auckland region and the country as a whole. The CCI prospects report identifies Waitakere’s distinctive offerings as having both competitive and comparative advantages, which will inform its future position in the Auckland regional fabric.

### Definitions

4. For the purposes of this research the term “**creative industries**” is used to refer to commercial businesses providing creative services and products, often business to business, such as design, or providing creative content, including fields such as books, film, new media, digital technology, and computer based game design and production. Culture or “**cultural activities**” is used to refer to the largely subsidised sector providing creative experiences, covering areas such as theatre, dance, music, or creative product, such as art, crafts or artisan work. Each of these definitions is flexible, and they overlap considerably. When talking about both the creative industries and cultural activities, together with the infrastructure that supports them, we use the term “**creative economy**”.

### Structure of Waitakere’s Creative Economy

5. The creative industries as an economic driver are defined as “Those industries that have their origin in individual creativity, skill and talent and which have a potential for wealth and job creation through the generation and exploitation of intellectual property.”
6. Six subsectors are generally identified in this category: design; visual arts, crafts and photography, screen production and radio, performing arts, publishing, and music.
7. Three key components define the creative economy in Waitakere:
  - **Creative infrastructure** includes educational institutions, broadband (high-speed capacity), studios, attractive precincts for business and leisure;
  - **Creative culture** includes artists, music, theatre, cultural dance performance, iwi/whānau; and
  - **Creative business** includes screen production and radio, design/digital design, food and cuisine, fashion, interior design.

### A snapshot of the creative and cultural industries in Waitakere

**Table 1: Top 10 creative businesses in Waitakere by number and employee count**

Waitakere Creative industries	Businesses	Employees
1. Computer Systems Design and related services	373	200
2. Engineering Design & Engineering Consulting Services	192	200
3. Motion Picture and Video Production	170	110
4. Creative Artists, Musicians, Writers & Performers	143	15
5. Other specialized Design services	117	75
6. Architectural services	107	60
7. Performing Arts Operation	64	15
8. Printing	58	400
9. Advertising services	52	15
10. Professional Photographic services	49	25
<b>Total</b>	<b>1,325</b>	<b>1,115</b>

8. Based on Australia New Zealand Standard Industry Classification (ANZSIC) data, a comparative analysis of the creative industries in Waitakere highlighted the following:
- Around 9 % of Waitakere businesses are classified in 'creative' categories (the same proportion as for the Auckland region);
  - Around 2.5% of Waitakere employees (ie "those who are paid by an employer") are in creative categories. For the Auckland region, 6% of employees are in creative categories. This reflects the fact that the creative sector in Waitakere has a higher proportion of micro companies with no employees;
  - Around 68% of all types of creative sector businesses are sole operators, both in Waitakere and in the Auckland Region, thus indicating that there are more micro businesses in the creative sector than in other types of business;
  - Waitakere's contribution to the total economy of the Auckland Region is around 7.6% (measured by employee count), and 9.7% if it is measured by number of businesses; and
  - Waitakere's "creative economy" contributes 3.2% to the Auckland region's creative economy if this contribution is measured by employee counts, but 9.7%, if the contribution is measured in terms of numbers of businesses.
9. Data from the Business and Economy Waitakere 1998-2008 report identifies the largest and fastest growing industries, confirming the increasing importance of the creative economy to Waitakere. The top performer by employment growth rate is the motion picture, radio and television services industry. This industry recorded a 10.9% per annum rise in employment over the decade, increasing from 79 Full time Equivalent (FTE's) in 1998 to 223 FTEs in 2008.
10. In addition, the next fastest growing industry was libraries, museums and the arts which grew by 223 FTEs, or 8.4% per annum followed by sport and recreation showing a 6.9% increase for the same period.
11. The fastest growing industry by GDP over the decade was motion picture, radio and television services. The industry increased by 10.1% per annum, or 12 million dollars over the 10 years to reach \$19 million in 2008. The next fastest growing industry by GDP was libraries, museums and the arts, which was the second largest industry by FTE growth. This industry increased by 7.7% per annum from \$6 million in 1998 to \$14 million in 2008.
12. Tourism is considered an important economic activity in Waitakere with a 29% rise in guest nights over the last five years. Given the lack of tourism infrastructure to support the potential for a thriving visitor economy in Waitakere the trend is a positive one.

### **Screen Production Industry**

13. The Screen Production Industry (SPI) is Waitakere's top performing creative industry. It brings in significant earnings from offshore, as well as related expenditure in New Zealand that benefits a wide range of local businesses.
14. The screen production industry's contribution to Waitakere's GDP for 2006 was recorded as \$32 million by Statistics New Zealand. Total GDP in 2006 (all industries) for Waitakere was \$3.764 billion. Statistics New Zealand's 2007 report showed that the annual gross revenues of the screen production industry nationally are comparable to those of the forestry and logging industry (\$2.9 billion) or the horticulture and fruit-growing industry (\$2.9 billion).

15. Through the SPI, Waitakere offers a significant local supply of relevant skills, and connections that facilitate doing business. Many people working in the SPI apply their talents to a range of other skilled and creative commercial activities. Waitakere also has great outdoor locations. These local factors help to attract offshore productions to operate in New Zealand, bringing in finance and expertise from overseas.
16. Given the infrastructure and the production and technical skill-sets available in Waitakere, the CCI report estimates that a major feature film could bring \$100 million into the Waitakere economy.
17. The three main studio facilities in Waitakere are: Auckland Film Studios Limited (formerly known as Henderson Valley Studios), Studio West and Westward Studios. Ambient Consulting presented the following occupancy rates for key Auckland-based sound stage facilities over the past three years:
  - Auckland Film Studios Ltd           approximately 80% occupancy
  - Studio West                               95% occupancy
  - Kelly Park                               40% occupancy
18. The survey determined that studio facilities for screen production operate overall at an average of 60-65% occupancy, and that much of the demand for Auckland's main studios comes from overseas productions. 95% of the production time booked into Auckland Film Studios Ltd has been international.

#### **Other CCI sectors with promise**

19. Some investigation has been done into the apparel industry in Waitakere. 'Textiles, leather, clothing and footwear manufacturing' (fashion/apparel) is the relevant statistical category, and 'fashion' may represent the innovative design elements of this group, but does not figure in standard reporting.
20. The logic of focusing on 'innovation' and 'fashion' is that the fashion industry, at its best, creates intellectual property, while the trend to outsource apparel manufacturing to countries where labour is cheaper means that standard manufacturing practices in New Zealand are seen to be at risk of being undercut due to our higher wage structures. New Zealand has also developed innovative textiles, particularly in natural fibres, as demonstrated by Waitakere fashion designer Miranda Brown and other designers who use merino and possum.
21. Waitakere is the home base for a number of fashion outlets. *Paula Ryan* and *High Society* (for example) have a base in the "quality" mature market, with well-designed clothing that will serve a customer well over a period of several years. They offer the advantages of brand loyalty that mean that there is no push for an entire new wardrobe each season. *Cybèle*, based in Rosebank, is headed by another successful local designer (Cybèle Wiren) who also does not resort to abrupt change, and Henderson based *Norwin New Zealand-Aotearoa* is a Maori fashion company, offering street and formal wear, and wedding attire. The *Optimum Clothing Company* in Glen Eden has been established since 1990, and markets three brands.
22. Manufacturing and wholesaling units for textiles, knits, clothing and footwear in Waitakere, Auckland City and the Auckland Region, using 2006 Statistics NZ data shows Auckland City has 51% of these units, while Waitakere's 179 enterprises constitute 11.5%.

23. Other transport (scenic and sightseeing tours), furniture and other manufacturing (wooden and metal furniture) are recognised as having growth potential in the tourism and creative sectors.

## **DECISION MAKING**

### **Issues**

24. The CCI prospects report includes an Action Plan with recommendations for appropriate interventions that will lead to sector growth and expansion. These recommendations will form the basis of a further report to the Policy and Strategy Committee as recommended in this report for consideration.
25. Four strategic moves are suggested to further develop and strengthen the creative and cultural industries:
- Identifying nearby land suitable for the expansion of the Auckland Film Studios Limited;
  - Investing in the redevelopment of the Corban Estate precinct and adjoining Council land;
  - Increasing the market for creative and cultural product and events in Waitakere; and
  - Further developing local business skills so as to access opportunities and attract investment into the creative and cultural sector.

### **The Visitor Economy**

26. Culture and the creative industries are increasingly being used to promote destinations and enhance their competitiveness and attractiveness. Many locations are now actively developing their tangible and intangible cultural assets as a means of developing comparative advantages in an increasingly competitive tourism marketplace, and to create local distinctiveness in the face of globalisation.
27. The CCI report shows how a strong link between the visitor economy and culture and the creative sector can be fostered to help places become more attractive to tourists, as well as increasing their competitiveness as locations to live, visit, work and invest in. The report draws a deliberate connection between the cultural and creative industries and the visitor economy as a further means of attracting investment into Waitakere.
28. Events play a major role in local and regional economic and social development. Waitakere's diverse cultures (with its special relationship with Te Kawerau o Maki and the land), the unique west coast geography and its arts, cultural and recreational facilities positions the city as an ideal events location and Waitakere has been well placed to host regional, national and international events. One of the quickest ways to increase visitor numbers is to promote events and the upcoming Rugby World Cup provides an ideal opportunity for Waitakere to leverage this prospect for its residents and businesses.

29. Visitor expenditure rankings within the Auckland territorial local authorities are as follows:
- |                    |     |                   |    |
|--------------------|-----|-------------------|----|
| • Auckland City    | 55% | Rodney District   | 3% |
| • Manukau City     | 28% | Franklin District | 2% |
| • North Shore City | 7%  | Papakura District | 1% |
| • Waitakere City   | 4%  |                   |    |
30. There are opportunities to increase the revenues of a range of economic sectors in Waitakere through a strategy to invest in the visitor economy, showcase the unique attributes of the locality and its experiences, and win a greater percentage of the tourist dollar.
31. Waitakere has an opportunity to stimulate the visitor economy by leveraging off its creative economy. Major visitor attractions are located in the non-urban areas, including the Waitakere Ranges, where creative activities are also located. Creative industries have a natural affinity with the Waitakere Ranges; as film locations, and venues for artists, musicians, and potters studios.
32. The CCI report should therefore be used to provide guidance to develop the City's events and tourism potential, and to guide the development of Local Area Plans and the proposed District Plan changes to encourage rural economic development.

### STRATEGIC CONTEXT

33. Economic Wellbeing is a key element of the eco city vision, and is encapsulated in the Waitakere Economic Wellbeing Strategy 2009 (WEWS) vision statement:
- “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.”
34. The WEWS supports the notion of culture and creativity, as important in building an innovative economy. It recognises the vital contribution that culture and certain “strong” sectors in the creative industries have already made and will continue to make to Waitakere's economic development. WEWS identifies people as central and the role of place as being essential for Waitakere to be recognised as a great place to live, work and do business.
35. WEWS identifies a range of actions to be implemented in the “Profile” section of the strategy whereby Waitakere is promoted through an Events Strategy, a developed Visitor Strategy, profiling successful business and innovation stories and the promotion of the value of community, cultural and recreational assets.

### CONSULTATION

36. This report has been developed following consultation with a wide range of stakeholders from business, the cultural and creative sectors, tourism organisations and council staff.

## RESOURCES

37. This report includes an Action Plan with strategic interventions for sector growth over the next 10 to 15 years. It is anticipated that further consideration of the resourcing implications to implement the CCI Action Plan will be addressed more fully at the November 2009 Policy & Strategy Committee as recommended in this agenda report for inclusion in the Annual Plan 2010 /2011.

## IMPLEMENTATION ISSUES

38. There are no implementation issues associated with this report.

## AUCKLAND COUNCIL TRANSITION ISSUES

39. The decision making proposed in this report is not constrained by section 31 of the Local Government (Tamaki Makaurau Reorganisation) Act 2009, as it does not directly or because of its consequences: significantly prejudice the reorganisation, significantly constrain the powers or capacity of the Auckland Council or any subsidiary of the Auckland Council following the reorganisation, or have a significant negative impact on the assets or liabilities that are transferred to the Auckland Council as a result of the reorganisation.

**Report prepared by:** Peta Si'ulepa, Strategic Partnerships Advisor: Economic Development



## 11 DRAFT CULTURAL WELLBEING STRATEGY

### GLOSSARY

Draft Cultural Wellbeing Strategy (the draft Strategy)

### EXECUTIVE SUMMARY

This report provides an update on the development of a draft Cultural Wellbeing Strategy for Waitakere (the draft Strategy). A copy of the draft Strategy and a one page summary overview document have been circulated under separate cover. A set of high level statements capturing the draft Strategy's updated vision and outcomes and a number of new pathways are nominated for adoption by the Policy and Strategy Committee. It is proposed that targeted consultation be undertaken on the proposed action areas in the draft Strategy. A process is outlined for consultation and completion of the draft Strategy.

### RECOMMENDATIONS

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

1. **Receive** the Draft Cultural Wellbeing Strategy For Waitakere report.
2. **Adopt** the updated vision, updated outcomes and new pathways of the Cultural Wellbeing Strategy stated in the Draft Cultural Wellbeing Strategy for Waitakere.
3. **Agree** that the draft action areas of the Draft Cultural Wellbeing Strategy for Waitakere be approved for consultation with key stakeholders.
4. **Agree** that the final Draft Cultural Wellbeing Strategy for Waitakere be brought back to the December 2009 Policy and Strategy Committee meeting for adoption.

## BACKGROUND

1. At the 4 December 2008 meeting of the Policy and Strategy Committee, a report was presented on the scope of a Cultural Wellbeing Strategy for Waitakere. The Policy and Strategy Committee resolved as follows:

*The Policy and Strategy Committee resolved to:*

- “1. **Receive** the Scope Of The Cultural Wellbeing Strategy report.
2. **Agree** that the scope of the Cultural Wellbeing Strategy is a broad, high level expression of the vision, values and principles that will enable the Council to promote cultural wellbeing in Waitakere.
3. **Agree** that the purpose of the Cultural Wellbeing Strategy is to provide high level guidance to the development of implementation policies and plans in the areas including arts, events, libraries, leisure, parks, ethnic diversity and heritage.
4. **Agree** that the scope of the Cultural Wellbeing Strategy excludes matters of implementation, specifically the level and timing of the Council’s investment in social and cultural infrastructure; and also excludes matters of governance, including the Council’s relationship with iwi/Maori, the relationship with the Waitakere Pacific Board and the Waitakere Ethnic Board and considerations of the Treaty of Waitangi.
5. **Agree** that the draft Cultural Wellbeing Strategy be brought to the Policy and Strategy Committee meeting for approval and release as a draft for consultation with key stakeholders in early 2009.
6. **Agree** that the final draft of the Cultural Wellbeing Strategy be brought to the Policy and Strategy Committee meeting for consideration and adoption in July 2009.”

2085/2008

2. Over the past year, the Council has constructed a coherent strategic framework through the development of a suite of high level strategies that encapsulate and espouse Waitakere’s strategic direction. As part of the adoption of the “Best for the West – Waitakere’s 10 Year Plan”, a summary of each of the strategies as they stood at that time was adopted, including a vision and outcomes for a Cultural Wellbeing Strategy.
3. Due to unanticipated pressures on staff time and workload, development of the draft strategy was unavoidably delayed. In order to progress the work, a consultant was contracted to develop an initial draft, taking into account input from workshops held with Councillors and with officers whose portfolios were included within the agreed scope of the Strategy. The initial draft was then peer reviewed and further developed in-house prior to being brought to the Policy and Strategy Committee for consideration.

## DECISION MAKING

### Issues

#### Scope of the Strategy

4. At its 4 December 2008 meeting, the Policy and Strategy Committee excluded from the scope of the Strategy matters of governance, including the Council's relationship with iwi/Maori and considerations of the Treaty of Waitangi, as it was anticipated that these matters would be included in the scope of a Governance Strategy. However the development of a Governance Strategy has been deferred indefinitely because of the upcoming changes to Auckland's governance. During the process of developing the draft Strategy it became apparent that these matters needed to be included and many were within the scope of the Strategy. The draft Strategy therefore now addresses matters of relevance to cultural wellbeing from a Maori perspective, including a Maori world view and consideration of the Treaty of Waitangi, particularly from a Waitakere local government perspective.
5. As noted in the report to the Policy and Strategy Committee on 4 December 2008, the Strategy was at high risk of being prone to "scope creep" due to the varying stages of development of a number of lower tier implementation plans. The Policy and Strategy Committee therefore also excluded matters of implementation from the scope of the draft Strategy. However, in the intervening period, a number of these plans have been finalised so that the Council now has an almost complete set of implementation plans that fall within the scope of the draft Strategy. A project has been launched to revise and update these plans (including renaming) to provide a better fit into the current strategic framework. These plans include:
  - Heritage Strategy and Action Plan;
  - Events Strategy;
  - Arts and Cultural Strategy;
  - Library Development Plan;
  - Creative City Plan;
  - Creative Industries Sector Plan;
  - Disability Strategic Plan; and
  - International Relations Framework.
6. In addition, a small number of implementation plans are due to be finalised in the current financial year including the Pacific Plan, a Youth Plan, an Active Recreation Strategic Plan and an Arts Infrastructure Plan. The completion of relevant implementation plans within the intervening period has enabled a vertical alignment of the high level strategic direction and lower tiers of the strategic framework and this is reflected in the proposed action areas of the draft Strategy.

#### Developing the Strategy

7. The draft Strategy has been developed using a similar framework to the Social Strategy, given the strong relationship between the desired outcomes of the two strategies as was noted at the workshop with Councillors. The key elements of the draft Strategy are captured succinctly in a one page overview document and they include:
  - Vision;
  - Guiding Principles;
  - Outcomes;
  - Pathways; and
  - Action Areas.

8. The draft Strategy aims to encompass the breadth of the Council's activities in promoting cultural wellbeing in Waitakere, while highlighting particular areas such as the arts, heritage, cultural diversity and issues of significance to Maori cultural wellbeing as discussed above. This enables the draft Strategy to express a high level statement of the desired state of cultural wellbeing while also providing guidance for the future development or review of lower tier plans and policies.
9. The draft Strategy takes a broad definition of culture that intersects with key concepts such as identity, belonging, creativity, spirituality, diversity and heritage. In Waitakere, cultural wellbeing can not be divorced from environmental wellbeing given the strong role that our natural heritage of mountain ranges, forest, streams and coastal areas has played and continues to play in defining the "westie" identity. This intertwining of the different domains of wellbeing also resonates from the perspective of a Maori world view where identity and wellbeing is strongly bound with tribal history, genealogy, geography and the concept of "tūranga waewae" i.e. the right to stand or rightful place. Waitakere is a place of creativity and expressions of culture, art and heritage through the creative industries sector also support the achievement of economic wellbeing. In addition, a sense of identity and belonging is a strong contributor to achieving social wellbeing and social cohesion in a diverse community.
10. The draft Strategy examines cultural wellbeing from within a local government context by considering the roles and activities of the Council that support the promotion of cultural wellbeing in Waitakere.

#### **STRATEGIC CONTEXT**

11. The draft Strategy is the final of a suite of six strategies and completes the high level strategic architecture that comprises the Social Strategy, the Environment Strategy, the Economic Wellbeing Strategy, the Growth Management Strategy, the Transport Strategy and a summary statement on governance. The draft Strategy particularly contributes to and supports the outcomes of the Social Strategy, the Economic Wellbeing Strategy and the Environment Strategy as noted above. The draft Strategy has been developed within a framework of sustainability as specified in the Local Government Act 2002.

#### **CONSULTATION**

12. The draft Strategy has been developed following early consultation with Councillors on the scope and internal consultation with officers with portfolios covered by the draft Strategy. The initial draft has been refined with the input of a cross section of Council staff and it is intended that the development of the final draft Strategy will continue to reflect and incorporate a range of Councillor and officer views.
13. The draft Strategy has been written to clarify the Council's role and to support the development of a shared understanding of cultural wellbeing. It is therefore proposed that consultation not be undertaken on the high level vision, outcomes and pathways but be focused on the proposed action areas of the draft Strategy. This approach enables meaningful engagement with key stakeholders on those areas of the draft Strategy that are most amenable to amendment as a result of consultation while also enabling the Council to mandate the high level direction of the draft Strategy at today's meeting.

14. While the following list of stakeholders is by no means exhaustive, it is anticipated that consultation will be undertaken with the following key stakeholders: Te Taumata Runanga, Community Boards, the Waitakere Pacific Board, the Waitakere Ethnic Board, arts and heritage organisations and the Arts Laureates. It is also proposed that a further workshop be held with Councillors to consider the detail of the draft action areas prior to finalisation of the draft Strategy.

## RESOURCES

15. There is provision of expenditure up to \$15,000 for the development of the draft Strategy from the 2009/2010 Social and Cultural Strategy budget. The consultation and completion of the draft Strategy will be led by staff from the Social and Community Development Team supported by a cross-Council officer.

## IMPLEMENTATION ISSUES

16. There are no implementation issues associated with this report. As noted earlier in this report, the availability of a number of implementation plans enables the Council to consider matters of implementation related to the draft Strategy through the relevant plan.

## AUCKLAND COUNCIL TRANSITION ISSUES

17. The decision making proposed in this report is not constrained by section 31 of the Local Government (Tamaki Makaurau Reorganisation) Act 2009, as it does not directly or because of its consequences: significantly prejudice the reorganisation, significantly constrain the powers or capacity of the Auckland Council or any subsidiary of the Auckland Council following the reorganisation, or have a significant negative impact on the assets or liabilities that are transferred to the Auckland Council as a result of the reorganisation

**Report prepared by:** Monica Sharma, Strategic Partnerships Advisor: Ethnic Communities and Team Leader Cultural Wellbeing, Social and Community Development Team.



## 12 COMMUNITY LEASES POLICY

### GLOSSARY

Community Leases Policy	(the policy)
Draft Community Leases Policy	(the draft policy)
Policy and Strategy Committee	(the Committee)
Lease Assessment Group	(LAG)

### EXECUTIVE SUMMARY

A233-A253 The purpose of this report is to report back on the Community Leases Policy (the policy) review. The revised Draft Community Leases Policy (the draft policy), with assessment and reporting forms as attached at pages A233 to A253, are presented to the Policy and Strategy Committee (the Committee) for approval prior to being sent out for public consultation.

It was identified in 2008 that an urgent update was required to revise the policy to provide more clarity and address inconsistencies in the policy and community lease implementation process. At present many leases are unable to be fully processed until a new policy is adopted. A realistic rental and tenure structure was needed that provides a fairer and more equitable fee structure as well as scope for granting leases beyond the present five year only term. It also needed to address the issue of rental charges to community leaseholder organisations who conduct commercial activities alongside their community activities.

The policy also required reviewing in the context of changing conditions related to increased urban growth and intensification, the Council experiencing increased pressure for provision of community facilities and the impending Auckland Council merger.

The draft policy provides clear objectives with revised assessment criteria, a more refined assessment and reporting process to ensure transparency and accountability, Council and lessee roles and responsibilities and a simplified fee and tenure structure with the ability to charge a five per cent additional rate for commercial activities conducted on Council premises returning over \$100,000 in sales revenue. A further option of charging market rents but providing Council grants to subsidise rental costs has also been included for the Committee's consideration.

A communications plan has been developed with a timeframe and process for consultation (September-October 2009) to allow for public submissions. It is anticipated that a final policy could be adopted and ready for implementation by December 2009.

### **RECOMMENDATIONS**

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

1. **Receive** the Community Leases Policy report.
2. **Agree**, subject to resolution 3 below, that the draft Community Leases Policy with attached documents is sent out for public consultation.
3. **Note** that resolution 2 above be subject to confirmation by the Auckland Transition Agency.

### **BACKGROUND**

- A254-A262
1. The original policy attached at pages A254 to A262 was adopted in 1998 to support local communities through leasing Council properties at nominal rates to community organisations that provide local services and activities on a voluntary or not for profit basis.
  2. Most community leases are on public land owned or administered by Council. They fall into two groups, Council owned buildings or Community group owned buildings. Other leases may include space inside a Council administered community facility such as the New Lynn Community Centre.
- A263-A265
3. There are currently 111 land only leases where Council owns/administers the land and the tenant owns the building, 42 land and building leases where Council owns/ administers the land and owns the buildings and 11 leases of space in a Council owned building attached at pages A263 to A265.
  4. The policy is the key document guiding the provision and conditions of subsidised leases to community organisations. The 1998 policy does not meet present needs and urgently requires revision to ensure transparency and clear processes and conditions.

5. There is also concern that many current leases are due for renewal. These can not be fully processed until a new policy is adopted. Some of these organisations wish to upgrade or renovate their premises and/or plan for expanding activities and their current tenure terms do not provide sufficient security of tenure to undertake fundraising or apply for the level of funding required for these purposes.
6. A report identifying key issues impacting on the Council and existing/future community lease-holders was taken to the Committee by Leisure Services on 5 June 2008. These included City growth, urban intensification, future planning needs, equity and community wellbeing, increased competition for resources, fair pricing and the need to revise lease terms. A further issue was a requirement to provide security of tenure as far as possible for lessees heading into the new Auckland Council environment.
7. Capacity issues to undertake this review during 2008 were also raised at this meeting and the Committee resolved as follows:

*The Policy & Strategy Committee resolved to:*

“2. *Agree to the Leisure Services unit undertaking the review of the Community Leases Policy and report back to the Policy and Strategy Committee before the end of 2009*”

902/2008

8. This review was managed by the Strategist Analyst: Social Wellbeing with significant input by the Lease Assessment Group (LAG) comprising Tenancy Operations and Support, Parks and Open Space Assets, Leisure Services, and Property Assets as well as Social and Cultural Strategy and Legal Services. An independent consultant was contracted to undertake the review and rewriting of the draft policy.
9. New application forms as well as a lessee reporting template have been developed by Tenancy Operations and Support. Contracting forms are currently being revised. These will support the draft policy and ensure consistency and accountability throughout the process of implementing the policy.
10. Pending approval by the Committee at today's meeting and subject to confirmation by the Auckland Transition Agency, a public consultation process on the draft policy will be held in September/October 2009. All existing leaseholders will be notified of a 31 day consultation period for written/online submissions.
11. Submissions and feedback will be analysed and used to inform the final policy to be drafted for a decision by the Committee in November 2009.

## **DECISION MAKING**

### **Issues**

12. There is an urgent need to provide an updated policy with clear processes and conditions as well as security of tenure heading into the new Auckland Council environment. Currently 61 leases are operating on a month by month lease basis with a further 24 coming up for renewal by the end of 2009.

13. Key policy needs identified include:
- Clear transparent criteria for assessing leases and setting lease terms and conditions;
  - Clear responsibilities for both lessees and Council;
  - Clear processes for assessing, approving, monitoring and reviewing leases to address inconsistencies and provide a fair but flexible approach;
  - Revision of fees and lease tenure to reflect a simpler and fairer fee and tenure structure aligned with the objectives of the draft policy; and
  - General consistency with other Councils in the region.

### Proposed Changes

14. The draft policy is similar to the existing policy but has been amended to reflect current circumstances and needs. Key changes have been made below to simplify and enhance the intent and implementation of the policy. These key changes are as follows:
- Clear policy objectives.
  - Revised assessment criteria and updated assessment and reporting forms for monitoring and review purposes.
  - An identified contact role within Council to coordinate all enquiries, applications and relevant lease processes.
  - Simplified fee and tenure structure.
    - \$100 excluding GST application lodgement fee;
    - Ten year leases (five years plus five year right of renewal) with annual reviews for Council leased land and/or buildings (\$250 p.a. excluding GST, land only or \$500 p.a. land and buildings excluding GST); and
    - Fifteen year leases (ten years plus five year right of renewal) with annual reviews for community organisations that own their own building on Council land (\$250 p.a. excluding GST).
  - The right to charge community organisations that generate more than \$100,000 net revenue p.a. from commercial activities undertaken on their premises, an additional annual 5% of this revenue. This would largely apply to some of the 32 organisations that currently hold liquor licenses and sell food and liquor as a commercial activity in conjunction with their community activities. The exact number is unknown due to an insufficient return of annual reports with financial statements. The draft policy requires the annual completion of a reporting template which includes financial statements to ensure commercial revenue can be monitored and reviewed and rent adjusted accordingly.
  - Auckland City reviewed their Community and Recreation Lease Policy earlier this year. They approved a fee structure to support a fairer rent scale that required leaseholders undertaking commercial activities generating over \$100,000 p.a. in revenue to pay an additional 5% on top of their standard lease fee. They selected a threshold of \$100,000 p.a. that equates to approximately \$2,000 revenue per week. A sensitivity analysis to gauge impacts on community leaseholder groups generating income between \$75-\$125,000 p.a. was undertaken on the 25 groups who fitted into this category. The lower threshold of \$75,000 was shown to generate higher income, but impacted on a larger number of community groups. They determined that a \$100,000 threshold still allowed community organisations to generate income on a small-to medium scale before rental adjustments under their new policy.
  - The role of Council as both a good landlord and community wellbeing broker in ensuring its facilities are most effectively used to meet most community needs.

### Options Identified

15. As well as the changes outlined in the draft policy, one further option for consideration (Option 3 in the table below) has been posed by Legal Services. This is with regard to the fee structure to ensure greater transparency and accountability around costs and community activity provision. Market rents could be charged and a grant system instituted to provide community organisations with the funding required to pay the market rent set.
- A266-A269 16. More detailed explanation in a memo on social rentals was previously given as information to Committee Members by Denis Sheard, as attached at pages A266 to A269.

### Assessment of Options

#### Fee Structure

17. The following table outlines the most significant options for the Committee's consideration. Options 1 and 2 only are included in the draft policy.

Options	Advantages	Disadvantages
<p>1. <b>Three tier fee structure</b> in draft policy:</p> <ul style="list-style-type: none"> <li>• \$500 per annum Council owned land and building, excluding GST;</li> <li>• \$250 per annum Council owned land only, excluding GST; and</li> <li>• \$250 per annum Community owned building on Council land, excluding GST.</li> </ul>	<p>Is applied consistently, simple to understand and administer with increased accountability provisions.</p> <p>Removes subjectivity in terms of location, underlying land value and use.</p> <p>Fee is set at an affordable level for community organisations.</p>	<p>Does not reflect the real value of renting the facility.</p> <p>Provides substantial concessions to those organisations who operate commercial activities and pay nominal rents.</p> <p>Council may have to pay additional costs at market rates if relocation required for public works e.g. New Lynn Kindergarten. Relevant clauses could be inserted to address this.</p>
<p>2. <b>Three tier fee structure</b> with additional proposed 5% fee.</p> <p>for those groups (up to 32) generating net sales revenue over \$100,000 per annum from commercial activities such as liquor and food sales.</p> <p>The additional fee would be capped at a rate of no</p>	<p>Would return fairer rental revenue from groups who are benefiting from commercial activities operated from Council facilities with nominal community lease rents.</p> <p>Would provide additional monies to offset the actual costs of community leases such as staff time and maintenance.</p>	<p>Could be perceived as unfair to groups that meet the \$100,000 net sales commercial activity threshold and operate commercial activities for self-sustaining purposes.</p> <p>Would not apply to all groups undertaking significant commercial activities who fall</p>

Options	Advantages	Disadvantages
<p>higher than the market rent value and levied on the basis of monitoring annual financial statements and reviews.</p>	<p>Would provide monies that could be returned to the community through assistance grants.</p> <p>Aligns with other Council policies recently reviewed or under review in the region.</p>	<p>under the threshold of \$100,000 net sales.</p> <p>Additional administrative and monitoring costs.</p>
<p><b>3. Amended fee structure to be based on market rents and grant system</b></p>	<p>Reflects size, locality and value of land occupied.</p> <p>Would promote more transparency and accountability to achieve requisite standards of prudent stewardship under fiduciary duty principles.</p> <p>Could allow Council more control of leases through withdrawal of rental grants to community groups not meeting their contractual obligations.</p>	<p>Does not reflect the intent of the policy to provide support for voluntary community activities through direct provision of facilities at nominal rentals.</p> <p>Previous attempts to adopt this type of approach using sliding scales for grant eligibility have proved more complicated and costly to administer. It requires additional transaction costs for both councils and community organisations.</p> <p>Other councils with this type of system are reported to be now moving towards flat rates, particularly because of the recession which has placed additional pressure on community organisations.</p> <p>Would require additional resources to establish grant criteria and levels, assess grants allocation and a separate or extension of an existing grant system to administer and monitor all rental grants.</p>

### Consideration of Community Views

18. These will be canvassed through the consultation process although it is thought unlikely that most community groups would favour a market rent and grant subsidy scheme.

### Preferred Option

19. The preferred option is that the Council consult only on Options 1 and 2 as outlined in the draft policy. The overall recommendation from Council officers is to approve the fee and tenure structure as stated in the draft policy. This clearly aligns with the purpose of community leases and provides for ease of implementation for both Council and community organisation lessees.
20. There is an alternative view presented by Legal Services for a market rent/grant subsidy scheme outlined in Option 3 that is considered to better comply with Council's requirements for fiscal prudence under the Local Government Act 2002.
21. The Committee is required to determine whether Option 3 is also included as an amendment to the attached draft policy as the preferred Council option for community consultation.

### STRATEGIC CONTEXT

22. Community leases are an essential component of Council support in meeting its Community Outcomes, commitment to key Council policies and plans such as the Social Strategy, Parks and Open Spaces Strategic Plan, Active Recreation Strategic Plan and Social Infrastructure Planning Framework to ensure that social infrastructure is in place to effectively meet existing and future growth needs of the City and equitable outcomes for its diverse population groups.
23. Key Community Outcomes which align with the draft policy are: Strong Communities, Strong Economy, Urban and Rural Villages, Toi Ora - Healthy Lifestyles, Vibrant Arts and Culture, and Working Together.

### CONSULTATION

24. Tenancy Operations and Support, Parks and Open Space Assets, Leisure Services, and Property Assets as well as Social and Cultural Strategy and Legal Services have been consulted extensively through the process. An update has been given to Te Taumata Runanga.
25. All relevant documentation was reviewed including detailed suggestions from staff in relevant operational areas. Three workshops were held with LAG team members, the social infrastructure planners and the Council legal services advisor in May, June and August 2009 to identify key issues, options and reach consensus on the draft policy.
26. A workshop was held in July 2009 to enable Councillors and Community Board Members to receive information on the policy review and to offer their input. A further combined Community Boards evening meeting was held on 10 August 2009 to receive feedback on the draft policy.
27. Copies of similar policies and supporting documents were obtained from other Councils in the region who had recently reviewed or were in the process of reviewing their policies. Discussion with policy analysts and operational staff in these Councils indicated common issues and approaches in the development and review of these policies.

28. All key stakeholders who have applied for community leases over the last year and/or whose leases have expired have been made aware informally that a review is underway. They have not been actively engaged in any consultation to date.
29. A communications and consultation plan has been developed based on a public notification and online submission process. Main stakeholders to be consulted in the public consultation process will include all the current lessees with information also going out specifically to Te Taumata Runanga, iwi, the Waitakere Pacific Board and the Waitakere Ethnic Board.

## RESOURCES

30. Designated staff time is available to undertake the public consultation and enable the further revision of this policy as required.

## IMPLEMENTATION ISSUES

31. The public consultation process can commence following approval of the documentation at today's meeting. Preparations are already under way for the public notification process. Any further implementation issues will be addressed once the final policy is adopted.

## AUCKLAND COUNCIL TRANSITION ISSUES

32. The Local Government (Tamaki Makaurau Reorganisation) Act 2009 imposes restrictions on Waitakere City Council's decision making capabilities in respect of section 31 (5) (d) (i) as any contracts entered into may impose an obligation on the organisation after 30 June 2011.

**Report prepared by:** Kim Conway, Strategic Analyst: Social Wellbeing.



## 13 DRAFT WAITAKERE CITY COUNCIL PARTNERING POLICY

### GLOSSARY

Draft Waitakere City Council Partnering Policy (the Policy)

### EXECUTIVE SUMMARY

In Waitakere, partnering has been a way of working for many years. Council has played an active and valued role in the partnering culture that has developed within the City, investing in strategic initiatives, organisations and collaboration to help achieve key City goals and community outcomes.

This report documents the Council's longstanding approach to partnering and presents a draft Waitakere City Council Partnering Policy (the Policy) for approval and consultation with key city partners over the September - October 2009 period.

## RECOMMENDATIONS

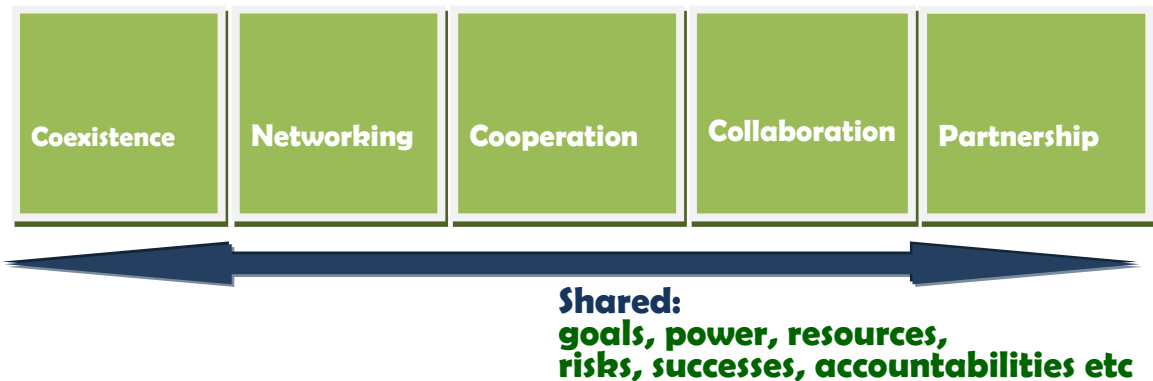
It is recommended that the Policy and Strategy Committee resolve to:

1. **Receive** the Draft Waitakere City Council Partnering Policy report.
2. **Approve** the Draft Waitakere City Council Partnering Policy for consultation with key City partners in the September-October 2009 period.
3. **Invite** Te Taumata Runanga to consider the draft Waitakere City Council Partnering Policy at its September 2009 meeting and offer advice and input into the draft Waitakere City Council Partnering Policy presented.
4. **Agree** that the final draft Waitakere City Council Partnering Policy be brought back to the November 2009 Policy and Strategy Committee meeting for adoption.

## **BACKGROUND**

1. Over the last 20 plus years a range of individuals, organisations and sectors in Waitakere have been working collectively to scope and set local visions and solve local issues and problems. During this time, a local culture of sustainable city thinking and working has emerged with partnering and community empowerment at the heart; this is often referred to as the 'Waitakere Way.'
2. Council has had a key part to play in the City's partnering journey. For many years Council has been committed to working together with a wide range of organisations and agencies to advance both Council and Community Outcomes. As a result a number of strong relationships and purposeful alliances have been forged that have resulted in new approaches, new infrastructure, and many new resources and services for the City.
- A270-A271 3. A key finding of the 2002 - 2005 "Strengthening Communities through Local Partnerships" research project based in Waitakere, and attached at pages A270 to A271, was the key leadership role that the Council had played in enabling, facilitating and, in some cases, initiating a collaborative culture among various agencies and sectors in the City. These roles were both acknowledged and valued by community and government partners alike.
4. However, much of the Council's 'partnering practice' has existed without a formal policy context. A core recommendation from the 'partnerships research' was for the Council to develop a specific partnering policy framework. Having a specific policy was seen as a way to more clearly articulate Council's partnering principles and practices, which in turn would enhance organisational effectiveness and consistency in partnering practice. A policy was also seen as giving clarity and guidance for those working and partnering with the Council as to what they could expect.
5. It should be noted that partnering and partnership are not the same thing. *Partnering* is about a way of interagency working that includes a broad range of activity ranging from general networking at one end of the spectrum through to the more formal partnership at the other. Working at the latter end of the partnering continuum in a formal *partnership* sees parties agreeing to share power, decision making, resources, risks and accountabilities for achieving agreed outcomes. Requiring significant investments in time and resources, partnerships are clearly not appropriate in all situations.

6. A diagram showing a continuum towards achieving partnership is shown below:



### DECISION MAKING

7. As noted above, Council has extensive experience in partnering and is respected for the approaches and ways of working that have developed. As a partner, Council is seen to be open and flexible and willing to listen, adapt, and innovate. There is strong community support for the wide range of roles that Council currently undertakes in partnering with other organisations.
- A272-A281 8. The Policy that is attached as A272 to A279 for the Committee's consideration and approval has been built up from existing practice, experience and documented Waitakere research around partnering. Attached at pages A280 to A281 are some descriptive examples of varied partnering roles that Council currently plays, key components of the policy include:
- Statement of what partnering is and Council's approach;
  - Principles of partnering;
  - The diverse partnering roles that Council plays; and
  - Practical steps that Council will take to support partnering and enhance its own partnering practice.
- A282-A290 9. Accompanying the draft policy is a "Partnering Policy – Practice Checklists and Helpful Hints" guide. This is attached at pages A282 to A290 and includes practical advice on:
- When and when not to partner;
  - Different degrees of partnering and implications for partnering organisations;
  - Assessing the 'health' of a partnering arrangement; and
  - When to formalise and document partnering arrangements and what kind of agreement frameworks to use.

### Issues

#### Relationships to other Policies

10. The Policy would supersede the Policy for New Formal Council Relationships adopted by Council in 2005. Many of the strategic elements of the 2005 Policy have now been incorporated into the Policy presented which is an umbrella framework to guide Council's actions in a more generic way. The Policy for New Formal Relationships relates to the very few situations where Council is considering a formal relationship with another party that involves significant Council funding and resourcing i.e. triggers the Council's Policy on Significance; requiring an ongoing commitment from Council and the creation of a new entity or governance structure.

11. The Policy does not replace a Treaty of Waitangi framework. It is expected that both policies would sit alongside each other.
12. The Policy does not replace the Council's Partnerships with the Private Sector Policy. The Policy is focused on partnering arrangements with government and community sector parties and networks.

#### **Preparation of Partnering Database**

13. Included in the Policy is the creation of a Council strategic partnering database or register. Centralising core partnering documentation will mean a more comprehensive approach and shared understanding about the diverse strategic relationships and formal partnering agreements that the organisation has developed. This database will be prepared as part of the upcoming Auckland Transition Agency discovery phase and is expected to contain information on:
  - Nature and purpose of strategic partnering relationships;
  - Existence of formal documentation and/or agreements;
  - Roles and responsibilities of elected member and officers in supporting each partnering arrangement e.g. representation, relationship management etc; and
  - Identification of political and officer 'champions' to oversee/offer practical support to the partnering arrangement as required.

#### **Relationship Management**

14. The importance of collaboration champions and relationship management roles has been strongly articulated by Council's external partners. Partners talked about the need for relationship managers who can:
  - Guide partners through complex Council processes and structures;
  - Coordinate a 'whole of Council' response to presenting issues;
  - "Untie" knots that sometimes result from partners relating to different/unrelated parts of the organisation; and
  - Make connection and add value to what the Council and partners are each doing/have planned.
15. Both external partners and internal Council stakeholders made several suggestions on ways to improve the effectiveness of Council's current relationship management function including:
  - Identifying political and officer 'champions' for each strategic relationship/working together arrangement; and
  - Developing 'job descriptions' and communication processes so that roles and responsibilities for relevant actions and partnering support processes are clear.

#### **Changing the Nature of Relationships**

16. As noted in the Policy, Council can play a number of partnering roles. As relationships and trust between Council and external organisations builds, often a shared aspiration arises to change the nature of relationships from service purchaser/provider contract based relationship to more collaborative/relational ones. In these cases, more relational approaches to contracting should be encouraged and developed as this often provides an opportunity to bring greater long term value for both sides.

### Longer term funding arrangements

17. Council currently has a number of different ways that it resources and funds the organisations with which it is partnering. In some cases, resourcing is in kind (e.g. staff time, provision of meeting rooms, administration support etc.) and in other cases Council purchases services or agrees to financially resource jointly agreed work programmes. Over time, many of Council's partnering arrangements have moved from initial one year to three year partnering and funding agreements. There have been calls from key partner organisations for Council to consider even longer term funding to enable greater certainty in planning and service delivery.
18. In cases where Council and its partners have been working successfully together and established high levels of trust, and a long term shared work programme has been developed, then consideration should be given to baseline funding these key strategic partnering arrangements. It is suggested that baseline funding for core ongoing tasks could also be augmented by annual funding for specific projects or initiatives.

### STRATEGIC CONTEXT

19. Partnering has also been identified as one of the City's 14 Community Outcomes:
  - **Working Together: Te mahi tahi** – “we have a culture of working together as a City, as a neighbourhood and as a family, efficiently using our time, people and resources.”
20. Waitakere aims to create an eco city - a network of resilient, productive and prosperous communities, living in compact towns and neighbourhoods, nourishing the environment, and celebrating our diverse and creative lifestyles. Partnership is one of eight core principles that underpin Council's strategic direction.
21. Here in Waitakere, partnering approaches are also inherent within each of Council's six key strategies, with partnering seen as a key means through which Council's eco city vision will be achieved.
22. In addition, section 14 of the Local Government Act 2002 requires local authorities to collaborate and cooperate with other local authorities and bodies it considers appropriate to promote or achieve its priorities and desired outcomes, and make efficient use of resources.

### CONSULTATION

23. As noted above, through the Strengthening Communities through Local Partnership project, considerable community dialogue on partnering issues and approaches took place. The Policy presented builds on this work and has also been supplemented by two workshops earlier in 2009.
24. In February 2009, a workshop with a diverse range of the City's key external partner organisations was held. Around 100 people attended the session which considered the following questions:
  - What does your organisation like about Council's unwritten partnering approach and what elements do you think should become part of a formal written Council policy?; and
  - What are the key issues you find in partnering with the Council? What ideas do you have for improving Council's partnering practice?

25. A parallel 'internal' session which focused on similar questions was held with Council staff and politicians in March 2009. Sets of notes from both of these workshops are available in the Councillors' Lounge.
26. Members of Te Taumata Runanga and local iwi were invited to attend the workshop sessions. On 14 September 2009, the draft Policy will be presented to Te Taumata Runanga for its consideration and input.

### RESOURCES

27. Funding of \$15,000 has been allocated from the Social and Cultural Strategy budget 2009/2010 to complete the development of the Policy and the accompanying documentation.

### IMPLEMENTATION ISSUES

28. Over the next 12 months, the Council's internal staff partnering network will continue to discuss ways to improve and enhance partnering practice across the Council. Relationships with existing strategic partners will need to also be carefully and thoughtfully managed in the transition to new regional governance arrangements to ensure that the momentum and collective ways of working are maintained and resourced in an ongoing way.
29. To build on the extensive learning in Waitakere about partnering and the local government role, a reflective report on partnering is currently being prepared. It is expected that this report will be a useful resource for Council's community partners and future local government organisations based or working in the Waitakere area.

### AUCKLAND COUNCIL TRANSITION ISSUES

30. The decision making proposed in this report is not constrained by section 31 of the Local Government (Tamaki Makaurau Reorganisation) Act 2009, as it does not directly or because of its consequences: significantly prejudice the reorganisation, significantly constrain the powers or capacity of the Auckland Council or any subsidiary of the Auckland Council following the reorganisation, or have a significant negative impact on the assets or liabilities that are transferred to the Auckland Council as a result of the reorganisation.
31. A draft of the Policy will be included in documentation prepared for the Auckland Transition Agency as part of the discovery phase of the transition to the Auckland Council. The final policy will be submitted when adopted by the Policy and Strategy Committee.

**Report prepared by:** Tony Rea, Group Manager: Social and Cultural Strategy.

### 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 consultation feedback on the draft Waitakere City Library Development Plan 2009 – 2019 (draft Plan) and to seek approval of the Policy and Strategy Committee to adopt the final Waitakere City Library Development Plan 2009 – 2019 (final Plan) with several minor amendments as noted.

## RECOMMENDATIONS

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

1. **Receive** the Waitakere City Library Development Plan 2009 - 2019.
2. **Approve** 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. The 1998 Library Development Plan has been superseded by time and events, notably the major capital investment made in libraries since this time, technology changes and related regional and national developments.
2. The draft Plan was 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 Maori community to ensure that the views of tangata whenua were represented in the final Plan.
- A291-A329 3. The draft Plan was approved for community consultation by the Policy and Strategy Committee in June 2009, and the summary consultation document consulted upon is attached at pages A291 to A301, along with the full version of the draft Plan attached at pages A302 to A329. Copies of this summary were provided in all libraries and on the Council's website between 8 July 2009 and 31 July 2009. Copies of the summary draft Plan and the draft Plan were also presented to the Waitakere Ethnic Board on 12 August 2009 and to the Pacific Advisory Board on 19 August 2009. Full copies of the draft Plan were available upon request at Council libraries and on the website.
4. Feedback was 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.

## DECISION MAKING

### Issues

#### **Feedback on the draft Waitakere City Library Development Plan 2009 - 2019**

5. Three submissions were received on the draft Plan; one from Unitec and two from separate individual residents.

6. The key submission points from each submitter are summarised below.

Submitter	Submissions
One (Unitec)	<p>Strong alignment expressed between Unitec and the values and actions in the draft plan.</p> <p>Support for:</p> <ul style="list-style-type: none"> <li>• Continued active collaboration with the library service that grows and strengthens (the partnership is highly valued by Unitec);</li> <li>• The proposed library vision and objectives to 2019;</li> <li>• The guiding principles; and</li> <li>• Strongly supportive of the key action areas and in particular: <ul style="list-style-type: none"> <li>○ Plan for new library facilities and increase experimentation with space;</li> <li>○ Continue with and promote Learning Centres; and</li> <li>○ Strengthen relationship and partnership development.</li> </ul> </li> </ul> <p>Seeks:</p> <ul style="list-style-type: none"> <li>• Adding a guiding principle around partnership, i.e. “The library service will strive to build and maintain enduring partnerships in order to maximise outcomes to the community.”</li> </ul>
Two (individual)	<p>Support for:</p> <ul style="list-style-type: none"> <li>• Book kiosks to allow greater access to printed books by the wider community.</li> </ul> <p>Seeks:</p> <ul style="list-style-type: none"> <li>• A second storey added on to the New Lynn Library, containing a young adult, learning centre and staff room on one side and a quiet reference and study area on the other side;</li> <li>• Interior courtyards within libraries for reading and relaxing;</li> <li>• Any music in libraries to be reflective and low volume; and</li> <li>• Removal of television sets and playing of Sky Channels.</li> </ul>
Three (individual)	<p>Support for:</p> <ul style="list-style-type: none"> <li>• Enhancing broadband speed, subject to cost and integrated regional strategy;</li> <li>• Region wide library access providing services equal to or better than current services; and</li> <li>• Multiple formats ie printed, electronic and digital resources.</li> </ul> <p>Seeks:</p> <ul style="list-style-type: none"> <li>• Open access to all systems rather than users only, eg Unitec services;</li> <li>• A focus on research and areas to read and enlarging</li> </ul>

Submitter	Submissions
	facilities over time; <ul style="list-style-type: none"> <li>• Full meeting of libraries legal and ethical responsibilities, including copyright and managing downloading if people bring their own laptops into libraries;</li> <li>• Updating current systems to ensure New Zealand libraries reflect international standards; and</li> <li>• Getting current services right before venturing into new services.</li> </ul>

7. Based on this consultation feedback, it is suggested that the following amendments only are made to the draft Plan:

- Adding a guiding principle reflecting a commitment to partnership; and
- Noting in the final Plan the need to continue to meet legal and ethical responsibilities; enlarge facilities over time as funding allows, reflecting identified needs; and the need to constantly be updating and monitoring services to ensure parity with international library advances and standards.

### STRATEGIC CONTEXT

8. The Library Development Plan 2009- 2019 shapes and directs the Library Service with the intent of contributing to achieving community outcomes and Council strategies or strategic priorities. The Library contributes to:

- The Community Outcome, Mauri Ora and the Treaty of Waitangi strategic priority by providing access to Māori cultural knowledge and information;
- The Community Outcome, Strong Communities and the social strategy by providing facilities as social gathering places and programmes, events and services which encourage community interaction;
- The Community Outcome, Toiora and the social strategy by providing information, events and programmes which encourage a healthy lifestyle and participation in lifelong education; and
- The Community Outcome Vibrant Arts and Culture and the cultural wellbeing strategy through the support and encouragement given to the literary arts and literary events and through the development of oral and documentary heritage collections.

9. 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

10. The purpose of this report was to advise the Policy and Strategy Committee of the consultation that has been undertaken of the draft Plan and to précis the feedback received on the draft Plan.

### RESOURCES

11. The brief and contract for the consultant engaged to undertake the development of the draft Plan encompassed all of the tasks necessary to deliver a full and complete final Plan. The funding for this body of work was allocated within the Long Term Council Community Plan 2006 – 2016. There are no additional staffing resources required to assist the consultant to complete this body of work.

12. The funding for the contract to develop the final Plan was met from within the Annual Plan 2008/2009 and was fully expended in that financial year. No additional funding is required to produce the final Plan.

#### **IMPLEMENTATION ISSUES**

13. The original intent at the commencement of the project in July 2008 was to develop two separate and complete documents. The first document was to be the Library Development Plan which was intended to have a long term view of the development of library services. The second document was to be a shorter term Implementation Plan which would structure and define the process and costs for achieving the goals of the Library Development Plan. After the announcement of the timeframe for the transition to a single unitary authority it was decided with the approval of the Policy and Strategy Committee to forego the creation of the Implementation Plan until a future point after the transition. As a consequence there are no implementation issues arising from the adoption of the final Plan.
14. There are no perceived implementation issues in the task of preparing the final Plan.

#### **AUCKLAND COUNCIL TRANSITION ISSUES**

15. The decision making proposed in this report is not constrained by section 31 of the Local Government (Tamaki Makaurau Reorganisation) Act 2009, as it does not directly or because of its consequences: significantly prejudice the reorganisation, significantly constrain the powers or capacity of the Auckland Council or any subsidiary of the Auckland Council following the reorganisation, or have a significant negative impact on the assets or liabilities that are transferred to the Auckland Council as a result of the reorganisation.

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



#### **15 PROPOSED LOCAL AREA PLANS - UPDATES**

