



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, 8 October 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.

2 October 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	WH	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, 8 OCTOBER 2009  
COMMENCING AT 9.30 AM**

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**1 APOLOGIES**



**2 URGENT BUSINESS**

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

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

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

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



**3 CONFLICTS OF INTEREST**

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



**4 CONFIRMATION OF MINUTES**

Meeting Minutes - Thursday, 3 September 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, 3 September 2009 as circulated, and that they be taken as read and now be confirmed.



## 5 ACTIVE RECREATION STRATEGIC PLAN

### GLOSSARY

Active Recreation Strategic Plan	(Strategic Plan)
New Zealand Recreation Association	(NZRA)
Sport and Recreation New Zealand	(SPARC)

### EXECUTIVE SUMMARY

The purpose of this report is to seek endorsement for the adoption of the Active Recreation Strategic Plan (Strategic Plan).

The Strategic Plan is part of Council's new strategic framework and provides a whole of Council framework for making decisions on the delivery and provision of active recreation in Waitakere.

*A1-A50* The Strategic Plan will record Waitakere's approach to active recreation and will be an important legacy document for Waitakere and a reference document for the Auckland Council in the future. A copy of the Strategic Plan is attached at pages A1 to A50.

### RECOMMENDATIONS

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

1. **Receive** the Active Recreation Strategic Plan report.
2. **Approve** the adoption of the Active Recreation Strategic Plan, incorporating any amendments as identified by the Policy and Strategy Committee at its meeting held on 8 October 2009.

### BACKGROUND

1. Leisure Services is a diverse unit within Council that is responsible for the provision and support of recreation and leisure in Waitakere as well as performing a strong community development role through grant funding and supporting not for profit groups.
2. A draft Leisure Strategy was prepared in 2006. However, it was not adopted by Council. Since then a review has been undertaken of the Council's strategic framework which now sees six Council Strategies replace the Council's previous Strategic Platforms.
3. Under this new framework a series of strategic plans have been or are being developed for specific areas of Council's business such as parks and open spaces and community development strategic plans.
4. The Strategic Plan provides a clear framework across Council to guide decision making for those units that have a role in providing and supporting active recreation.

### DECISION MAKING

#### Issues

##### Active Recreation

5. The definition of recreation, as adopted by the New Zealand Recreation Association (NZRA) and used in the Strategic Plan is:

*“an activity done for pleasure or relaxation that refreshes and recreates. It revitalises your body and mind by means of some pastime, sport, agreeable exercise, play, games or hobbies.”*

6. Recreation activities can be either:
  - a) Active – involving the participant in doing an activity or
  - b) Passive – involving the participant in watching others involved in activity.
7. Active and passive forms of recreation have significant value to the physical, mental, social wellbeing of individuals and communities. However, this Strategic Plan specifically focuses on the active forms of recreation, whilst other Council strategic documents will consider the need to support passive forms of recreation.

### **Purpose**

8. The purpose of the Strategic Plan is to provide a framework for assisting Council, and the key stakeholders involved in the delivery of active recreation, to address the changing environment and increase participation in active recreation in Waitakere.
9. In light of the impending changes to the structure of Local Government in the Auckland region, the Strategic Plan has a limited life but becomes a key reference document for the Auckland Council on how Waitakere delivers and supports active recreation. It highlights the strengths that currently exist in Waitakere, such as the strong collaboration and partnership approach, strong leadership, networks of key stakeholders and the place-based approach for delivering active recreation. The Strategic Plan incorporates best practice and the latest research to provide a framework for decision making related to active recreation.
10. Waitakere City Council, along with the North Shore City Council, do not currently have a strategic framework for delivering active recreation in their regions, whereas Auckland and Manukau City Council's have adopted strategic documents. North Shore City Council initiated the development of an active recreation strategic plan for the North Shore at the same time as Waitakere City Council. Council officers have worked closely with North Shore City Council to develop a strategic plan that, wherever possible, aligns and incorporates similar strategic thinking. This should assist the Auckland Transition Agency as the 'Design' phase of the transition begins, with two councils already establishing similar frameworks for the future delivery of active recreation.

### **Investment in Active Recreation**

11. Council invests significantly in active recreation through infrastructure such as:
  - a) Parks and sport fields;
  - b) Walkways and cycle ways;
  - c) Recreation centres and community centres;
  - d) Half courts, netball courts, boat ramps; and
  - e) Playgrounds.
12. Council also supports a number of organisations including Sport Waitakere, Active Waitakere, the Young Men's Christian Association and The Trusts Stadium to support the active recreation sector and provide active recreation opportunities.
13. Council invests in active recreation because it is a significant contributor to the wellbeing of residents. Benefits of participation in active recreation include:

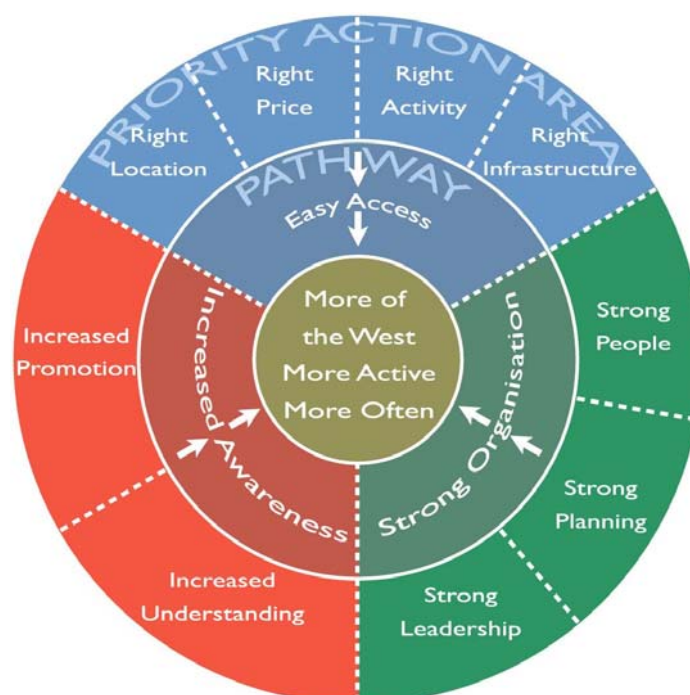
- a) Enhancing individual health and wellbeing;
- b) Increasing social cohesion, contributing to strong families and bringing communities together;
- c) Building individual self-esteem and self image;
- d) Developing community pride;
- e) Generating economic activity;
- f) Creating liveable communities;
- g) Improved quality of life;
- h) Reducing healthcare costs;
- i) Attracts residents and adds value to local communities; and above all,
- j) Provides a fun and enjoyable experience.

### Outcome, Pathways and Priority Action Areas

- 14. The key outcome of the Strategic Plan is to get more Waitakere residents participating more often in active recreation so as to receive the benefits outlined above.
- 15. The Strategic Plan identifies three pathways: Strong Organisation, Easy Access and Increased Awareness, which contribute towards achieving the outcome. Each pathway then has a set of Priority Action Areas which are outlined in the table below.

<b>Pathway 1 Strong Organisation</b>	<p><b>Priority Action Area 1 - Strong Leadership:</b> A network of local and citywide leaders who align with the vision 'More of the West More Active More Often' and supporting them to deliver that vision.</p> <p><b>Priority Action Area 2 - Strong Planning:</b> Having effective plans that have a strong evidence base and involve key stakeholders in the process.</p> <p><b>Priority Action Area 3 - Strong People:</b> Developing a group of capable and skilled people to deliver active recreation in the West.</p>
<b>Pathway 2 Easy Access</b>	<p><b>Priority Action Area 4 – Right Location:</b> Providing active recreation regional, sub-regional and local community opportunities in accessible, safe, appropriate and visible locations throughout the West.</p> <p><b>Priority Action Area 5 – Right Infrastructure:</b> Providing active recreation infrastructure that is fit for the purpose, multifunctional, multi-user which is fully optimised that can cater for a range of active recreation opportunities.</p> <p><b>Priority Action Area 6 – Right Activity:</b> Providing a range of quality local community and sub-regional active recreation opportunities that meet the needs of the community and provide everybody the opportunity to participate.</p> <p><b>Priority Action Area 7 – Right Price:</b> Providing active recreation opportunities at a price that reduces cost as a barrier to participation.</p>
<b>Pathway 3 Increased Awareness</b>	<p><b>Priority Action Area 8 – Increased Understanding:</b> Everyone knowing about the benefits and value of active recreation, the changing environment and the implications of that on active recreation.</p> <p><b>Priority Action Area 9 – Increased Promotion:</b> Developing a comprehensive, relevant and collaborative method for making more people aware of the active recreation opportunities available to them at a sub-regional and local community level.</p>

16. Each of these Priority Action Areas cannot happen in isolation and as with the pathways they are interdependent and need to work together to achieve the overall outcome as can be seen in the diagram below.



17. The Strategic Plan provides actions, as a guide for Council and key stakeholders, to use and implement when practical. Council has little ability to fully implement these actions within the next 12 months before the transition to the Auckland Council but it is hoped that these actions will be used as a basis for future activity plans.

### External Strategies

18. The Strategic Plan is closely aligned to a number of external strategic documents. Sport and Recreation New Zealand (SPARC) recently released a new strategic plan with a focus on growing participation. SPARC promotes a 'participation pathway model' which provides a framework of different phases for how people participate in active recreation. This model has been incorporated into the Strategic Plan which is supported by SPARC.
19. Other strategic documents such as Te Waka Ki Mua Move It Waitakere, Sport Waitakere's Strategic Plan, the NZRA Strategic Plan and the Auckland Regional Physical Activity and Sport Strategy have been incorporated and align closely with this Strategic Plan.

### Implications

20. The major implications of the Strategic Plan are not necessarily financial but rather a change in thinking with a redirection and prioritisation of resources and support to adapt to the changing active recreation environment.
21. The Strategic Plan sets a strategic framework to assist with decision making and will influence other stakeholders to change the way they deliver active recreation to align with this strategic direction.

### STRATEGIC CONTEXT

22. Recreation and an active lifestyle are important aspects of living in New Zealand. Recreation has the capacity to bring people together and unites us as a country, a region, city or community. Recreation has the ability to connect communities,

instil individual and community pride, develop core life skills and enhance individual and community wellbeing.

23. The Strategic Plan contributes directly to the Social, Growth Management and Transport Strategies by connecting and building capability in communities, ensuring coordinated growth and providing sustainable and integrated transport opportunities.
24. The Strategic Plan strongly supports the Strong Communities, Toiora (Healthy Lifestyles), Sustainable and Integrated Transport, Urban and Rural Villages and Working Together Community Outcomes and will assist the community in achieving these outcomes.

### **CONSULTATION**

25. In the development of the draft Leisure Strategy, considerable consultation was undertaken using community focus groups to identify key issues and develop the core principles which have been incorporated into this Strategic Plan.
26. Council officers undertook a number of workshops with key stakeholders including Sport Waitakere, Active Waitakere and SPARC, and also units within Council in developing this Strategic Plan. All were given the opportunity to comment on the final draft.
27. In addition, as part of SPARC's consultation for their 2009-2015 Strategic Plan, a series of local workshops were implemented in late 2008 on community sport, one of which was held in Waitakere and well attended by local clubs. The results of the Waitakere workshop were included in the development of the Strategic Plan.

### **RESOURCES**

28. The Strategic Plan has been developed by Leisure Services. Costs associated with producing the Strategic Plan have come from the Leisure Services planning budget.

### **IMPLEMENTATION ISSUES**

29. If approved, the Strategic Plan will be reformatted for publication.
30. While the Strategic Plan provides a framework for decision making and helps to direct funding and priorities, the implementation of the actions are to be considered through future Annual Plan and Long Term Council Community Plan processes.

### **AUCKLAND COUNCIL TRANSITION ISSUES**

31. 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:** Rob McGee, Recreation Planner: Leisure Services, and Louis Rattray, Leisure Services Manager.



6 **ECONOMIC WELLBEING IN THE WAITAKERE RANGES HERITAGE AREA –  
TITIRANGI VILLAGE LOCAL AREA PLAN**

**GLOSSARY**

Economic Wellbeing in the Waitakere Ranges Heritage Area plan change	(the plan change)
Local Area Plan/s	(LAP/s)
Policy and Strategy Committee	(the Committee)
Waitakere District Plan	(WDP)
Waitakere Ranges Heritage Area	(Heritage Area)
Waitakere Ranges Heritage Area Act 2008	(WRHAA)

**EXECUTIVE SUMMARY**

At its meeting on 4 June 2009, the Policy and Strategy Committee (the Committee) directed Council officers (resolution 878/2009) to prepare the Economic Wellbeing in the Waitakere Ranges Heritage Area plan change (the plan change). The plan change includes improvements to the resource management regulations, as they apply to economic activities in the Waitakere Ranges Heritage Area (Heritage Area), including Titirangi village. Council officers had previously identified issues regarding the appropriateness of the current provisions for non-residential activities in the Waitakere District Plan (WDP) and their potential impact on resource consent processes and outcomes. Work to prepare the plan change is progressing to achieve the timeframe of having it completed for notification by the end of 2009.

Since the Committee's 4 June 2009 resolution regarding the plan change, there have been approaches by members of the Titirangi community (businesses, residents and ratepayers associations and individuals) to officers and the Waitakere Ward Councillors seeking a reconsideration of the decision not to prepare a Local Area Plan (LAP) for Titirangi village. As the Henderson Valley / Opanuku LAP is progressing, with the first public meeting scheduled to be held in October 2009, Council officers have considered whether it is possible to prepare a LAP for Titirangi village within available resources and in a manner that does not affect the plan change timeline.

Council officers consider that it is possible, and desirable in terms of resource management, to prepare a LAP for Titirangi village as part of the plan change, without affecting the ability to achieve the timeframe for the plan change or affect the preparation of LAPs in the foothills. Both the plan change and foothills LAPs are appropriately resourced and funded, and Council officers are available to complete both projects. There is capacity to undertake a Titirangi village LAP in conjunction with the existing plan change without affecting other projects.

**RECOMMENDATIONS**

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

1. **Receive** the Economic Wellbeing in the Waitakere Ranges Heritage Area – Titirangi Village Local Area Plan report.
2. **Agree** that a Local Area Plan be prepared for Titirangi village as part of the Economic Wellbeing in the Waitakere Ranges Heritage Area plan change.
3. **Agree** that Council officers undertake focussed consultation with stakeholders to assist in the preparation of the Titirangi Village Local Area Plan and the Economic Wellbeing in the Waitakere Ranges Heritage Area plan change.
4. **Direct** the Chief Executive Officer to keep both the Policy and Strategy Committee and the Planning and Regulatory Committee updated with progress on the

preparation of the Titirangi Village Local Area Plan and the Economic Wellbeing in the Waitakere Ranges Heritage Area plan change and any issues arising.

5. **Note** that Auckland Transition Authority confirmation of the notification of the Economic Wellbeing in the Waitakere Ranges Heritage Area plan change may be required.

## BACKGROUND

### Previous Council Resolutions

1. A confidential report presented to the Committee on 5 March 2009 recommended that a LAP be prepared, along with a plan change, to address the planning and development issues associated with Titirangi village. However, the Committee did not accept the recommendations in the Proposed Town Centre Concept Plan and Local Area Plan for Titirangi Village report. At that time, the Committee considered the priority for developing LAPs was in the foothills, particularly Henderson Valley/Opanuku.
2. At its meeting on 4 June 2009, the Policy and Strategy Committee considered the matter of economic wellbeing and existing barriers in the District Plan and resolved to:

*“The Policy and Strategy Committee resolved to:*

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

*updated with progress on the preparation of the Economic Wellbeing in the Waitakere Ranges Heritage Area plan change and issues arising.*

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

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### **Titirangi Village**

3. The WDP addresses development issues in Titirangi Village based on the village design guidelines prepared 12 years ago. While the guidelines themselves are non-statutory, key outcomes were incorporated into the WDP at that time. The guidelines are now dated and reflect design outcomes which are not consistent with urban design approaches used today elsewhere in the City. The Committee has agreed to address this through the plan change.
4. Council officers are progressing the Economic Wellbeing in the Waitakere Ranges Heritage Area plan change and in particular the review and preparation of amendments to the WDP.

### **DECISION MAKING**

#### **Issues**

5. There have been a number of approaches to Council officers and Councillors from the Titirangi community (businesses, residents and ratepayers associations and individuals) seeking a reconsideration of the Committee decision not to prepare a LAP for Titirangi Village. Submitters have also raised this issue in respect to submissions on the resource consent application on the corner of South Titirangi and Titirangi Roads. Community members have commented on the desirability to utilise the LAP processes provided for in the Waitakere Ranges Heritage Area Act 2008 (WRHAA) which are specifically designed to address the unique issues within the Heritage Area.
6. The Henderson Valley / Opanuku LAP is progressing, with the first public meeting scheduled to be held in October 2009. Council officers have considered whether it is possible to prepare a LAP for Titirangi Village within available resources. Council officers consider that it is both possible and desirable to prepare a LAP for Titirangi village as part of the plan change project.
7. In preparing a plan change in the Heritage Area, effect must be given to the purpose and section 8 of the WRHAA. The WRHAA provides a framework for the plan change which is proving most helpful. However the plan change, being prepared solely under the Resource Management Act 1991, does not necessarily benefit from full access to the helpful words of section 25 of the WRHAA relating to a LAP, especially those that relate to economic and social wellbeing.
8. The WRHAA provides for the preparation of LAPs to determine the future character and amenity of areas within the Heritage Area and to provide more certainty in the consideration of resource consent applications and the management of cumulative effects. In short, preparing a LAP and plan change is

likely to result in more appropriate and certain outcomes for Titirangi Village, and also allow the consideration of issues associated with social and economic wellbeing and future services.

9. In considering the Proposed Town Centre Concept Plan And Local Area Plan For Titirangi Village report at its meeting on 5 March 2009, the Committee raised concerns that a LAP for Titirangi Village would affect the ability of Council to prepare and deliver a LAP for Henderson Valley/Opanuku. Resources have been allocated to the finalisation of the Oratia and Waitatarua LAPs and the preparation of the LAPs for the remainder of the foothills, particularly Henderson Valley/Opanuku LAP. Both the foothills LAPs and the plan change are adequately resourced, with both able to achieve the desired timeframes.
10. Council officers consider that the work preparing a plan change for Titirangi Village can be complimented by the preparation of a LAP, in accordance with section 25 of the WRHAA. Section 27 of the WRHAA provides for the resource management matters contained within a LAP to be implemented through a plan change to the WDP. A plan change is already being progressed and provides the opportunity to establish a high quality planning outcome for Titirangi Village.

#### **Timing**

11. The plan change is anticipated to be reported to the Committee for consideration by the end of 2009. The proposed LAP, with focussed stakeholder consultation, can be prepared and included within the plan change without affecting the anticipated timeframes.

#### **STRATEGIC CONTEXT**

12. The Waitakere Ranges and Foothills Protection Project complements the Growth Management Strategy for Waitakere, the Auckland Regional Growth Strategy, and policies in the Auckland Regional Policy Statement. The WRHAA seeks to provide for the social, cultural, environmental and economic wellbeing of the residents of the Heritage Area.

#### **CONSULTATION**

13. The matters raised in this report have arisen from discussions with stakeholders and members of the community.
14. The Council officers working on the plan change have discussed the issues associated with the matters raised by stakeholders and members of the community. It has been agreed that appropriate resources are available to ensure the work programmes in the Heritage Area can be achieved.

#### **RESOURCES**

15. The LAP can be prepared as part of the work programme associated with the plan change. The project has resources and budget allocated to it in the 2009/2010 financial year. The preparation of the LAP does not affect the resources associated with the preparation and delivery of the foothills LAPs.

#### **IMPLEMENTATION ISSUES**

16. The methodology for implementing the requirements of the WRHAA in respect to a LAP and plan change is provided in sections 11, 26 and 27 of the WRHAA.

## 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.
  
18. It is noted that Auckland Transition Authority confirmation of the notification of the Economic Wellbeing in the Waitakere Ranges Heritage Area plan change may be required.

**Report prepared by:** Graeme Campbell, Director: Strategic Planning.



## 7 PROPOSED LOCAL AREA PLANS - UPDATES

The Strategic Advisor: Sustainable Management will give a 20 minute update on the Henderson Valley/Opanuku Local Area Plan, including the Public Meeting and Open Day to be held on Wednesday, 14 October 2009 at the Henderson Valley Hall.

