



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, 6 November 2008 **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.

31 October 2008

Judith Moore
COMMITTEE SECRETARY

Telephone (09) 836 8000 extn 8950

MEMBERSHIP:

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

Mayor RA Harvey, QSO, JP (ex officio)

(Quorum 5 members)

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(Meeting Room could be subject to change)

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

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

TABLE OF CONTENTS

<u>ITEM</u>		<u>PAGE NO.</u>
1	APOLOGIES	1
2	URGENT BUSINESS	1
3	CONFLICTS OF INTEREST	1
4	CONFIRMATION OF MINUTES	1
5	APPOINTMENT OF COUNCIL REPRESENTATIVES TO TOWN CENTRES	2
6	PROGRESSING WAITAKERE CITY COUNCIL'S STRATEGIC RELATIONSHIPS WITH ECOMATTERS ENVIRONMENT TRUST	5
7	RETROFITTING THE CITY	11
8	BUILDING SUSTAINABLE URBAN COMMUNITIES: A DISCUSSION DOCUMENT EXPLORING PLACE-BASED APPROACHES TO URBAN DEVELOPMENT IN NEW ZEALAND	22
9	DRAFT PARK AND RIDE STRATEGY	28
10	PROPOSED LOCAL AREA PLANS - UPDATES	38
11	ROYAL COMMISSION - ISSUES AND UPDATE	38
	<u>PUBLIC EXCLUDED MATTER</u>	38
12	HOBSONVILLE MARINE INDUSTRY SPECIAL AREA DEVELOPMENT UPDATE	38

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, 6 NOVEMBER 2008, COMMENCING AT 9.30 AM

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, 2 October 2008

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, 2 October 2008, as circulated, and that they be taken as read and now be confirmed.



5 APPOINTMENT OF COUNCIL REPRESENTATIVES TO TOWN CENTRES

GLOSSARY

Business Improvement District	(BID)
Town Centre Strategic Partnerships Project	(TCSP)

EXECUTIVE SUMMARY

During 2006 and 2007 the over-arching Town Centre Strategic Partnerships Project (TCSP) was developed, and subsequently Business Improvement District (BID) structures and tools were created and adopted by Council so that BIDs could be established in individual town centres.

Under the auspices of TCSP, closer connections with Business Associations in Waitakere have been fostered in Glen Eden, Henderson, New Lynn, and Te Atatu Peninsula.

It is proposed that the Policy and Strategy Committee nominate one Councillor as a representative to each of these town centres, to facilitate engagement with local business stakeholders on the unique issues pertaining to each town centre.

RECOMMENDATIONS

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

1. **Receive** the Appointment of Council Representatives to Town Centres report.
2. **Agree** to appoint one Councillor as a representative for each of the following Waitakere town centres:
 - Glen Eden;
 - Henderson;
 - New Lynn; and
 - Te Atatu Peninsula.

BACKGROUND

Town Centre Strategic Partnerships Project

1. The TCSP was born out of a need to gain leverage from Council's investment in several significant construction projects, by encouraging the private sector to take ownership of the strategic direction and implementation of development. The TCSP represented a comprehensive revitalisation process aimed at the development of mutually beneficial partnerships, BIDs, in Waitakere through increased engagement between the Council and stakeholders in each town centre.
2. To maximise the benefits of the TCSP, engagement from a wide range of stakeholders is required, including traders, property owners, developers, police, schools, community representatives, Council representatives, Community Board representatives, and government agencies. It is important to build-in a local response to the specific needs of each town centre, as global trends confirmed that such partnerships with common goals lead to improved quadruple bottom line results for all participants.

3. On 7 September 2006 the City Development Committee endorsed the implementation of the proposed TCSPP, and nominated Council representatives to participate in the Working Group in each town centre. The City Development Committee resolved:

- “1. *That the Town Centre Strategic Partnership Programme report be received.*
2. *That the City Development Committee endorses the proposed implementation of the Town Centre Strategic Partnership Programme within the City Development 2006/2007 programme.*
3. *That the City Development Committee nominates Crs Battersby, Neeson and Corban to participate on the Working Group (referred to in the Agenda report Issues Part Two) in each town centre.”*

1758/2006

Business Improvement Development Programme

4. A BID is the hands-on implementation of the TCSPP, designed to encourage revitalisation in each Waitakere town centre by way of increased social capital, rekindled entrepreneurship, stakeholder co-operation, and civic involvement.
5. In September 2007, the Finance and Operational Performance Committee adopted a Council BID Policy and Model Rules, by resolving:

- “1. *That the Town Centre Strategic Partnership Programme: Business Improvement District Policy and Model Rules report be received.*
2. *That the Business Improvement District Policy and Business Improvement District Model Rules be adopted.”*

3486/2007

6. The Te Atatu Peninsula Business Association was judged to be in the best state of readiness of all Waitakere town centres to tackle the process of becoming a BID. An establishment poll was conducted in November 2007 and the BID targeted rate was struck as at 1 July 2008 (Finance and Operational Performance Committee resolution no. 304/2008).
7. Since the establishment of the Te Atatu Peninsula BID, other Waitakere town centres have expressed as interest in becoming a BID. Work is underway to prepare the Glen Eden Business Association for an Annual General Meeting to begin the BID process.

DECISION MAKING

8. A separate group of business stakeholders exists in each town centre. In most cases this is a Business Association. These groups deal with distinct projects, unique interest groups and local issues. For these reasons it makes sense to appoint separate Council representatives to each of the town centres, to engage with the needs of stakeholders, to build in a local response to the specific needs of each town centre and empower the community for action. However, the former resolution of the City Development Committee did not provide for separate appointments to each of the town centre working groups.
9. The Policy and Strategy Committee is requested to appoint one Council representative to each of the following town centres:

- Glen Eden;
 - Henderson;
 - New Lynn; and
 - Te Atatu Peninsula.
10. In Te Atatu Peninsula the BID is operational and monthly meetings are held, called by the BID town manager. In the other town centres, the Business Associations, in conjunction with the Town Centre Liaison staff are responsible for convening meetings as required.
11. Community Boards will also be asked to nominate one representative to the town centres that are in the respective wards.

STRATEGIC CONTEXT

12. The appointment of Council representatives to town centres contributes directly to a number of Waitakere's Community Outcomes and Priorities, as outlined below:
- (i) **Urban and Rural Villages:** The Council alone is not responsible for the delivery of vibrant and thriving town centres. This programme involves working with all the town centre stakeholders to harness their contributions towards achieving this strategic platform.
 - (ii) **Integrated Transport and Communication:** It is important to engender support amongst town centre stakeholders for public transport. An understanding of the Council's sustainable transport policies, and how these might be achieved, will be embedded with the stakeholders and can flow on to their business practices.
 - (iii) **Strong Innovative Economy:** Through support for strong business associations and active stakeholder participation in addressing local issues in partnership with Council, there will be the flow-on effects of a strengthened local economy and job creation.
 - (iv) **Strong Communities:** There are several benefits from increasing the ability of stakeholders in town centres to work collaboratively amongst themselves on local issues such as safety and accessibility, and to work co-operatively with the Council on town centre projects.
 - (v) **Active Democracy:** By creating a mutually beneficial partnership the door is opened to enhance civic participation, improved communication, and stakeholder willingness to get involved.
 - (vi) **Green Network:** "Greening" Waitakere's town centres is an objective of this project, to be implemented in business plans as the process evolves.
13. In addition to working across the above strategic platforms this programme will also facilitate the implementation of several of the Council's key strategies including:
- Town Centre strategy;
 - Growth Management strategy;
 - Transport strategy;
 - Social infrastructure; and
 - Economic Development strategy.

14. Under the umbrella of the TCSP, BIDs will act as a co-ordinating mechanism to pull together various work programmes across the Council. In particular BIDs will work closely with the Strategy Unit and sit alongside Strategic Projects' support for business growth in Waitakere, and Waitakere Enterprise's work on business performance improvement, enhancement, retention and recruitment.

CONSULTATION

15. Principal Advisor, Town Centre Liaison, and Democracy and Support Services were consulted during the drafting of this report. No further consultation has been undertaken.

RESOURCES

16. There are financial and staffing resources assigned to the implementation of the BID programme for the 2008/2009 financial year. There are no further resource implications arising from the proposed Council appointments to town centres. Councillors and Community Board Members will become ex officio members of the town centre Business Associations and will receive agendas and minutes. Their attendance will not be required every month.

IMPLEMENTATION ISSUES

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

Report prepared by: Darryl Griffin, Group Manager: Democracy and Support Services.



6 PROGRESSING WAITAKERE CITY COUNCIL'S STRATEGIC RELATIONSHIPS WITH ECOMATTERS ENVIRONMENT TRUST

GLOSSARY

EcoMatters Environment Trust (EcoMatters)
Long Term Council Community Plan 2009-2019 (LTCCP)

EXECUTIVE SUMMARY

The purpose of this report is to advise the Policy and Strategy Committee of options for progressing Council's strategic relationship with EcoMatters Environment Trust (EcoMatters).

In the September 2008 Update Report on the Partnering Statement between the Council and EcoMatters, it was identified that there was no organisation in Waitakere that provided networking and capacity building to the community environmental sector and that EcoMatters had the potential to take on this role. This report explores the option of EcoMatters taking up this role.

Although there are an increasingly large number of groups and organisations in Waitakere that are engaged in environmental initiatives, there has been no formal networking and co-ordination to support these groups and to build a robust environmental sector. There is potential to grow the strength, resilience and leadership of this sector to respond to the environmental opportunities and challenges facing the City. In the social and economic sectors, Community Waitakere and Waitakere Enterprise respectively are resourced by the Council to take on this role.

The relationship between the Council and EcoMatters has strengthened over the last year to give effect to the Partnering Statement that was signed in October 2007. This has provided an opportunity to engage in more long-term planning with both the Council and EcoMatters to identify initiatives to further the goals of Waitakere as the eco city.

RECOMMENDATIONS

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

1. **Receive** the Progressing Waitakere City Council's Strategic Relationship with EcoMatters Environment Trust report.
2. **Approve** that EcoMatters Environment Trust develop a role to provide a networking, capacity building and support function for community environmental groups in Waitakere to further the strategic relationship with Council.
3. **Agree** that it be recommended to the Long Term Council Community Plan and Annual Plan Committee that funding to implement recommendation 2 above be included in the draft Long Term Council Community Plan 2009-2019 as follows:
 - (a) 2009/2010 \$30,000;
 - (b) 2010/2011 \$40,000; and
 - (c) 2011-2019 \$50,000 per annum.

BACKGROUND

1. On 4 September 2008 an Update Report on the Partnering Agreement between the Council and EcoMatters was presented to the Policy and Strategy Committee. It was resolved to:

- “1. **Receive** the Update Report on the Partnering Relationship between EcoMatters Environment Trust and the Waitakere City Council.
2. **Note** the outcomes achieved by EcoMatters Environment Trust for 2007/2008.
3. **Note** the draft funding and shared work programme between Waitakere City Council and EcoMatters Environment Trust for 2008/2009.
4. **Agree** that options for progressing a strategic relationship with EcoMatters Environment Trust be developed and reported back to the Policy and Strategy Committee.
5. **Note** Waitakere City Council's support and gratitude for the excellent delivery of services by EcoMatters Environment Trust.”

1521/2008

2. On 5 October 2007 a Partnering Statement was signed between EcoMatters and the Council. 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 other community groups.

3. Council funds EcoMatters through two different mechanisms:
 - a. Base funding is provided through the Long Term Council Community Plan. This funding is specifically intended for EcoMatters, acknowledging the work the Trust does towards delivering the Council's strategic objectives. This funding is a grant and is not contestable. It includes funding for the Sustainable Living Centre, Eco Day and Enviro Schools.
 - b. Project funding exists in various Council sections 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 early half of 2008 a series of three workshops were held with key EcoMatters and Council personnel to discuss what the Partnering Statement means in practice and to identify joint areas of work for the future that would meet the strategic objectives of both EcoMatters and the Council. A key gap identified in these discussions was, that there is no organisation that provides capacity building and networking of community-based environmental groups in Waitakere, and that as a key strategic partner, EcoMatters was an organisation that had the potential to take on this role.
5. In the September 2008 Update Report to the Policy and Strategy Committee this issue was highlighted, but it was noted that more discussion was required by both organisations before this idea was progressed.
6. EcoMatters have further discussed their organisation moving in the direction of assisting in the provision of a networking and support role for community environmental groups. They are committed to leading a collaborative approach to strengthen the capacity and leadership of the environmental sector in Waitakere. Council officers have also discussed this role and recognise the value of an external organisation such as EcoMatters working with community-based environmental groups to strengthen and increase the capacity of the sector to individually and collectively respond to the environmental challenges of the City.
7. In the social sector, Community Waitakere has a partnering agreement with the Council and is funded \$155,000 through its joint work programme with the Council, to network and build the capacity of community and social organisations. This includes developing the new Waitakere Community Resource Centre; providing forums and training to build the capacity of the sector, disseminating information; advocating on behalf of the community and voluntary sector in Waitakere; supporting collaborative responses in relation to social wellbeing; and identifying opportunities and partnerships which will enhance the capacity and sustainability of the sector.
8. In the economic sector, Council fund Waitakere Enterprise \$1,118,000. Of the 33 activities identified in their Statement of Intent, 23 activities are concerned with capacity building (including business development and labour force skills development) and four activities concerned with networking.
9. EcoMatters currently receives non-contestable Annual Plan funding of \$128,000 toward the delivery of programme and services including the Sustainable Living Centre, Eco Day and Enviro Schools. To date EcoMatters have been funded for the delivery of programmes and services and not to take on a wider networking and capacity building role within the community environmental sector.

DECISION MAKING

Issues

10. Council's key partner organisations are playing increasingly significant roles in working collaboratively to strengthen the capacity and leadership of Waitakere communities to respond to local challenges. The investment in Community Waitakere and Waitakere Enterprise to network and undertake capacity building activities has resulted in well co-ordinated and networked social and economic sectors. There has, however, been a gap in the environmental sector. EcoMatters are keen to take on this role. These three key organisations are also discussing how they can work together at a strategic level.
11. The Council also plays a role in the capacity-building and support of individuals and community groups through the Green Network, Community Assistance Programmes and Project Twin Streams and the role of Strategic Partnerships Advisor: Environmental. However, there is little community co-ordination of these groups and it has not been the role of the Council to develop a strong network of community-based environmental groups to respond to the environmental challenges facing the City.
12. Unlike the social sector, the community environmental sector has relied mainly on voluntary effort with many groups working in isolation from each other. It has also not been difficult to identify all the groups involved in environmental initiatives.
13. Over the last few years there has been an increase in neighbourhood community development projects that have social, environmental, cultural and economic goals. For example Ranui Action Project, McLaren Park Henderson South Community Initiative and Massey Matters have all developed quadruple bottom line objectives. This has increased the need for support to implement locality based environmental projects.
14. With the growing awareness and reality of global, national, regional and local challenges such as peak oil, climate change, environmental degradation, growing inequalities and the effects of raising food prices an increased number of groups and individuals are focusing on local actions. For example there has been growing interest across the City to establish community gardens and neighbourhood environmental enhancement projects.
15. With the increase in place-based neighbourhood environmental initiatives there is also a need for EcoMatters to share knowledge, skills and resources to build local environmental capacity and leadership rather than to be the only organisation that delivers these services or programmes.

First Stage of Work Required in Supporting the Capacity Building and Networking of Community-Based Environmental Groups in Waitakere

16. As the community environmental sector is very broad-based and fragmented there is no clear understanding of whom all the groups and players in this sector are and what all the issues and opportunities are.

17. The first stage of work for this role would require a scan of the environmental sector to be undertaken. This would involve engaging with the community-based environmental groups in Waitakere to collectively identify the strengths within the sector, the gaps and the issues. They would identify support that is required, learning and communication needs, what the aspirations are of the groups individually and collectively and also what is required to strengthen leadership in this area. It would involve bringing groups together in forums to identify common issues; opportunities for collaboration and how the sector could work together to progress joint environmental goals and ensure more efficient and effective use of community resources.
18. Based on the outcome from the first stage of work, EcoMatters and the Council can then agree on specific initiatives to be progressed that are aligned to both Council and EcoMatters strategic objectives. From this work the Council will also gain a greater understanding of the range of initiatives and organisations contributing to the environmental outcomes of the City.

Options Identified

19. The only option to consider is whether the Council would like to indicate to EcoMatters that it is supportive of them developing this role and that funding to assist in this is considered as part of the Long Term Council Community Plan 2009-2019 (LTCCP) deliberations.

Consideration of Community Views

20. There has been no formal canvassing of community views for EcoMatters to take on this role. However, there have been requests made to EcoMatters from Project Twin Streams Community Organisations and Massey Matters, to provide environmental expertise and capacity building advice. There has also been interest expressed by a number of groups for more networking and learning activities in the environmental area.
21. Community Waitakere, Waitakere Enterprise and EcoMatters are developing closer relationships and working together to provide support to progress neighbourhood development sustainability initiatives in the City.
22. The 2006-2009 Community Outcome: Working Together or *Te mahi tahi*, has identified the priorities of increased opportunity to engage, the need to work together individually and through organisations, link groups to each other, and to value and resource engagement and leadership.
23. If Council endorse EcoMatters to explore this role further, community consultation will be a critical part of the process.

STRATEGIC CONTEXT

24. EcoMatters' activities relate to a number of the Council's Strategic Platforms. In particular these include Sustainable Energy and Clean Air, Zero Waste, Green Network and Three Waters.
25. They also give effect to the Community Outcomes of Green Network - *He tuituitanga kakariki*; Sustainable Environment - *Kauneke Tauwhiro Taiao*; and Waiora – *Environmental protection*.

26. 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 connect with elements of the community that are difficult for the Council to reach.
27. Partnering with EcoMatters Trust in a more formal way and the proposed new role contributes to the Community Outcomes of Strong Communities - *He iwi kaha* and Working Together - *Te mahi tahi*.

CONSULTATION

28. In the preparation of this report consultation has been undertaken with:
 - Staff from across the Council including the Director Community Wellbeing; Deputy Director Strategic Planning; Group Manager Social and Cultural Strategy; and the Strategic Advisor Community Outcomes; and.
 - Key personnel from EcoMatters including EcoMatters Chairperson, Iris Donoghue; and General Manager, Kevin Healy.

RESOURCES

29. Additional resources will need to be considered as part of the LTCCP 2009 – 2019 to support EcoMatters to take on this role if the Council endorses this proposal. It is anticipated that the Council will contribute to this role, but that EcoMatters will also leverage additional external resources to further expand the role as it develops.
30. As identified in paragraph 12 of this report, the first stage of this work for Year One will require a scan of the environmental sector to be undertaken; the current strengths of the sector; the gaps; the issues and opportunities to be progressed, assessed and prioritised. Based on the results of this work specific initiatives will be identified to progress for subsequent years. The following budgets will be included in the draft LTCCP, and come to the Long Term Council Community Plan and Annual Plan Committee for consideration:

(a)	2009/2010	\$30,000;
(b)	2010/2011	\$40,000; and
(c)	2011-2019	\$50,000 per annum.
31. This is a new role and it is anticipated that as the capacity of the sector increases, funding will also need to increase to support the work.
32. Funding for 2009/2010 will be to undertake a scan of the environmental sector. Based on the outcomes of the scan there will be a clear indication of a community mandate for this work and defined outcomes to progress. It is anticipated outcomes for the following years could be to provide forums and training to build the knowledge, skills, and capacity of the community environmental sector; facilitate and co-ordinate a network to support community environmental initiatives such as community gardens; foster the Waitakere voice on relevant environmental sustainability issues at local, regional and national forums; facilitate and support input from the community environmental sector into the next community outcomes process.

IMPLEMENTATION ISSUES

33. Funding to support EcoMatters to take on this role will require confirmation of funding through the LTCCP process.

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



7 RETROFITTING THE CITY

GLOSSARY

Auckland Regional Council	(ARC)
Beacon Pathway Limited	(Beacon)
Building Research Association of New Zealand	(BRANZ)
EcoMatters Environment Trust	(EcoMatters)
Emissions Trading Scheme	(ETS)
Energy Efficiency and Conservation Authority	(EECA)
Environment Canterbury	(ECan)
Long Term Council Community Plan 2009-2019	(LTCCP)
New Zealand Energy Efficiency and Conservation Strategy	(NZECS)
New Zealand Energy Strategy	(NZES)
Waitemata District Health Board	(WDHB)

EXECUTIVE SUMMARY

This report briefly describes the energy and health performance of housing in Waitakere, in the context of national statistics and research. The report outlines recent and current home sustainability initiatives operating in Waitakere and recommends upgrading 20,000 Waitakere homes over 10 years to an effective standard of indoor air quality and energy and water performance, with provision for waste reduction, using a 'personalised plan' approach carried out neighbourhood by neighbourhood.

This initiative would be based on research by Beacon Pathway Ltd (Beacon), the Energy Efficiency and Conservation Authority (EECA), the Building Research Association of New Zealand (BRANZ) and other organisations; it is proposed this initiative will incorporate elements of Waitakere's home retrofit scheme EcoWise West, EcoWater's water efficiency initiatives, Project Twin Streams' Sustainable Households-Sustainable Living initiative and programmes in other locations, such as the Clean Heat programme from Environment Canterbury (ECan) and Healthy Homes Taranaki.

Although this proposal would build on the experience of other projects, it is more ambitious in its scale and impact. The proposal aims to secure a share of the \$1 billion from the Government's Emissions Trading Scheme (ETS) that has been earmarked for home energy upgrades, and to leverage the funding with partners to help Waitakere residents make a real improvement to their comfort, health, water and energy efficiency; reduce waste and greenhouse gas emissions; and become more resilient to energy price hikes and other shocks.

It is proposed to be available to all who need it, irrespective of their income or the age of their homes, but would offer different funding options. Retrofitting the City would have multiple benefits. To be successful, it would require expert project management and co-operation with other agencies, a robust funding structure, a strong long-term commitment from the Council, and considerable community involvement.

RECOMMENDATIONS

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

1. **Receive** the Retrofitting the City report.
2. **Note** that the standard of energy and water efficiency in existing Waitakere housing needs to be substantially raised to offer its citizens a good quality of life with sufficient winter heating and dry conditions for good health; the ability to afford the energy they need; and the resilience to deal with rising costs of energy and water.
3. **Note** that the standard of housing in Waitakere needs to be improved to attract and retain the people the City seeks for its future development.
4. **Note** that the present rate, methodology and efficacy of home energy and water retrofits in Waitakere is inadequate to achieve the Council's own community outcomes and greenhouse gas emissions reductions targets, or Waitakere's contribution towards regional air quality requirements and national targets for energy efficiency in housing.
5. **Agree** that the Council should play a leading role in initiating a Citywide home retrofit programme that would see 20,000 homes brought to a high standard of indoor air quality and energy, water and waste efficiency in 10 years, where the Council forms an alliance with other funders and interested parties to pool resources and gain community involvement.
6. **Agree to recommend** to the Long Term Council Community Plan and Annual Plan Committee that it consider including the 'Retrofitting the City' proposal to retrofit 20,000 homes by 2020, in the Long Term Council Community Plan 2009-2019.

BACKGROUND

1. The imperative to improve the sustainability of Waitakere's housing stock is driven by many policy and regulatory forces, including the national targets for home energy efficiency in the New Zealand Energy Efficiency and Conservation Strategy (NZECS) and the New Zealand Energy Strategy (NZES) target of 90% of New Zealand's energy coming from renewable sources by 2025. The National Environmental Standard on Air Quality requires Auckland to exceed the region's fine particulate threshold during no more than one 24-hour period in a year, by 2013. Waitakere is a signatory to the Auckland Sustainability Framework, committing it to resilient infrastructure. Through Waitakere's Action Plan on Climate Change and Energy, the Council has committed to ambitious targets for reducing community greenhouse gas emissions. Sustainable energy and clean air also feature in Waitakere's Strategic Platforms and Community Outcomes. EcoWater has a target of reducing water consumption to 125 litres a day per person by 2025.
2. Waitakere has strong and compelling economic, social, environmental and cultural reasons to upgrade the sustainability of its housing. Retrofitting the City provides Waitakere with a unique competitive advantage as a Pacific rim city, by improving homes for citizens and attracting new migrants and businesses. It will improve the health and wellbeing of its citizens; reduce social costs and health costs; improve productivity; and build resilience in housing stock which will become less dependent on reticulated energy and water systems.

A1-A4

3. Of Waitakere's 66,000 homes, it can be assumed that nearly all those built before the 2008 insulation requirements of the New Zealand Building Code came into effect have inadequate insulation. Just under half of Waitakere's homes were built before 1978, when the legal requirement for insulation came into force. Previously, these were the only homes that qualified for energy retrofit programmes part-funded by EECA. But even the homes built since 1978 are inadequately insulated and need to be upgraded. On 17 October 2008 EECA announced it was extending the eligibility to houses built before 1 January 2000. EECA home energy retrofit programmes have been carried out on a small scale. The results are attached at pages A1 to A4. The Council part-funded EcoWise West, delivered by EcoMatters Environment Trust (EcoMatters), which retrofitted 1275 homes in 5 years. However, the housing and health research led by Dr Philippa Howden-Chapman, of Otago University Wellington School of Medicine and Health Science, found that the standard EECA funded home energy retrofit achieves only a small rise in the home's living-room temperature, of 0.5 to 1 degrees. The 9-home pilot programme by Beacon for a 'high standard of sustainability' renovation found that to achieve effective improvement of dryness, warmth, and energy and water efficiency required a considerably higher level of investment than the basic EECA package. The findings from the Clean Heat project run by ECan corroborate this.
4. Research carried out by the Waitemata District Health Board (WDHB) for its Warm 'n' Well project determined that 13,650 Waitakere households suffer high levels of deprivation defined according to the New Zealand Deprivation Index, which assesses communities in census meshblocks against a package of deprivation measures. WDHB also estimates 10,000 Waitakere households include people with poor health, and children under 15 years, living in pre-1978 homes. The Home Energy End-Use Project carried out over 10 years by BRANZ found that around 35-40% of New Zealand homes are mouldy, and a similar proportion are underheated.
5. These statistics indicate that 20,000 households would be a suitable target for a retrofit programme in Waitakere, which has around 66,000 households altogether.

A5-A8

6. The most successful home retrofit programme to date has been Clean Heat, run by ECan. The case studies are attached at pages A5 to A8. Clean Heat has equipped 12,000 Christchurch households with clean heaters and insulation, and is on target to upgrade 26,464 homes between 2003 and 2014. The driver for this programme is the need to achieve the National Environmental Standard on Air Quality by 2013, or ECan will be unable to issue any new resource consents for discharges to air, which will constrain economic development.
7. ECan's Clean Heat programme is simple for the householder and is operated by a trusted authority, the regional council. Householders who have Community Services Cards receive a fully-funded insulation and clean heat package. Householders on higher incomes have the option of either a subsidy, or an interest contribution. Those opting for the interest contribution repay the capital cost for clean heaters and insulation over 10 years, as a supplement to rates payments. The programme's cost is funded through a targeted rate that taxes all Christchurch ratepayers to make the air cleaner for all. Clean Heat is estimated to cost ratepayers \$51 million throughout its term. The money is being raised through a targeted rate on Christchurch ratepayers of \$14 per \$100,000 of a property's value, per annum. The targeted rate is being raised during a 10 year period to make it more affordable for ratepayers, but the programme itself will run for only 5 more years, from 2008/2009 to 2013/2014. ECan says a fuller home sustainability project would cost 'an order of magnitude' more.

8. Throughout New Zealand, EECA's EnergyWise Home Grants programme and its predecessors have achieved 42,000 home retrofits so far. But EECA's new target, expressed in the 2007 NZEECS, includes 70,000 interest-free loans for insulation, energy efficiency or clean heat by 2015; and 65,000 insulation retrofits for low-income families by 2012. On a pro rata basis, Waitakere would get 2,800 interest-free loans by 2015 and 2,600 insulation retrofits by 2012. The standard EECA retrofits are basic. They achieve little, if any, net energy saving, but have found favour because of their many other benefits. Other councils share Waitakere's concern that the rate of progress is too slow, and the retrofit standard is too limited, to satisfy the urgent needs of the community. Dunedin and Wellington City Councils are looking at scaling-up the present level of retrofit activity in their cities. An alliance of agencies in Taranaki, and partners including EECA, is running a home energy retrofit project for 10,000 homes in 10 years, but it is dealing only with insulation and other energy measures.
9. The Auckland Regional Council (ARC) is considering an ECan-style Clean Heat programme for Auckland, which exceeded the National Environmental Standard for Air Quality 5 times in winter 2007 (the allowable threshold is 1 exceedance).
10. The general principle in these schemes is that there are several tiers of offer. For low income households, the upgrade is fully subsidised. For moderate to high income households, the homeowner pays off the capital cost, while the council or other programme operator contributes the interest cost. Landlords are offered a subsidy.
11. A retrofit project on the scale proposed would need a substantial amount of capital. Because of councils' longevity and ability to acquire capital at favourable interest rates, they are in a good position to administer ratepayer loans schemes for housing sustainability upgrades.
12. By operating a large-scale scheme itself, the Council would be in a position to tender for the supply of goods and services and would expect good discounts compared to retail prices because of economies of scale.
13. The Council cannot operate a large-scale retrofit programme on its own, but by initiating and leading a Waitakere-wide programme it would be in a position to achieve its desired outcomes. Potential funding partners in a 'Waitakere Alliance for Sustainable Households' include WDHB, EECA, Housing New Zealand Corporation and the Portage and Waitakere Licensing Trusts. Others in the alliance could include Beacon, EcoMatters, and community and iwi groups. Experience nationally shows a top-down approach is not enough in itself. Regardless of the attractiveness of the proposition, effective community networks are needed to find and persuade the 'customers'. The existing Project Twin Streams Sustainable Households-Sustainable Living and EcoMatters' Sustainable Living Homes programmes are setting the scene for a successful Citywide retrofit programme by modelling and demonstrating a community approach, and providing experience in working through community networks.

14. The Council is a shareholder of Beacon, a research consortium whose vision is 'Creating homes and neighbourhoods that work well into the future and don't cost the Earth.' Recognising that existing homes will represent around 90% of New Zealand's 1.7 million homes in 2012, one of Beacon's 2 main goals is to bring the vast majority of New Zealand's homes to a high standard of sustainability by 2012. Since its formation in May 2004, Beacon has been building a body of robust research on which to base decisions about home retrofits. It's latest project, 1000 HomeSmart Renovations, aims to bring 1000 New Zealand households to a high standard of sustainability, improving energy efficiency, water efficiency, indoor air quality and waste reduction. Some of those homes will be in Waitakere. 1000 HomeSmart Renovations is based on an earlier pilot project of 9 retrofits in Papakowhai, Wellington. The homes will have dataloggers and meter readings that log the effectiveness of the measures applied. Each household will work out a renovations plan with an advisor, and will fund its own renovations, tapping into any grants or subsidies available and benefiting from discounts on the insulation, draught-proofing, rangehoods, bathroom moisture extractors, clean heaters, solar water heating and other products offered. This model, if successful, would provide a sound basis for a Waitakere scheme. It is an enhanced version of EECA's home energy retrofits and costs substantially more, but is likely to prove more effective, with larger and more long-lasting savings and health benefits.
 15. Two home sustainability pilot projects based on a community development model are running in Waitakere. They are EcoMatters' Sustainable Homes and Project Twin Streams' Sustainable Households-Sustainable Living. Both work through community networks in targeted neighbourhoods where the households work with an advisor and commit to lifestyle changes that improve the households' sustainability. They make use of the existing options for insulation and water retrofits, raintank subsidies, support for solar water heating and household waste reduction. These 2 programmes are working co-operatively. Their community development approach would make them a valuable component of a co-ordinated neighbourhood-by-neighbourhood retrofitting the City initiative.
 16. The government's ETS legislation includes a Household Energy Fund totalling \$1 billion allocated by the government over 15 years from July 2009. At \$7000 per home for good insulation and a clean heating device, the \$1 billion would retrofit 143,000 homes nationwide. Apportioned to Waitakere on a dwellings percentage basis (66,000 out of a national 1.65 million), it would fully fund 5700 homes. The ETS funding could fully subsidise retrofits for Community Services Card holders. Other potential sources of government funding include the profits from the state-owned electricity generators, EECA and the Ministry for the Environment.
- A9-A13
17. EECA has researched and developed a variation of the rates postponement scheme the Council currently operates, with the intention of applying it to home energy efficiency upgrades (attached at pages A9 to A13). This would enable ratepayers to borrow the capital cost of their retrofits from the Council, as a targeted rate; then defer the repayment. The Council could legally recover the costs involved in administering the process and incorporate it in the sum of the targeted rate. EECA's 'targeted rates and rates postponement' mechanism would require specific policies to become part of the Long Term Council Community Plan 2009-2019 (LTCCP).

DECISION MAKING

Issues

The problem

18. A large proportion of Waitakere housing is of insufficient quality to provide conditions for health, efficient energy and water use, dryness, comfort, and ability to cope with energy price rises. This is hampering the development of the City as a whole, and is bad for the environment and the economies of the individual households and communities.

Desired outcomes

19. The Council's desired outcomes should be specific and measurable, and align with Community Outcomes, including:
- Reduced hospital admissions, primary health care visits and prescriptions for asthma and respiratory illness;
 - Reduced per capita water consumption;
 - Reduced per capita energy consumption;
 - Increased average room temperatures and decreased humidity;
 - Increased migration and new business;
 - Increased local employment and local business activity, through the procurement and retrofitting process.

The plan – householder's experience

20. The householder would experience the programme as follows:
- Marketing is carried out neighbourhood by neighbourhood, targeting areas of greatest need first;
 - Candidates receive a visit from a household advisor who conducts an assessment and discussion;
 - They mutually agree a plan, choosing from a menu of household measures;
 - They choose a payment option (eg fully-funded for Community Services Card holder; subsidy or interest paid for higher incomes; subsidy for landlords; home assessment, product selection and project management only, for those who wish to fully fund themselves);
 - The assessor project-manages the installation.

Menu of household measures for Retrofitting the City	
Topic	Measure
Energy and health	Insulation - ceiling to R3.6, underfloor (not foil), vapour barrier under the house
	Energy-saving light bulbs
	Shrink-plastic film on windows - an economical alternative to double-glazing
	Curtains
	Clean heat appliance
	Hot water cylinder and pipe wrap; or replacement cylinder
	Switchable multi-sockets for entertainment appliances
Indoor air quality/moisture	Range hood above cooking hob

Menu of household measures for Retrofitting the City	
Topic	Measure
	Bathroom extractor fan
	Security stays for windows
	Landscaping advice
Water	Dual-flush cistern
	Water-saving showerhead
	Aerator taps
	Rainwater butt and tank
Waste	Kitchen bins and worm farm/bokashi/compost
Food	Vegetable garden; introduction to food co-operative and community gardens
Transport	Household travel plan

Funding model

- For the sake of simplicity, the funding model assumes that the retrofits average \$8,000 per household and are funded by loans to the homeowners and landlords. The interest is paid by the Council and its funding partners. The model assumes a steady rate of 2000 household retrofits a year for the 10 years to 2020, totalling 20,000 households. At 2020, the capital outlay would reach its peak and would begin to decline as the early loans began to be repaid in full. However, in practice the scheme would be likely to include a portion of fully-subsidised retrofits for low-income households. The cost would be spread among the various funding partners.

Options Identified

- Option 1 – The status quo**, ie. continue to support and develop the Council's Project Twin Streams Sustainable Households-Sustainable Living targeted home sustainability behaviour change programme and continue supporting EcoMatters' Sustainable Homes programme, but play a passive role and provide no financial contribution to the Snug Homes energy retrofits and WDHB Warm 'n' Well programmes which operate in Waitakere.
- Option 2** – Continue to support and develop Project Twin Streams Sustainable Households-Sustainable Living and EcoMatters' Sustainable Homes programmes but begin contributing funds to Snug Homes and Warm 'n' Well, aiming to integrate them better to achieve Waitakere's desired outcomes for sustainable households.
- Option 3** – Take the lead and form an alliance with funders such as EECA, the WDHB, the Portage and Waitakere Licensing Trusts and the ASB Trust; and delivery agents and facilitators such as EcoMatters and community and iwi groups, to retrofit 20,000 Waitakere households by 2020, to a standard that would achieve worthwhile and measurable gains in energy and water savings, health, indoor air quality and waste reduction.

Assessment of Options

- Option 1** – The present rate of funding is \$76,000 for Sustainable Households-Sustainable Living in 2008/2009; \$15,000 (Climate Change) and \$65,000 (EcoWater) for Sustainable Homes; and \$18,750 from EcoWater for EcoMatters' water, energy, waste and transport checks in Ranui and Swanson; totalling \$174,750.

26. **Option 2** – The present rate of funding is \$76,000 for Sustainable Households-Sustainable Living in 2008/2009; \$15,000 (Climate Change) and \$65,000 (EcoWater) for Sustainable Homes; and \$18,750 from EcoWater for EcoMatters’ water, energy, waste and transport checks in Ranui and Swanson. If contributing to Snug Homes, Waitakere could follow Auckland City Council’s example of \$80,000 (however Auckland City Council is not continuing its funding in 2009/2010). Funding for Warm ‘n’ Well would need to be negotiated with WDHB, but could be around \$50,000. The total is \$304,750.
27. **Option 3** – A commitment from the Council through the LTCCP would enable the Council to confidently approach central government, materials suppliers, health organisations and other potential partners, to set up a long-term project that achieves highly effective results for Waitakere. It would assure these partners that the Council supports this project for the long term. The Council would part-fund the loan interest payments, which would total \$63.5 million over the 20 year life of the project and would peak after 10 years. The maximum amount of capital outstanding at any time would be \$88 million, after 10 years. Because of the staging of the programme, the amount of capital and interest from year to year would start small and build up, then decline as the first of the loans began to be paid off completely. The arrangement for the capital and the lender needs further research, but the Council could be a lender through a rate debt agreement with the borrower, where the borrower is considered a sundry debtor. The more financial support the Council secures from partners, the less it needs to provide itself, and the more sustainability measures it can offer the homeowners. The Council would pay a leadership role that facilitated the retrofit process for homeowners – and landlords. The project would build in regular monitoring to ensure it was giving good value for money.
28. The following table highlights some of the issues:

		Social	Economic	Environment	Cultural
Option 1 – Continue to support and develop only EcoMatters’ Sustainable Homes and Project Twin Streams’ Sustainable Households-Sustainable Living, with limited numbers of water retrofits.	Disadvantages	Risk that the community will find these programmes low-impact and become sceptical about future home retrofits.	Without real long-lasting gains as a result, even a modest spend is not the optimal use of the money.	Risk that no real gains will be made, in the absence of insulation and other long-lasting retrofit measures.	Unless skilful and experienced workers engage with householders, communication gaps may reduce long-term effectiveness
	Advantages	The Council engages with the community to improve household sustainability.	Relatively low cost.	There would be some changes in household behaviour, eg using worm farms, low-flow showerheads and energy efficient light bulbs.	These programmes can work with all sectors of the community, particularly because of their community network mode of engagement.
	Resources	\$174,750 a year, rising in proportion to the number of households engaged.			

		Social	Economic	Environment	Cultural
<p>Option 2 – As above, but also part-fund Snug Homes and Warm 'n' Well</p>	Disadvantages	Council has a lack of control over the standards and outcomes of the projects – needs to compromise.	Council is expending money but has limited say on how it is spent (eg. unlikely to be able to raise the insulation standards for Snug Homes and Warm 'n' Well, or add water, waste and gardening initiatives).	The energy savings are negligible (although people are happier, healthier and more comfortable).	
	Advantages	Council is supporting programmes that carry out home energy retrofits, to back up its own behaviour change programmes.	Council leverages its own funding by benefiting from others' co-funding.	Householders become more aware of their energy use and have an improved house that gives them the option of effective energy savings.	
	Resources	\$304,750 a year. The behaviour-change components (\$174,750) would rise in cost in proportion to the number of households engaged.			
<p>Option 3 – Council-initiated 'Retrofit 20,000 homes in 10 years' using a neighbourhood - by - neighbourhood approach and a personalised renovation plan for each household, for retrofits to a high standard.</p>	Disadvantages	Risk that people who do not personally benefit perceive that rates should not be funding this work.	Big financial commitment – needs buy-in from other funders to succeed. Needs high-quality economic analysis and design by an expert on the local government financial operating environment.	None except perhaps the 'takeback' effect where people heat their homes more and consume more energy than before, because the insulation makes the heating more effective.	Risk that not all sectors of the community take up the retrofit equitably – this would need to be addressed in the programme design.

		Social	Economic	Environment	Cultural
Council would form an alliance with other organisations.	Advantages	Potential to make a real long-lasting improvement to residents' health, well-being and economic strength, for generations.	Co-ordinated alliance approach allows the team to achieve better outcomes than a piecemeal approach – better value for money. A large-scale retrofit project would provide employment, training and business within Waitakere.	High-quality retrofits would achieve measurable savings in water and energy use and reduced waste; these impacts would be long-term.	The neighbourhood-by-neighbourhood approach, and having local people do the retrofits, would build community among disparate groups.
	Resources	\$63.5 million of interest payments over 20 years, shared among the funding partners.			

Consideration of Community Views

29. Community views have not yet been sought; this would be part of the LTCCP process. However the project has been discussed with Beacon, EcoMatters, the ARC and the WDHB's delivery agency for Warm 'n' Well. A concerted effort would need to be made, using many channels of communication, to engage all sectors of the community on retrofitting the City.

Preferred Option

30. The preferred option is Option 3. It is a bold and ambitious project, which allows the Council to show its commitment to the eco city in a practical and effective way that makes a real difference to people's lives for generations.

STRATEGIC CONTEXT

31. The NZES to 2050 says: "Government believes everyone should make energy savings in areas where the savings are cheaper in the long run than the financial and environmental costs of supplying more energy".
32. The 2007 New NZEECS is the detailed action plan for New Zealand's energy efficiency, under the NZES. It sets national targets for:
- 70,000 interest-free loans for insulation, energy efficiency or clean heat by 2015;
 - 65,000 insulation retrofits for low-income families by 2012;
 - 4,000 clean heating upgrades for low-income families in areas of poor air quality by 2012; and
 - 15,000-20,000 solar water heating systems by 2010.

33. The Climate Change (Emissions Trading and Renewable Preference) Act 2008 includes the Household Energy Fund to promote energy efficiency and renewable energy technologies in the home, totalling \$1 billion allocated by the government over 15 years from July 2009. The Climate Change (Emissions Trading and Renewable Preference) Act 2008 states the fund can be used for household insulation and clean heat retrofits; energy efficiency appliances and lighting; and space and water heating efficiency improvements. EECA is developing proposed criteria that will outline the most effective way to deliver the fund. It must consider the income, health and energy needs of a household; whether the householders have SuperGold cards; and if the measures are cost-effective
34. The National Environmental Standard for air quality requires councils to improve air quality progressively to the level of the national standard by 2013. The standard for particulate matter (PM₁₀) requires average ambient concentrations of no more than 50 micrograms of PM₁₀ per cubic metre of air during a 24-hour period. In 2007 in the Auckland region the highest 24-hour average was 137 micrograms per cubic metre, and the threshold was exceeded seven times. Auckland has been gazetted as a 'critical airshed', where the national air quality standard is sometimes exceeded. This means the ARC has an imperative to improve Auckland's air quality, or it will not be allowed to approve any further air emissions resource consents. The ARC is considering a regional ECan-style Clean Heat programme.
35. The Local Government Act 2002 section 101(3) states that when funding activities a council must consider the community outcomes to which the activity primarily contributes; and the distribution of the benefits between the community as a whole, any identifiable part of the community, and individuals. This legislation is important for sustainable housing initiatives because a financial incentive system comes at a cost to councils. For example, the benefits to the individual of a council-subsidised home retrofit are evident, but it is more difficult to measure the community benefits such as reduced greenhouse gas emissions, improved air quality and greater efficiency of the electricity and water networks.
36. EcoWater has a goal to reduce water consumption by 25% per person in Waitakere over the next 20 years, down to 125 litres per person a day. The Waste Minimisation Act 2008 and the Council's Zero Waste strategic platform aim to reduce waste to landfill. The goals of the Waitakere Action Plan on Climate Change and Energy are to reduce the city's greenhouse gas emissions, compared to 2001 levels, by 15% per person by 2010; and by 40% per person by 2021. An environmentally sustainable housing programme would be an effective action towards these goals. A large-scale retrofit programme would address the Community Outcomes of Strong Communities, Strong Economy, Green Network, Sustainable Environment, Working Together, Whaiora and Waiora. It would also contribute to the Strategic Platform of Sustainable Energy and Clean Air. It would satisfy the Strategic Priority of Sustainable Development.

CONSULTATION

37. A series of meetings has been held with Council staff in Strategic Planning, EcoWater, Community Wellbeing and Public Affairs in developing this report.

RESOURCES

38. The retrofitting the City programme is ambitious and would require substantial resources from staff and external agencies; and substantial budget. It would be a major commitment from the Council and would go beyond anything any other New Zealand council has undertaken in this area.

39. For maximum success, the programme would need to be a true alliance, with funding contributions from EECA and other agencies, such as central government and WDHB.
40. To fully fund the interest payments would cost a total of \$63.5 million over 20 years at 8% interest; this outlay would be shared among funding partners.

IMPLEMENTATION ISSUES

41. Implementing this project will require an in-house steering group, an alliance with external agencies and careful project design. It took ECan several years to overcome initial hurdles and get buy-in from the community; 'Retrofitting the City' would also need a skilful public relations and marketing campaign to gain widespread support.

Report prepared by: Catherine Sheehan, Strategic Advisor - Sustainability Initiatives.



8 **BUILDING SUSTAINABLE URBAN COMMUNITIES: A DISCUSSION DOCUMENT EXPLORING PLACE-BASED APPROACHES TO URBAN DEVELOPMENT IN NEW ZEALAND**

GLOSSARY

Department of Internal Affairs	(DIA)
Urban Development Agency	(UDA)
Building Sustainable Urban Communities: A Discussion Document Exploring Place-Based Approaches to Sustainable Urban Development in New Zealand	(the Discussion Document)
Urban Development Zone	(UDZ)

EXECUTIVE SUMMARY

A14-A68

Central Government has been considering the use of new mechanisms and powers to catalyse urban regeneration in New Zealand cities. Waitakere and other councils have been involved in those investigations and related policy development. Cabinet has considered policy options, and authorised the release of a Discussion Document entitled "*Building Sustainable Urban Communities: A Discussion Document Exploring Place-Based Approaches to Sustainable Urban Development in New Zealand*" (the Discussion Document) attached at pages A14 to A68. The opinions and views of councils are being sought.

This report sets out the background to the development of the Discussion Document and the matters that Council should include in its formal submission. Central Government would like to determine whether legislation to enable the creation of Urban Development Agencies (UDAs) is required.

This Discussion Document is pertinent to Waitakere at this time because it opens a dialogue with Central Government about how to better plan, control, coordinate, implement and fund major urban development, regeneration and intensification projects.

RECOMMENDATIONS

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

1. **Receive** the Building Sustainable Urban Communities: A Discussion Document Exploring Place-Based Approaches to Urban Development in New Zealand report.
2. **Agree** that the matters detailed in this report be included in Council's submission to the Department of Internal Affairs on the Discussion Document entitled '*Building Sustainable Urban Communities: A Discussion Document Exploring Place-Based Approaches to Urban Development in New Zealand*' along with any further matters agreed to by the Policy and Strategy Committee.
3. **Agree** that, on behalf of Council, the Chairman of the Policy and Strategy Committee be authorised to sign the submission to the Department of Internal Affairs on the Discussion Document '*Building Sustainable Urban Communities: A Discussion Document Exploring Place-Based Approaches to Urban Development in New Zealand*'.

BACKGROUND

1. In November 2006 Cabinet considered proposals on how to manage urban regeneration in New Zealand. At this time the central driver for this investigation was the supply of affordable housing. It was considered that new institutional arrangements and legislative change might be required for urban regeneration to become a significant organising feature of New Zealand's cities, whilst also delivering affordable housing.
2. More recently, Cabinet considered the powers, funding and mechanisms required to undertake large-scale urban projects of national and regional importance. Since then, The Department of Prime Minister and Cabinet, along with the Ministry for the Environment and Department of Internal Affairs (DIA), with input from other relevant Central Government and Local Government agencies, has led investigations on how urban development could be improved. Council officers have been involved in these investigations.
3. The recent technical review of the Auckland Regional Growth Strategy proposed that new tools for urban regeneration were needed to catalyse brownfield regeneration of many strategic sites in the Auckland region. That review also proposed the investigation of UDAs to undertake redevelopment and urban intensification of brownfield sites where achieving this type of change had proved difficult.
4. UDAs often have the following common characteristics:
 - having clear governance structure and mandate;
 - having control over project resource planning and service delivery;
 - having authority to manage investment and development finance; and
 - having significant influence over the planning and resource consent process, and powers to acquire and dispose of land.

- A54
5. The Discussion Document lists a number of types of development organisations already operating in New Zealand which are empowered under existing legislation (attached at page A54). It is recognised in research undertaken to date, that these current development organisations may not have sufficient powers and mechanisms required to achieve the scale and quantum of redevelopment required over a sustained period of time.

DECISION MAKING

Waitakere Context

6. Waitakere has a number of major urban development and regeneration projects underway that exemplify the matters raised in this Discussion Document, notably:
- The New Lynn Town Centre regeneration programme incorporating the establishment of a multi-nodal transport hub, reconfiguration of roads, commercial, industrial and residential regeneration and the establishment of a newly defined public realm.
 - The Northern Strategic Growth Area corridor development programme including the brownfield redevelopment of the former Hobsonville Air Base, Hobsonville Village and Massey North Town Centre and related industrial, business and residential areas.
 - The Henderson-Lincoln area including the redevelopment and intensification of the Henderson Central Business District, Lincoln Road and Henderson South.
 - Smaller regeneration projects such as those in Te Atatu, Glen Eden and Ranui Town Centres.
- A28-A29
7. Each of these Waitakere undertakings has some or all of the barriers and implementation difficulties identified in the Discussion Document (attached at pages A28 to A29). In particular:
- a. Capacity and capability issues at all levels of government and in the development industry.
 - b. Limited coordination of national, regional and local planning and implementation for large-scale urban development.
 - c. Ineffective integration between landuse and transport planning.
 - d. Difficulties in funding urban redevelopment projects.
 - e. Difficulties in assembling useful parcels of land from fragmented groups of properties, to ensure appropriate development of strategic sites.
 - f. The length and nature of planning and development control processes.
 - g. The limits to achieving social objectives through market mechanisms.
 - h. Public resistance to urban intensification.
8. In each of these areas it may be possible to design government policies and interventions that would assist Council to meet its strategic intent of urban renewal, intensification and sustainability.
9. Council officers are drafting a submission which is due on 28 November 2008. The submission will incorporate points raised by the Policy and Strategy Committee, and will respond to each of the issues identified as barriers and implementation difficulties (a-h above) and the role of government in urban development. It will also detail Council's feedback on the following issues.

A28-A30

Barriers to urban regeneration (attached at pages A28 to A30)

10. Councils have a high dependence on rating income. Councils depend on rates for revenue, and on securing development contributions and financial contributions for growth related infrastructure. Property rates are the main means by which they levy and receive their revenue base. The sources of funding are inadequate to undertake the scale of urban regeneration and development that is required to manage growth unless there are substantial and ongoing rates increases.
11. Territorial Authority budgets are under intense pressure from a host of competing demands including increases in the demand for infrastructure to meet a growing population. This includes infrastructure items such as libraries, community centres, swimming pools as well as network infrastructure in the form of roads, water and wastewater. Budgetary pressure also arises from the need to fund for depreciation, rising environmental standards, rising input costs, weather tightness costs, and the devolution of Central Government responsibilities.
12. Council already maintains an active borrowing policy (compared to many other councils) based upon the principles of intergenerational equity, so that future ratepayers who benefit from the assets or services available at a later date pay their share of the costs for those infrastructure networks. While development contributions and financial contributions are repeatedly seen as the answer to fund new infrastructure, Council recognises that they are paid by developers for their share of costs related to accommodating growth, as opposed to urban regeneration.
13. Using New Lynn as an example the present funding mechanisms do not provide for the real costs of urban regeneration, especially for those assets that have an intergenerational lifespan (e.g. rail, roads and bridges) or where costs occur early in the development process. It is clear too, that the full allocation of costs to development properties may penalise owners at a certain point of time while providing windfalls profits for others. It may also discourage developers to the extent that they invest in and develop inappropriate places, often to the detriment of strategic policies of urban containment, compact urban form and town centre intensification.

A40-A44

Funding urban regeneration (attached at pages A40 to A44)

14. The most direct way in which Central Government could contribute to its urban regeneration and town centre intensification objectives is through direct funding and provision of funding facilities which address the intergenerational nature and quantum of funding difficulties experienced by councils. Therefore, further investigation should be undertaken on 'value' or 'betterment capture mechanisms' in the Auckland region. These mechanisms which refer to taxes, regulatory partnership agreements or other public policy initiatives are designed to reserve, for community use, part of the uplift in land value which is created when the scope of development permissible on a site is increased by a development approval or infrastructure authority.
15. Unlike other forms of development contribution, the rationale for value capture payments has nothing to do with charges for beneficial infrastructure, or with compensating for the unanticipated adverse effects of development. It relates to the fact that the uplift in value is conferred by the wider community as opposed to being generated by the efforts of the development proponent or land holder per se. In this sense, the uplift in value is 'unearned'. These 'betterment' levies can be thought of as development 'license fees' and serve a different function to development and financial contributions. They should be able to be charged in addition to development and financial contributions.

16. Resolving a cost 'apportionment principle' relevant to betterment capture requires resolution of a tension between equity (namely, the right of the community to reclaim all the value it has added to a given piece of land through subsidised infrastructure provision and development regulation) and the need to allow some betterment to be privately captured so as to retain a positive incentive for development. This tension is often resolved in an Australian context through negotiation. However, legislation has occasionally been used to fix the proportion of land value uplift that is to be given up by the development proponent or land holder.

A33-A36

The role of government in sustainable urban development (attached at pages A33 to A36)

A31-A53

17. The Discussion Document outlines a number of approaches that Government might take to gain improved outcomes in urban regeneration. At one end of the continuum this includes the strengthening of existing tools and ways of working (attached at pages A31 to A49, A45 to A53). All the options outlined are considered to have merit and offer advantages to assist Council in the development process, and warrant further detailed investigation.

A54-A56

18. At the other end of the continuum the document proposes a more radical intervention of a place based, integrated UDA (attached at pages A54 to A56). A UDA approach would be used for complex or strategically important projects. At present it is envisaged that a UDA would sit outside of a council structure and that the UDA would have jurisdiction over the regeneration of a defined area designated as an Urban Development Zone (UDZ) including control over the planning and resource consent process, and powers to acquire and dispose of land. In this approach:

- **Central government would:** Lead research and follow up with appropriate policy and enabling legislation; coordinate and prioritise central agency investment, building programmes and service delivery in a designated UDZ and set objectives and targets with Regional and Local Government.
- **Regional government would:** Undertake regional strategic spatial planning and infrastructure planning consistent with Central Government objectives and targets; evaluate regional opportunities for UDZs (as identified by councils); identify project opportunities and risks; assess property market preconditions to confirm whether a UDA approach is needed; evaluate appropriate mechanisms to deal with individual places identified as projects (not all UDZs will be facing the same problems or issues); co-ordinate regional agency interfaces (e.g. Auckland Regional Territorial Authority) and facilitate joint prioritisation of system-wide infrastructure spending on such things as three waters; transport; regional facilities; social and community infrastructure; waste management and discharges to air and water.
- **Local government would:** Identify target areas for regeneration; collaborate in the development of vision for specific areas; undertake place-making (ensuring local expression is incorporated into vision and design of new urban spaces and linked to community outcomes); approve form of public amenities which will become a council responsibility after the UDA exits the project area and take municipal responsibility for the redeveloped area upon completion of project.

19. Council recognises that the UDA proposal has merit and wishes to see further investigation on place-specific mechanisms which would be negotiated with, rather than imposed on councils. The Council is willing to work with Central Government to refine policy proposals along the lines of the proposals outlined in the Discussion Document.

A37-A39

Improving co-ordination and integration (attached at pages A37 to A39)

20. Collaboration on funding issues is improving between Central, Regional and Local Government. However, there is a general lack of understanding between Local and Central Government in the Auckland region. 7/8^{ths} of public spending undertaken within the region is Central Government funding with no overall strategy for Auckland. Conversely, Local Government only accounts for 1/8th of the public expenditure but it is expected to deliver well beyond this mandate. More effective use of Central Government funding in Auckland could be achieved through the development of a commonly agreed strategy and prioritised implementation plan, such as One Plan.
21. Other issues which Council's submission will cover are: land assembly (including compulsory acquisition), ways to strengthen existing tools, streamlining planning and development control processes, housing choice - supply and affordability, how a UDA approach might work in the Auckland region and examination of other mechanisms to achieve urban regeneration.

Issues

22. At present, the DIA are investigating a number of project areas in the Auckland region.

STRATEGIC CONTEXT

23. The Council has for a number of years pursued a strategy of town centre regeneration around public transport nodes as set out in the Waitakere Growth Management Strategy. The proposal for UDAs will have a significant impact on the following key community outcomes:

- **Sustainable and Integrated transport, *Kauneke Tauwhiro me te Whakauranga Waka***

It is envisaged that legislation to enable the setting up of UDAs will support the future land use pattern for the region and influence transport investment over the short to medium term. To support a sustainable transport system it is critical that town centres in Waitakere provide local employment opportunities and intensified housing development around rapid transit corridors.

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

It is important that regional strategies that focus on compact urban form and urban intensification around rapid transit corridors and town centres are achievable.

- **Strong Economy, *He tupuranga kaha ihi wana***

Quality urban design and the transport investment decisions that support growth in the region are vital to a strong innovative economy in Waitakere and the region.

- **Strong Communities, *He iwi kaha***

Regenerated town centres on rapid transit corridors will support building stronger communities, reduce social exclusion and allow deprived communities in particular better access to facilities, services and employment. It should also provide increased housing choice.

- **Sustainable Environment, *Kauneke Tauwhiro Taiao***

Quality urban design and successful development of mixed use town centres can have a strong positive influence on this priority with a substantially more sustainable and resilient energy sector and large reductions in pollution from transport, and commensurate reductions in carbon dioxide emissions.

CONSULTATION

24. As this report is focusing on a submission on a Discussion Document only, limited internal consultation has occurred with key staff.

RESOURCES

25. The DIA have informally asked Council staff for assistance to support further policy development. If agreed to, this may result in staff secondment for a short timeframe that will be funded from current budgets or may be funded by Central Government.

IMPLEMENTATION ISSUES

26. Subject to the Policy and Strategy Committee's confirmation of the matters in this report, a formal submission will be prepared and the Chairman of the Policy and Strategy Committee will authorise the submission on the Council's behalf. At some later date the submissions received by the DIA on the Discussion Document will be reported back.

Report prepared by: Graeme Campbell: Director, Strategic Planning; Rose Leonard, Senior Advisor: Strategic Governance.



9 **DRAFT PARK AND RIDE STRATEGY**

GLOSSARY

Auckland Regional Transport Authority (ARTA)
Draft Park and Ride Strategy (the draft Strategy)

EXECUTIVE SUMMARY

The Auckland Regional Transport Authority (ARTA) has developed a Draft Park and Ride Strategy (the draft Strategy) for consultation with territorial authorities. The draft Strategy proposes a role for ARTA in identifying "regional" park and rides (generally 200 spaces or larger); developing policies on park and ride pricing; and potentially to own and operate park and rides of "regional" significance.

The focus of the draft Strategy, in relation to Waitakere, is on candidate "regional" park and rides along State Highway 16 and at Massey North.

This report raises issues with the draft Strategy and the provision of park and ride; examines the current and potential role of park and ride in Waitakere; and outlines the proposed basis for a Council submission to ARTA on the draft Strategy.

RECOMMENDATIONS

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

1. **Receive** the Draft Park and Ride Strategy report.
2. **Agree** that Policy Action 8.1 of the Draft Auckland Regional Parking Strategy be adopted by the Council as its policy position on the provision of park and ride, with the caveat that a park and ride may be appropriate on ONTRACK land adjacent to a station.
3. **Agree** that the Chief Executive Officer sign off a submission to the Auckland Regional Transport Authority on the Draft Park and Ride Strategy, to be prepared in response to the issues raised in the Draft Park and Ride Strategy report and feedback from the Policy and Strategy Committee.
4. **Agree** that the Chief Executive Officer write to the Chief Executive Officer of the Auckland Regional Transport Authority expressing serious concern about the refusal to enter into a lease agreement with the Council for the planned park and ride facility at Swanson and request that the Auckland Regional Transport Authority works with the Council to develop alternative options to help meet the modelled demand for park and ride at Swanson Station.

BACKGROUND

1. ARTA released the draft Strategy to territorial authorities in October 2008 with a request for formal feedback to ARTA by 3 November 2008. ARTA agreed to an extension in order to allow the Policy and Strategy Committee to consider a report on the draft Strategy. A copy of the draft Strategy is available in the Councillor's Lounge.
2. The draft Strategy provides useful information on where park and ride works best and outlines the current provision of park and ride in the region. It proposes a role for ARTA in identifying "regional" park and rides (generally 200 spaces or larger); developing policies on park and ride pricing; and potentially to own and operate park and rides of "regional" significance.
3. The Council currently operates a number of park and ride sites at railway stations, either on land that it owns or that it leases from ONTRACK or others. The current facilities are as follows:

Location	Size	Owned/leased	Comments
New Lynn	70	Leased	ONTRACK land.
Glen Eden (1)	24	Owned	On Council road reserve in front of heritage station.
Glen Eden (2)	68	Leased	Shopper's car park largely used as informal park and ride.
Sunnyvale	102	Owned	Opened October 2007.
Henderson	68	Owned	On Council road reserve on Railside Avenue.
Sturges Road	170	Owned	Opened September 2008.
Ranui	10	Owned	On Council road reserve on Pooks Road.
Swanson	34	Leased	On land leased from ONTRACK.
Waitakere	16	Not a council asset	Unsealed parking area on ONTRACK land. No lease in place.
West Harbour	35	Leased	Leased from West Harbour Marina.

4. At its meeting on 7 July 2005, the City Development Committee considered a 10 year programme for park and rides at railway stations. The first two were built at Sunnyvale and Sturges Road. Further park and rides are planned for Glen Eden, Sunnyvale, Henderson, Swanson and Waitakere Stations. As part of the Council's planning of the Northern Strategic Growth Area, options for park and rides are being considered at Massey North (for bus) and Hobsonville (for ferry).
5. The Waitakere City Transport Strategy 2006-2016 states that:

“Park and ride areas are required near to selected rail, bus and ferry stations. Park and ride facilities provide a connection to the passenger transport system, which is particularly important for those in rural areas. Park and ride areas should be developed with a high standard of safety and amenity.”
6. Policy Action 8.1 of the Auckland Regional Council's Draft Auckland Regional Parking Strategy states that:

“Park and ride facilities should be located:

 - *In advance of areas experiencing major traffic congestion;*
 - *Where they are well served by local roads of district arterial classification or higher;*
 - *To avoid the potential negative impacts on sustainable land use development;*
 - *Where there is a quality, direct, relatively frequent passenger transport link between the park and ride site and the destination. (The total trip should be “competitive” with the use of the car taking into account total travel time, out-of-pocket expenses, reliability, comfort etc.)*

Park and ride should not be located adjacent to stations or interchanges in centres where transport oriented development[s] are planned unless the parking is viewed as an interim use retaining the land for future (high-density) development.”
7. The Council supported Policy Action 8.1, with the exception in relation to park and rides on ONTRACK land adjacent to a station, such as at Henderson.

DECISION MAKING

8. The submission points raised in this report represent Council positions regarding the policy on park and rides and also identification of places where park and rides would be appropriate. This impacts on the Long Term Council Community Plan 2009-2019 and the Waitakere Parking Plan, which are in the process of being developed. Where ARTA considers a park and ride is required, but the Council does not, there may be an opportunity for debate, funding contributions or an assumption of responsibility by ARTA for a park and ride. Where there is agreement, it is more likely that ARTA would support a funding application from the Council for a park and ride.

Issues

9. **Impacts of park and rides.** While park and ride can effectively support parts of the passenger transport system, it can also accentuate and reinforce car dependency and contribute to poor land use where higher-value uses are an option. Higher value uses generate local employment and residential density, increased economic activity and also support passenger transport. This means that the opportunity costs for park and ride can be high and the benefits are enjoyed by people who generally commute out of Waitakere to work. There are some opportunities to generate secondary spend from people who park and ride if appropriate retail opportunities intercept the walking trip between the park and ride and the passenger transport service.
10. For example, the provision of park and ride at the Constellation and Albany stations on the Northern Busway highlights the impacts on use of local bus services. Surveys of park and ride users at the Albany and Constellation Busway park and rides show that around 55 per cent of users of the Northern Express Busway service at the new stations previously walked to their local bus stop to catch the bus (but now drive to the park and ride), and around 40 per cent transferred from cars to catching the bus from those stations. The net effects are that more people are catching the bus, but a higher number of people are no longer catching the local bus and are driving on the routes to the busway park and ride stations.
11. Auckland Regional Council's Draft Auckland Regional Parking Strategy 2008 states that:

"while on the face [of] it, there are compelling reasons to provide park and ride, there are some disadvantages:

- *Park and Ride can promote sprawl and long distance travel.*
- *It can occupy valuable land immediately adjacent to passenger transport services that may be better suited to intense mixed-use developments in the medium to long term.*
- *It can compete with local feeder bus services, reducing their patronage and their cost effectiveness.*
- *At some point the question will arise as to whether the facilities should be expanded (upwards or outwards) and this raises the question of whether charges should apply to manage demand."*

12. The Waitakere Parking Study report contains the following commentary about park and ride:

"It would appear that policies and opinions regarding the merits of providing park and ride facilities are still developing, as despite the obvious short-term benefits, the concept may not be sustainable in the longer term. In simple terms, although the provision of park and ride amenities may facilitate the use of passenger transport by patrons who do not live within easy access of a rail station, there is an argument that the concept encourages longer distance commuting and the subsequently generated car trips may increase congestion around the station area, which is the case at several train stations in Waitakere. The use of prime land for parking adjacent to passenger transport nodes may also be detrimental to the viability of the type of mixed land use development that might otherwise be suited to such areas."

13. **Criteria for park and rides.** The draft Strategy needs to provide clear criteria for park and rides which are consistent with the Auckland Regional Council's Parking Strategy. This is needed to assist in developing short, medium and long term strategies for individual sites for both local and regional park and rides. The draft Strategy identifies the circumstances where park and ride works best, identifies criteria where there is an opportunity for smaller park and rides, and uses criteria relating to availability of land, the park and ride market, the appropriateness of the road network to the site and low land value/development potential. The criteria that are used also need to include the effect on local bus services. These criteria need to be made consistent with each other and also with Policy Action 8.1 of the Auckland Regional Council's Draft Auckland Regional Parking Strategy.
14. **Local versus regional park and rides.** The draft Strategy implies that only the regional park and rides it identifies are significant and that all other park and rides are "opportunity-driven." This may have the consequence that regional park and rides may have higher priority for funding than local park and rides. Clarification is required regarding the status and funding of regional park and rides. The draft Strategy should provide guidance regarding funding responsibilities of a local park and ride, where the users may or may not be local to that territorial authority and are likely to be travelling to another territorial authority.
15. **Rail park and rides.** The draft Strategy suggests that rail park and rides in the region, except at Pukekohe Station and the future Drury Station, would be "opportunity-driven" park and rides and likely to be less than 200 spaces. There is an inconsistency in this reasoning in the case of Glen Eden, where ARTA has identified a potential demand of about 450 spaces for a park and ride. Clarification is required why Glen Eden is not considered to be a site for a regional park and ride. Permanent park and ride on rail land in or near town centres may be the best possible current use of this land while it remains part of the rail designation. This matter is not specifically considered by the draft Strategy but officers believe that it is worthy of inclusion.
16. **Lack of strategic direction.** The draft Strategy provides limited strategic direction about the future role of park and ride in the region. It leaves a significant policy vacuum in which "opportunity-driven" park and rides could continue to be developed in a way that does not meet regional strategic needs, nor implements the Regional Growth Strategy. Officers believe that this is a significant concern. Primarily the draft Strategy should advise which are the short-term facilities which encourage a shift from car to passenger transport and the permanent facilities which enable those living in rural areas to connect with the passenger transport system. The draft Strategy should also give direction to territorial authorities regarding the circumstances when a short term park and ride should cease and be used for a more productive purpose. The draft Strategy should provide guidance about an acceptable cost of park and ride as a means of encouraging use of passenger transport. This may help decisions in planning future park and rides.
17. **Short-term versus long-term park and rides.** The draft Strategy considers that there is a role for short-term (one to three years) park and rides by stating that "a classic example would be a location that is envisioned as a town centre in the Auckland Regional Growth Strategy, but where there is currently no development or development pressure." This should be supported as it fits with the criteria of the Draft Auckland Regional Parking Strategy which states that "park and ride should not be located adjacent to stations or interchanges in centres where transport oriented development[s] are planned unless the parking is viewed as an interim use retaining the land for future (high-density) development."

18. **Pricing of park and rides.** The draft Strategy suggests that charging for park and rides may become appropriate if:
 - Park and rides are generating far more demand than they can accommodate.
 - Costs for operating the park and ride become significant.
 - A town centre begins to develop around the park and ride, but there is demand to retain the facility despite rising land value.
 - Expansion of the park and ride will incur large capital costs, for example a structured car park.
19. Officers consider the above is useful guidance, but should allow charging to cover the costs of the operation of the park and ride and take into account other factors such as spill over parking, and restrictions by a funder or land owner (such as ONTRACK). Pricing can be a tool to ensure that the facility is only used by those who park and ride. The draft Strategy should consider any exceptions for charging, for example bicycle parking and promotions for carpool vehicles or zero emission vehicles. The draft Strategy should provide guidance whether a decision regarding pricing rests with the territorial authority or ARTA.
20. **Enforcement.** ARTA should be encouraged to assist with the enforcement of park and rides to ensure they are used by bona fide commuters. This could be done through the issue of a sticker which entitles those purchasing monthly passes for public transport or an electronic ticket which enables them to use park and rides. The draft Strategy could also provide guidance on the allocation of space to cycles, motor bikes, car pool vehicles, vehicles for disabled persons, vehicles from local areas and vehicles from outer areas.
21. **Integrated ticketing for Ferry Services.** ARTA's proposed integrated ticketing scheme includes two elements:
 - Integrated ticketing for bus and train services, meaning that a single integrated fare would be charged for a combined bus and train journey on a single smart card.
 - Integrated fares for bus and ferry journeys meaning that two separate fares, one for a bus trip and the other for a ferry trip, could be charged on a single smart card.
22. Therefore, when a ferry terminal is not located on a zone boundary, a passenger doing a combined ferry and bus journey would be charged more than a passenger doing a combined train and bus journey. Officers believe that there is no rational public policy basis for this distinction. The consequence of this distinction is that it puts a price barrier in the way of encouraging people to use feeder bus services to ferry terminals which, in turn, increases the demand for park and ride in those locations. This is an important consideration at Hobsonville.
23. **Cycle Parking at Park and Rides.** Officers note that cycle parking is not well covered in the draft Strategy. At a time when ARTA is meant to be encouraging and supporting all modes of sustainable travel, this is a serious omission. There is no reference to ARTA's own "Guidelines for Cycle Parking Facilities 2007" in the draft Strategy.
24. **Informal Park and Rides.** The draft Strategy should acknowledge that informal park and ride may occur on local streets around passenger transport connections and also in car park buildings in town centres. The draft Strategy should encourage territorial authorities to consider whether or not this is appropriate and to manage the effects of paid park and rides on local streets.

25. The following paragraphs provide commentary about individual current or proposed park and ride sites.
26. **Westgate/ Massey North.** Officers do not support the proposal to have a permanent park and ride at Westgate/ Massey North. ARTA has incorrectly assumed in its evaluation that the land use at Westgate/ Massey North is low value. The evaluation has failed to consider the impact on bus services from western Rodney to Massey North. The primary catchment for any such park and ride would be along the State Highway 16 corridor. This corridor has bus and rail services with their own park and ride facilities – not mentioned in the draft Strategy – at Helensville (rail); Waimauku (bus and rail); Huapai (rail); Kumeu (bus); and at the Riverhead Turnoff (bus). It would seem more sustainable for commuters from western Rodney to either walk, cycle or drive to their nearest park and ride rather than drive to Massey North. While it may be possible to site a park and ride in the future Massey North employment area, Waitakere suffers a significant shortage of well-located employment land with good motorway access. A park and ride in such a location would have high opportunity costs and work against Waitakere's goals to reduce the number of residents required to leave the City every day to access employment opportunities.
27. Council officers and the New Zealand Retail Property Group believe that a temporary park and ride on a development site within walking distance of the Massey North bus interchange is warranted until that site becomes available for development. This fits with the policy view of the Draft Auckland Regional Parking Strategy and the draft Strategy, but not the evaluation.
28. **Hobsonville Ferry -** ARTA plans to introduce a ferry service from Hobsonville to Downtown Auckland via Beach Haven in mid-2010. At the same time it has agreed to provide a connecting bus service between the ferry, Hobsonville Village and Westgate at a half-hourly frequency. The Landing area is being developed by the Hobsonville Land Company while the adjacent Marine Industry Precinct is being developed by Waitakere Properties Limited. Planning work includes provision for a park and ride facility that could support the ferry service in the first ten years. Its location will be important as there will be intense demand for limited car parking in the vicinity of the ferry wharf. Both the Council and Hobsonville Land Company have strong aspirations for a role-model sustainable community on the Hobsonville Air Base with a preference for walking, cycling and using feeder buses to access the ferry for local residents. The issue of integrated fares rather than integrated ticketing for ferries, referred to in paragraph 21, is a barrier to this occurring. There will be a significant rural catchment for this ferry service both from within Waitakere and potentially from Greenhithe in North Shore City. Officers therefore support a park and ride at Hobsonville targeted at rural users.
29. **West Harbour -** There is a small park and ride currently available for ferry commuters but this was full even before the recent increase in ferry frequency and the deployment of a larger vessel on the most heavily patronised ferry services. The sizing of park and ride at West Harbour deserves further consideration in conjunction with Council's work with the marina company on the development of the marina precinct.
30. **Lincoln Road -** This is a significant shift in direction from ARTA's Passenger Transport Network Plan. It has significant implications for ARTA's own bus service planning; significant land use implications for Waitakere; and no apparent integration with the New Zealand Transport Agency's consideration of enhanced bus priority and future managed lanes on the North-western Motorway. Officers do not believe that a park and ride site is warranted at Lincoln Road because a park and ride would use up significant amounts of high-value land with high opportunity costs. Users of the park and ride would need to travel through severely congested areas to access the park and ride. The proposal to have a park and ride on the Radio New Zealand transmitter site is not possible due to technical constraints.

31. **Te Atatu Road** - The draft Strategy proposes a park and ride site alongside the North-western Motorway at Te Atatu Road. For similar reasons given above, officers do not believe that a park and ride site is warranted at Te Atatu Road. The proposal to have a park and ride on the Harbour View/ Orangihina Reserve would meet significant obstacles.
32. **Swanson** - ARTA's recent refusal to lease land to the Council for a planned park and ride on the western side of Swanson Station, due to potential track work and platform requirements of the rail electrification project, is a serious issue for the Council. This has obliged the Council to stop work on detailed design for the Swanson park and ride. There are currently 34 park and ride spaces available on the eastern side, all of which are fully utilised. There is significant parking spill over onto Swanson Road. The planned park and ride would have provided approximately 130 additional park and ride spaces. ARTA has modelled demand for around 180 park and ride spaces at Swanson Station. The station has a significant rural catchment from the foothills of the ranges, where there are no public transport services. In terms of the criteria in the draft Strategy and the Draft Auckland Regional Parking Strategy, Swanson Station is an ideal fit for a regional park and ride facility. Officers recommend that the Council submits that ARTA works with the Council to either decide that the planned park and ride can proceed or to find an alternative site.
33. **Waitakere** - The current informal unsealed park and ride on ONTRACK land is being maintained by the Council to maintain some level of service to commuters by grading and filling potholes. Exceptionally, ARTA does not hold a lease over Waitakere Station, nor does the Council hold a lease over the park and ride site. There is an opportunity to seal the car park, once lease issues are resolved. The park and ride catchment for the station includes Bethells, Anzac Valley and Taupaki.
34. **Ranui** - There is the possibility of limited expansion of the existing park and ride on Pooks Road but the majority of current rail commuter parking is on Ranui Station Road, indicating origins from the north side of Ranui. The Ranui Town Centre Concept Plan strongly supports a walkable catchment to the railway station and the town centre. The station's catchment is principally the Ranui community so improved walking connections to the station and cycling facilities at the station are considered to be the best approach to increasing the use of the station.
35. **Sturges Road** - The Council opened a 170-space park and ride at Sturges Road Station in September 2008. Usage of the facility is growing steadily and in line with the experience of the Sunnyvale Park and Ride. Officers expect that this facility will be very well utilised within the next year.
36. **Henderson** - The Council is progressing to concept design of a park ride on the old goods shed at the end of Smythe Road. As this park and ride would be on ONTRACK land, it can only be used for railway purposes under its designation. ONTRACK has indicated that a non-commercial lease at a peppercorn rental would be available to the Council provided the facility is free and restricted to bona fide rail commuters.
37. **Sunnyvale** - The Council has plans for a second "Seymour" park and ride adjacent to planned medium-density development on the southern side of Sunnyvale Station. The land for the park and ride is in the designated rail corridor.

38. **Glen Eden** - The existing park and ride facilities in Glen Eden are fully utilised. The draft Strategy indicates a significant demand for around 450 spaces of park and ride at Glen Eden. This includes significant rural catchments such as Oratia, Henderson Valley and Waiatarua. There are two ONTRACK sites on Waikumete Road which could be considered for park and ride. These sites have access, surveillance and security issues that would need to be effectively addressed. There is also potential for short-term park and ride on a land parcel in the town centre set aside for future intensification. Clarification is required why Glen Eden is not considered to be a site for a regional park and ride.
39. **New Lynn** - The proposed extension of Clark Street over the future rail trench is likely to result in a closure of the current park and ride at New Lynn. The draft Strategy indicates that there is no future demand for park and ride in New Lynn. This requires a commitment from ARTA to feeder bus services, integrated ticketing, integrated fares and an effective transport interchange. ONTRACK's view is that the park and ride needs to be replaced by the Council in order for ONTRACK to approve the Clark Street Extension. A number of sites, including McNaughton Way car park, have been identified that could also be used for a short-term park and ride.

Consideration of Community Views

40. Feedback from railway station open days in March and April 2005 for the stage of double-tracking between Titirangi Road and Henderson indicated strong support for park and ride facilities at railway stations. Similar feedback was received from the open day that took place on 19 August 2006 for the railway station upgrades at Sturges Road, Ranui and Swanson stations.
41. Feedback from the New Lynn open day in September 2008 showed there was strong support for continued provision of park and ride in New Lynn, but there was an acceptance that this might be at a location not immediately adjacent to the station.
42. Feedback received from community boards in conjunction with the development of the Waitakere Parking Plan indicated support for provision of park and ride facilities, except from the Massey Community Board, which indicated opposition to park and ride at the future Westgate/ Massey North town centre. Other community boards, such as Henderson Community Board, indicated that users might be prepared to pay for park and ride if a high standard of security was provided.
43. Feedback from the community around Fruitvale Road Station in 2002 indicated strong opposition to a park and ride facility at Fruitvale Road Station.
44. All park and ride facilities provided by the Council, except at Sturges Road Station which only opened in September 2008, are completely full, indicating strong public demand for park and ride.

STRATEGIC CONTEXT

45. Waitakere is strongly committed to improvements in passenger transport and land use planning to support those improvements. Park and rides have a strategic role to assist people to connect with the passenger transport system and also increase its use. The provision of park and ride has the following impacts, both positive and negative, on Waitakere strategic platforms:

46. **Integrated transport and communication,
*Te Whakaurunga Waka Te Whakawhiti korero***

Park and ride has the ability to provide access to the passenger transport network for people who cannot or will not use feeder bus services, including those from beyond the reach of the urban passenger transport network. However, park and ride can reduce the attractiveness, level of frequency and use of feeder bus services to key town centres on the rail corridor.

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

Park and ride can exact large opportunity costs in terms of land use in town centres and, at worst, can work counter to intensification efforts. It can also increase the demand to live in rural areas. This requires careful management through the mechanisms of the Waitakere Ranges Heritage Area Act 2008 such as Local Area Plans.

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

Park and Ride can use up valuable land better set aside for employment growth and economic development. As park and riders are generally leaving Waitakere to work, park and ride provision is in effect a subsidy to other parts of the region.

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

Park and Ride can provide access to passenger transport for people with access to cars outside of the passenger transport network. On the other hand, it can undermine the feeder bus network which is vital for local travel within Waitakere, linking people who, whether by choice or not, do not have access to a car to key pieces of social, retail and leisure infrastructure.

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

Park and Ride has significant potential to contribute to this platform by intercepting relatively long-distance car trips before they reach congested parts of the network (where the energy efficiency of vehicles drops dramatically) and transfer them to a more sustainable mode of transport for the otherwise congested part of the journey. On the other hand, feeder bus services, even if only moderately utilised, will be more efficient than park and ride for relatively short journeys to railway stations and ferry terminals in the urban part of the city.

CONSULTATION

51. The Council's policies on park and rides are to be included in the draft Waitakere City Parking Plan, which is proposed for formal consultation in 2009. The responsibility for any public consultation, including consultation with Maori, for a park and ride project falls with the Council, apart from any regional park and rides that may be developed by ARTA as a result of the draft Strategy.

52. Internal consultation took place for the preparation of this report with the Consent Services; Resource Management; Sustainable Management; Transport Assets; Transport Strategy; Urban Design and Development; Strategic Projects; Economic Development and Parks Assets team. The contents of this report reflect a "whole of Council" view of officers.

RESOURCES

53. No resources other than staff time are required to make a submission. The Council will consider a proposed programme for park and rides in its consideration of the draft Long Term Council Community Plan 2009-2019.

IMPLEMENTATION ISSUES

54. The implementation of park and rides is generally the responsibility of the Council. Any financial implications in relation to individual park and ride projects would be reported to the appropriate committee of the Council for their consideration and decision.

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



10 PROPOSED LOCAL AREA PLANS - UPDATES

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



11 ROYAL COMMISSION - ISSUES AND UPDATE

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



PUBLIC EXCLUDED MATTER

12 HOBSONVILLE MARINE INDUSTRY SPECIAL AREA DEVELOPMENT UPDATE

This item will be considered in the Confidential Supplement of the agenda, and has been circulated to members separately with this agenda.

PROCEDURAL MOTION TO EXCLUDE THE PUBLIC

That the public be excluded from the following parts of the proceedings of this meeting namely, Hobsonville Marine Industry Special Area Development Update.

The general subject of the matter to be considered while the public is excluded, the reason for passing this resolution in relation of the matter, and the specific grounds under sections of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

General subject of the matter to be considered.	Reason for passing this resolution in relation to the matter.	Ground(s) under Section 48(1)(a) for the passing of this resolution.
Hobsonville Marine Industry Special Area Development Update.	<p>The withholding of information is necessary in order to:</p> <ul style="list-style-type: none"> • Enable any local authority holding the information to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations). • Protect information where the making available of the information would be likely unreasonable to prejudice the commercial position of the person who supplied or who is the subject of the information. 	That the public conduct of the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding would exist.

This resolution is made in reliance on Section 48(1)(a) of the Local Government Official Information and Meetings Act 1987 and the particular interest or interests protected by Section 7(2)(i) and 7(2)(b)(ii) of that Act which would be prejudiced by the holding of the relevant part of the proceedings of the meeting in public as follows:

- *The report contains information which if released could affect Council's negotiations.*

