



Waitakere City Council
Te Taiao o Waitakere

NOTICE OF MEETING

POLICY AND STRATEGY COMMITTEE

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

DATE: Thursday, 4 December 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.

Pp 

28 November 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
	WH	Paki, JP (Chairman Te Taumata Runanga)

Mayor RA Harvey, QSO, JP (ex officio)

(Quorum 5 members)

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(Meeting Room could be subject to change)

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

**AGENDA FOR A MEETING OF THE POLICY AND STRATEGY COMMITTEE TO BE HELD IN
THE COUNCIL CHAMBER AT WAITAKERE CENTRAL, 6 HENDERSON VALLEY ROAD,
HENDERSON, WAITAKERE, ON THURSDAY, 4 DECEMBER 2008,
COMMENCING AT 9.30 AM**

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1 APOLOGIES



2 URGENT BUSINESS

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

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

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

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



3 CONFLICTS OF INTEREST

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



4 CONFIRMATION OF MINUTES

Meeting Minutes - 6 November 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, 6 November 2008, as circulated, and that they be taken as read and now be confirmed.



5 PRESENTATIONS

A REGIONAL FOOD ECONOMIES: THE ROLE OF WAITAKERE CITY

Brendan Hoare, Director Unitec Hortecology Sanctuary - Mahi Whenua, Executive Director of econation2020 and Senior Academic Unitec New Zealand, will be making a presentation to the Policy and Strategy Committee.

B UPDATE ON TE KAWERAU A MAKI'S TREATY OF WAITANGI CLAIM

Councils Maori Issues Manager, Wayne Knox will introduce Te Kawerau A Maki, followed by Saul Roberts, Executive Officer and Members from Te Kawerau A Maki will make a presentation to the Policy and Strategy Committee on Te Kawerau A Maki's Treaty of Waitangi claims to date.



6 SCOPE OF THE CULTURAL WELLBEING STRATEGY

GLOSSARY

Cultural Wellbeing Strategy	(the Strategy)
Local Government Act 2002	(LGA)
Ministry of Culture and Heritage	(the Ministry)
United Nations Educational, Scientific and Cultural Organisation	(UNESCO)

EXECUTIVE SUMMARY

This report outlines the need for a Cultural Wellbeing Strategy (the Strategy) and proposes a potential scope for the Strategy to guide its development. The considerable breadth of concepts such as "culture" and "cultural wellbeing" are discussed in order to guide the identification of matters that are outside of the scope of the Strategy. A timeline and process is presented for the development and completion of the Strategy and the Council's agreement is sought on the proposed scope of the Strategy to guide officers developing a draft document for consultation.

RECOMMENDATIONS

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

1. **Receive** the Scope Of The Cultural Wellbeing Strategy report.
2. **Agree** that the scope of the Cultural Wellbeing Strategy is a broad, high level expression of the vision, values and principles that will enable the Council to promote cultural wellbeing in Waitakere.
3. **Agree** that the scope of the Cultural Wellbeing Strategy excludes matters of implementation, specifically the level and timing of the Council's investment in social and cultural infrastructure; and also excludes matters of governance, including the Council's relationship with iwi/Maori, the relationship with the Waitakere Pacific Board and the Waitakere Ethnic Board and considerations of the Treaty of Waitangi.
4. **Agree** that the draft Cultural Wellbeing Strategy be brought to the Policy and Strategy Committee meeting for approval and release as a draft for consultation with key stakeholders in early 2009.
5. **Agree** that the final draft of the Cultural Wellbeing Strategy be brought to the July 2009 Policy and Strategy Committee meeting for consideration and adoption.

BACKGROUND

1. The development of the Strategy has been prompted by a legislative imperative as well as the Council's shift to an integrated strategic framework. The Local Government Act 2002 (LGA) firmly sets the Council's decision making within a sustainable development context, requiring promotion of the cultural wellbeing of communities alongside economic, environmental and social wellbeing. The Council is also moving to rationalise the current plethora of strategies, policies and plans through the development of a coherent strategic architecture incorporating seven high level strategies that together provide an integrated framework to guide decision making and prioritisation within the second tier of implementation plans and activity plans.
2. In addition to previously adopted plans and strategies (arts & culture, heritage, events), the Council is in the process of developing a number of second tier implementation plans and policies (libraries, leisure, parks, creative city, creative industries sector, arts infrastructure, ethnic diversity) that would fit within the ambit of a Cultural Wellbeing Strategy. The development of the Strategy will enable the Council to review existing strategies, plans and policies where appropriate, as well as guide the development of relevant policies and implementation plans that are due to be completed by the end of 2009.
3. A workshop was held with Councillors on 5 November 2008 that enabled an informal consideration of concepts, drivers and the potential scope of a Cultural Wellbeing Strategy. A similar workshop was held with officers from across the Council who are likely to be impacted by the Strategy.

DECISION MAKING

4. The Strategy has the potential to suffer from "scope creep" due to the varying stages of development of a number of associated implementation plans and policies as noted above. In the absence of a completed suite of implementation plans and policies, the Strategy may be perceived as a convenient vehicle for directing the Council's investment decisions. In these circumstances, the Council needs to be very clear about the scope of the Strategy that is to be drafted for consideration at the February 2009 meeting of the Policy and Strategy Committee.

Issues

Definition of Culture and Cultural Wellbeing

5. While the LGA mandates councils to promote cultural wellbeing, it is silent on the definition of culture or cultural wellbeing. In the absence of legislative guidance, it is proposed that the following "working definitions" be utilised to provide guidance in developing the Strategy. These are nominated because of their relevance to the recommended scope of the Strategy.
6. Culture is often considered to only refer to fine art, music and literature or to cultural practices of different ethnic communities. However, the United Nations Educational, Scientific and Cultural Organisation (UNESCO) has conceptualised culture as:

"..... the set of distinctive spiritual, material, intellectual and emotional features of society or a social group, and that it encompasses, in addition to art and literature, lifestyles, ways of living together, value systems, traditions and beliefs" (Preamble to the UNESCO Universal Declaration on Cultural Diversity, 2001).

7. This definition of culture captures notions of identity and heritage, expressions of diverse cultural practices and the transmission of ideas, stories, values and ways of being across time and place without being prescriptive or excluding differing understandings and expressions of culture. This is a broad and inclusive definition that is reflective of the Council's responsibility to promote the cultural wellbeing of the broad constituency of groups and views that are represented in the Waitakere community.
8. Cultural wellbeing is also a relatively nascent concept in a local government context. The Ministry of Culture and Heritage (the Ministry) has undertaken some work in this area to assist local government in the exercise of its responsibilities under the LGA. The Ministry has proposed a definition of cultural wellbeing for the consideration of councils beginning to consider this aspect of sustainable development. Cultural wellbeing can be defined as:
 - *"The vitality that communities and individuals enjoy through:*
 - *participation in recreation, creative and cultural activities; and*
 - *the freedom to retain, interpret and express their arts, history, heritage and traditions"* (www.culturalwellbeing.govt.nz)
9. Utilising this working definition as a starting point in developing the Strategy suggests the Council will need to examine its role in supporting community participation in recreation, creative and cultural activities and in its support of the expression and retention of arts, heritage and traditions.

The Scope of the Strategy

10. The broad working definitions of culture and cultural wellbeing explored above suggest that the scope of the Strategy needs to be kept similarly broad i.e. the Strategy can not prescribe the outer boundaries of culture. However the Strategy can assist the Council to consider the boundaries of its own role in supporting the expression and retention of culture and in promoting local cultural wellbeing. It is therefore suggested that the scope of the Strategy will encompass the role of the Council in the following areas: arts, events, libraries, leisure, parks, ethnic diversity and heritage.

The Role of the Council

11. The Council already supports cultural wellbeing in Waitakere in a number of ways: as a funder of services, activities and events, as a provider of facilities and services and as a partner to organisations and individuals that enable the expression and retention of culture. The Council also supports cultural wellbeing through its role as an advocate on behalf of the community. The development of the Strategy will assist the Council to examine whether the nature of its support for cultural wellbeing is appropriate to its long term vision for the Waitakere community and to reflect on the extent to which the Council's support has or could potentially enable the achievement of community outcomes in this area.

Consideration of Community Views

12. Due to the breadth of the working definitions and the proposed scope outlined above, the Strategy has the potential to enhance the cultural wellbeing of a large number of people, both now and into the future. The City has a strong reputation as a creative place that treasures its heritage and that welcomes the strength that the diversity of people, creativity and ideas offers to those who live and work in Waitakere.

13. The City has a rich tapestry of groups and individuals that are involved in supporting or promoting the many elements of cultural wellbeing. It is proposed that key stakeholders be consulted during the development of the Strategy in order to capture a broad range of views. These include but may not be limited to:
- Te Taumata Runanga;
 - Community Boards;
 - Youth Council;
 - Active Waitakere partners;
 - Waitakere Enterprise;
 - Waitakere City Arts Laureates;
 - Waitakere Pacific Board;
 - Waitakere Ethnic Board; and
 - Heritage, arts and culture groups/organisations.

STRATEGIC CONTEXT

14. The development of the Strategy supports a number of strands within the Council's strategic direction. The overarching strategic priorities that would be supported include:
- Sustainable Development where the vision is that Waitakere's development demonstrates ongoing progress towards a sustainable society, requiring that all major programmes demonstrate ongoing social, economic, environmental and **cultural** benefit for current and future communities;
 - First Call for Children where the vision is for a city where children and youth can play and hang out safely, develop their own **cultural** identity and enjoy the city's diversity, requiring that the Council advocates for and supports the prioritisation of the **wellbeing** of children; and
 - Lifelong learning with the vision for a city where everyone can access flexible, creative and inspirational affordable learning and can participate in city life.
15. Relevant strategic platforms include:
- Urban and Rural Villages/Nga kainga taone, tuawhenua where town centres are thriving places providing options for people to live, work and play; public facilities, places and spaces teem with people and the streets are alive and busy;
 - Strong Innovative Economy/He tupuranga a kaha ihi wana which includes the identification and development of business clusters such as film and organics;
 - Active Democracy/He tikanga pai ki ta te iwi e hiahia ana where people feel that they can make a difference and there are high levels of community participation and respect for each other's views;
 - Strong Communities/He iwi kaha which envisions strong communities that "connect" with (mix and understand) each other and people enjoy the city's diversity of lifestyles. This platform addresses how the Council supports health and wellbeing e.g. through leisure facilities and services that people enjoy and library, education and information services that meet residents' needs; and

- Green Network/He tuituitanga kākāriki where the city's parks, bush and streams form a "green network" that brings the natural world into people's everyday lives and also provides recreational areas and friendly green areas in the city.
16. The Strategy will enable the achievement of a number of Community Outcomes that also align with strands of the Council's strategic direction discussed above. These include the following Community Outcomes:
- Green Network/He tuituitanga kākāriki where people seek to be in harmony with and have a strong sense of stewardship/kaitiaki of the natural environment and have more opportunities for learning about and interacting with the natural environment. People want to learn from the Maori world view of taking care of the environment;
 - Maori Ora/Access to Maori resources where Maori can celebrate being Maori; people celebrate ethnic cultural diversity and the City's unique and rich tribal and Maori history; acknowledge ancestral links between past, present and future and where cultural knowledge within a traditional and contemporary context is valid and relevant. The transmission of cultural knowledge from one generation to another generation; sustaining the quality of te reo and tikanga and celebrating cultural practices is important;
 - Strong Communities/He iwi kaha where people desire a strong sense of connection and belonging; are civil and respectful of each other and it is important to create and support places and local focal points where people can gather e.g. playgrounds, childcare, shops, facilities, marae, places of worship, schools, sports clubs and parks. Waitakere's communities would like more ways to bring people together around practical projects, events, markets, festivals, and around issues and good ideas; and
 - Strong Economy/He tupuranga kaha ihi wana whereby Waitakere is an attractive place to work and do business; a City where people have a good work-life balance, quality of life and participate in family and community life; there is a fresh Council culture that facilitates and enables sustainable development and business; all youth are in education, training or employment; we grow industry clusters that have a high technology and/or design and/or intellectual property component; there is an increased focus on Maori and Pacific business development and there is successful migrant attraction and settlement.
17. The Strategy contributes to the Waitakere Ranges Heritage Area Act 2008 and regional strategies including the One Plan, Auckland Regional Economic Development Strategy, Auckland Regional Settlement Strategy.
18. The Council also works with external partners to support cultural wellbeing and this Strategy can enable a consideration of outcomes from these relationships within a cultural context, for example, Unitec, the Waitakere Trusts Stadium, Tourism Auckland.

CONSULTATION

19. As implied by the breadth of the working definitions of culture and cultural wellbeing, and the proposed scope of the Strategy, a broad group of officers across the Council have been and will be involved in the development of the draft Strategy. They include staff from the Social and Cultural Strategy Group, Maori Relationships, Strategic Planning, Community Arts and Events, Libraries and Information Services, Leisure Services, Parks Planning, Heritage and Economic Development.

20. It is proposed in a preceding section of this report that consultation be undertaken with a range of key stakeholders including Maori/iwi, central government and community sectors.

RESOURCES

21. \$10,000 is available from the 2008/2009 Budget for the development of the Strategy, and most of this amount is to be expended on consultation and publication costs. The primary resource requirement is expected to be cross-Council staff time as appropriate at key points during the development of the Strategy which is being led by the Team Leader Cultural Wellbeing.

IMPLEMENTATION ISSUES

22. The implementation of the Cultural Wellbeing Strategy will be achieved through second tier implementation plans that have already been adopted or are in varying stages of development. It is for this reason that it is proposed to exclude implementation issues such as the timing and level of investment in social and cultural infrastructure from the scope of the Strategy.

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



7 DRAFT ECONOMIC WELLBEING STRATEGY

GLOSSARY

Economic Wellbeing Strategy (EWS)
Waitakere Enterprise (WE)

EXECUTIVE SUMMARY

The purpose of this report is to present a draft Economic Wellbeing Strategy (EWS) to the Policy and Strategy Committee for endorsement as a working draft for stakeholder consultation.

The draft EWS is an update of the 2004 Economic Development Strategy which has been successfully implemented over the last four years. A review of the Strategy was required to contribute to Council's new strategic framework of seven strategic directions. The updated EWS maintains the strategic direction of the Economic Development Strategy through a combination of five mutually supporting objectives, although the context, issues, actions and principles have been refreshed.

A1-A64

The EWS has had input from Waitakere Enterprise (WE), Waitakere Properties Limited and Council officers during its development and has now reached the stage where it is necessary to endorse it in draft form and consult more widely with key external stakeholders and to seek public input. A copy of the Draft Economic Wellbeing Strategy is attached at pages A1 to A64.

RECOMMENDATIONS

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

1. **Receive** the Draft Economic Wellbeing Strategy report.
2. **Approve** the draft Economic Wellbeing Strategy as a working draft for consultation.

3. **Either**
 - (a) **Agree** to consultation that seeks feedback on the draft Economic Wellbeing Strategy as approved by the Policy and Strategy Committee, OR
 - (b) **Agree** to consultation on the draft Economic Wellbeing Strategy that actively seeks stakeholder views about the extent and type of Council action and the extent and type of other organisations' actions that address economic wellbeing issues.
4. **Invite** the Policy and Strategy Committee to convene a workshop to obtain Councillor input into the draft Economic Wellbeing Strategy.

BACKGROUND

1. An Economic Development Strategy was developed in 2004, to give effect to the "Strong Economy" strategic platform. In 2007, a review of the Economic Development Strategy was initiated to respond to Directors' request that a more coordinated and coherent strategic framework of seven strategic directions be configured around the areas of social, economic, cultural, environmental, transport, growth management and governance.
2. At its meeting of 5 June 2008, the Policy and Strategy Committee resolved to:

"The Policy and Strategy Committee resolved to:

Approve the move to a framework of seven strategic directions configured around the areas of social, economic, cultural, environmental, transport, growth management and governance."

900/2008

3. The EWS has been prepared in response to ongoing monitoring of economic performance, the 2008 Waitakere Community Outcomes report, and the wider regional planning context as articulated in the Auckland Sustainability Framework.

DECISION MAKING

Issues

4. The draft EWS proposes a refreshed vision, objectives, actions and outcomes that will address the issues affecting Waitakere over the next 20 years.
5. The strategic direction Citywide is to enable an average of 1,500 new jobs per year to be filled, in a range of industries and sectors, including green technology and green jobs. This means a continuation of the trend of employment growth of approximately 1,500 new jobs annually until at least 2021 and a gradual increase in the amount of available business land in growth areas, based on long term scenarios.
6. The context of the strategy sets out Waitakere's economic profile and policy setting and leads to the identification of specific issues that need to be addressed by the actions.
7. The EWS sets out the principles of economic wellbeing and the strategic intent is expressed in the vision, objectives and priority actions. The priority actions identified provide direction on how the work of Council could contribute to improving the economic wellbeing of Waitakere's people and communities.

8. The five mutually supportive objectives are ordered in the following five themes:
 - **People:** Develop the capacity of people to actively participate in Waitakere's economy through programmes, advice and facilities;
 - **Places:** Provide a sustainable supply of places and infrastructure for economic activity for Waitakere and the Auckland region by development and re-development of business land into an efficient network of town centres, corridors and local centres;
 - **Enterprise Development:** Provide enterprise and capacity development programmes that encourage more quality local jobs, higher value production, international competitiveness and sustainable economic growth;
 - **Profile And Marketing:** Support and promote activities that enhance Waitakere's profile and pride, and proactively market Waitakere; and
 - **Partnering:** Focus on Council's responsiveness to business and on opportunities for partnering and aligning the resources and objectives of stakeholders in Waitakere's economy.
9. Within each of these themes, the issues, objectives, actions, outcomes and measures are set out. A separate, detailed Action Plan is intended to become an EWS implementation plan, once all the seven strategies and action plans are in final form. This will be linked to specific Activity Plans and Statements of Intent, and include the timing, sequence and monitoring of actions.
10. The executive summary, perspective and principles, and strategic intent sections of the EWS are intended to form the initial consultation document, with further details being provided in the core strategy if requested.
11. A consultation plan will be prepared following the decision arising from this report.

Options Identified

12. The primary decision sought is to approve the EWS as a working draft for consultation with key stakeholders, so the relevant option that needs to be considered is the amount of input and influence on the EWS that is sought from consultation. The options include:
 - a) Seeking feedback on the EWS as it has been approved by the Policy and Strategy Committee for consultation. This approach does not involve scope to take account of stakeholders' views about the extent and type of Council action taken to address the economic wellbeing issues, or the extent and type of other organisations' actions to address the economic wellbeing issues
 - b) Actively seeking stakeholder views about the extent and type of Council action taken to address the economic wellbeing issues and the extent and type of other organisations' actions to address the economic wellbeing issues; reporting back on major changes.
13. The tangible costs of each option are not much different, as the only extra step involved in b) would be to report back to the Policy and Strategy Committee before finalising the EWS for adoption by Council.
14. However the intangible benefits and costs of each option are different:
 - Option a) **Benefit:** A simple process of seeking and reporting back input on Council's preferred approach, with minor change expected in the proposed objectives, actions and outcomes in the EWS.

Cost: limited scope available to key stakeholders to shape the interventions in Waitakere's economy, with possible difficulties in engaging in effective partnering arrangements. This may affect the effective achievement of community outcomes.

Option b) **Benefit:** Offering the opportunity for stakeholders to put forward alternative approaches for addressing economic wellbeing issues, encourages multi-party actions and sharing of resources.

Cost: difficulties of integrating economic wellbeing actions funded by shared resources into Council planning processes, decision making and reporting.

Consideration of Community Views

15. Community outcome priorities are integrated within this draft EWS and the 2008 Community Outcomes report provided the community view for the review of the 2004 Economic Development Strategy.
16. Input has been sought from Maori Relationships Manager and the Senior Analyst: Pacific Development and further engagement is planned in these areas.

STRATEGIC CONTEXT

17. The Local Government Act 2002 requires Council to promote the economic wellbeing of communities, in the present and for the future. This strategy is a reflection of that purpose, as it takes a sustainable development approach to the economic, social and environmental wellbeing of people and communities.
18. The Waitakere Ranges Heritage Area Act 2008 provides the basis for more focused work on rural economic activities, as set out in the objectives and actions for 'Places', 'Enterprise Development', 'Profile and Marketing' and 'Partnering'.
19. The combination of objectives in the draft EWS is a response to Waitakere's aspiration as an eco city which is expressed as *"a place where developing the economy, caring for the environment, celebrating cultural diversity and building strong communities go hand in hand"*. The approach of this draft EWS is to ensure that the multiple benefits and opportunities of connecting business growth, business areas and infrastructure, innovation, productivity and skills are advanced together through this draft EWS to make job increases sustainable.
20. The Strategic Platform that is the foundation of the draft EWS is:

"Strong Innovative Economy He tupuranga kaha ihi wana
Waitakere is a place of innovative economic activities, providing local, quality work and development options for its people. Environmentally responsible businesses are supported and flourishing. "
21. The draft EWS updates this platform through the following vision:

"Waitakere is home to innovative and sustainable economic activities which provide residents with a range of quality local jobs that improve communities' standard of living and everyone has opportunities to participate in and benefit from this dynamic local economy."
22. Regional and national policies and strategies have been considered and included where appropriate within the core strategy. The Auckland Sustainability Framework, which puts people at the centre of thinking, planning and action, formed a fundamental part of the review process for the refreshed EWS.

CONSULTATION

23. There has been wide internal consultation on the refreshed EWS, including the writers of the six other core Council strategies. Although no formal public consultation on this draft EWS has yet occurred, there is no change to the core strategic direction of Council from the 2004 Economic Development Strategy, which combines a set of mutually supporting objectives.
24. It is intended that wider consultation with key stakeholders and the community occur early in 2009 to inform the approach and actions that are proposed in the draft EWS. Community input will be sought through the Council website, WE networks and other partners' networks.
25. Once adopted, the EWS together with the other strategies before Council will form part of the strategic direction expressed in the Long Term Council Community Plan and delivered through the various Activity Plans and Statements of Intent.

RESOURCES

26. Sufficient resources are provided in the Annual Plan 2008/2009 to undertake consultation for the draft EWS.

IMPLEMENTATION ISSUES

27. As each of the seven new or reviewed strategies are adopted, and the process of alignment between strategies is finalised, the prioritising and sequencing of actions within Action Plans, Activity Plans and Statements of Intent will need to occur.

Report prepared by: Phyllis Anscombe, Strategic Partnerships Advisor: Economic Development and Steve Wilcox, Economic Development Team Manager.



8 TE ATATU PENINSULA TOWN CENTRE CONCEPT AND IMPLEMENTATION PLAN

GLOSSARY

Draft Growth Management Strategy	(DGMS)
Draft Long Term Council Community Plan 2009-2019	(LTCCP 2009-2019)
Policy and Strategy Committee	(Committee)
Quality Transport Network	(QTN)
Te Atatu Business Improvement District	(BID)
Te Atatu Peninsula	(TAP)
Te Atatu Peninsula Town Centre	(Town Centre)
Town Centre Concept and Implementation Plan	(TCCIP)
Waitakere Licensing Trust	(WLT)
Local Government (Auckland) Amendment Act	(LG(A)AA)

EXECUTIVE SUMMARY

The purpose of this report is to seek approval from the Policy and Strategy Committee (the Committee) for the proposed approach to planning for growth and intensification in Te Atatu Peninsula Town Centre (Town Centre), and planning for improvements to this town centre to address the needs of businesses and the community. The report presents Te Atatu Peninsula Town Centre Concept and Implementation Plan (TCCIP) to the Committee, which has been developed with the community as a framework to guide future planning in TCCIP recommends actions that are considered necessary to enhance the future safety and amenity of Town Centre, creating a thriving mixed use, pedestrian oriented centre. The design principles identified in the TCCIP will support the report being taken to Infrastructure & Works Committee on options for the redevelopment of Te Atatu Peninsula (TAP) Library and Community Centre.

RECOMMENDATIONS

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

1. **Receive** Te Atatu Peninsula Town Centre Concept and Implementation Plan report.
2. **Agree** to adopt the updated Te Atatu Peninsula Town Centre Concept and Implementation Plan, dated October 2008.
3. **Note** the decisions made by the Infrastructure and Works Committee on 3 December 2008 in relation to the Library and Community Centre, in Te Atatu Peninsula.
4. **Invite** the Long Term Council Community Plan and Annual Plan Committee to consider the priorities identified in Te Atatu Peninsula Town Centre Concept and Implementation Plan for inclusion in the draft Long Term Council Community Plan 2009-2019.
5. **Agree** that a District Plan change be initiated to implement the land use and urban design objectives outlined in Te Atatu Peninsula Town Centre Concept and Implementation Plan.
6. **Agree** that Council officers prepare a detailed development brief to guide future redevelopment of Te Atatu Peninsula Town Centre core (the community centre, licensing trust and supermarket sites).
7. **Note** that Council Officers are working with Te Atatu Peninsula Business Improvement District on business planning and planning for minor town centre capital works projects.

BACKGROUND

1. TAP has had one of the most significant growth rates in recent years, when compared with the rest of the City. This reflects both the location and the environment on the TAP, which make it a desirable place to live and the affordability of comparable housing locations.
2. In terms of location, TAP is well connected to the transport network and relatively close to the main employment areas of Auckland City, Rosebank Peninsula and Henderson (and the future employment areas in the Northern Strategic Growth Area). TAP also has a high quality landscape surrounded by coastline with views to the centre of Auckland City and beyond plus an above average provision of open space and leisure facilities. However the library and community centre have been identified as being inadequate to meet the future needs of TAP community.

3. The Town Centre serves as a truly mixed use centre by providing for a range of local functions including retail, professional and financial services, community, leisure and education. It is located next to TAP's central bus route, Jack Pringle Park, (also known as the village green), and is close to the Harbour View / Orangihina Reserve. The Town Centre is also within a 30 minute walk of the majority of the homes on the Peninsula, making it the most 'walked to' centre in the City. The attractiveness of TAP as a place to live is an obvious trigger for future growth.

Growth Management

4. The draft Growth Management Strategy (DGMS) for Waitakere provides the framework for future decisions about the management of population and employment growth in the City. An update of the DGMS was reported to the Policy and Strategy Committee on 4 September 2008 following the release of Local Government (Auckland) Amendment Act (LG(A)AA) hearing decisions and 2006 Census Area Unit projections from Statistics New Zealand. The Committee agreed to ratify the vision, goals, pathways and targets of the DGMS. In particular, one of the targets identifies that a concept plan for TAP will be completed by 2010, as a planning tool to guide urban growth.
5. The DGMS for Waitakere identifies TAP as a Town Centre with an increase in population from 1,797 (2006 census) to approximately 3,500 in 2021 (similar to the population size of Glen Eden today) and approximately 5,300 in 2057 (similar to the population size of Howick today).

Consultation Overview

6. Over the past decade TAP community have been extensively involved in consultation regarding improvements to the Town Centre. Over this period a number of stakeholder groups have engaged in dialogue with Council. This consultation was an important component of TAP becoming the first Business Improvement District (BID) in Waitakere on 16 July 2008.
7. Since 2007 work has focussed on the development of a concept plan for TAP Town Centre, and the development of preliminary design options for the redevelopment of the library and community centre. Updates on TAP Town Centre Concept Planning were reported to the Policy and Strategy Committee on 3 July 2008 and Te Taumata Runanga on 14 July 2008. The Policy and Strategy Committee resolved to:

"The Policy and Strategy Committee resolved to:

1. **Receive** the Te Atatu Peninsula Town Centre Masterplanning Update report.
2. **Agree** to present to Te Atatu Peninsula community the draft concept options for the redevelopment of Te Atatu Peninsula Library and Community Centre and a draft concept plan for Te Atatu Peninsula Town Centre and obtain feedback from the community, acknowledging the Policy and Strategy Committee's interim support for option 5 subject to a Quadruple Bottom Line analysis.
3. **Direct** the Chief Executive Officer to report back to both the Infrastructure and Works and the Policy and Strategy Committees, following the presentation to Te Atatu Peninsula community, a further report that presents recommendations on the concept options for the redevelopment of Te Atatu Peninsula Library and Community Centre."

8. Following on from this Council decision a community workshop was held on 16 July 2008 at the RSA. This was an opportunity to allow TAP community and key stakeholders to comment and critique the key elements of the preliminary design options for the library and community centre, and on the key elements of TCCIP.
9. In summary, the feedback on the Town Centre was positive and in support of the Council taking a pro-active approach. The key messages are:
 - Retaining the village feel - as a cohesive, integrated, comfortable, easy to get around place with no more than four levels of development;
 - Improve the retail mix and shop window of the town;
 - Improve ways for pedestrians and cyclists to access the centre;
 - Retain the park, gardens and green spaces;
 - Manage traffic flows and improve public transport; and
 - Any change should not result in a loss of sufficient parking to support business activity,

A65-A126 10. Using the community feedback from the most recent public consultation, officers have now finalised the concept planning for the Town Centre and prepared TCCIP. This is attached at pages A65 to A126.

11. A report seeking a decision on the preferred option for the TAP Community Centre and Library is due to be considered by the Infrastructure and Works Committee on 3 December 2008. In accordance with the resolution above, a report on the Community Centre and Library will also be brought back to the next Policy and Strategy Committee in February 2009.

Town Centre Analysis

12. The purpose of the Town Centre concept planning has been to determine the future role and function of the Town Centre and understand how the centre can respond to growth pressures. During the last twelve months, Council officers have concluded the following work:
 - Undertaken an economic review of the Town Centre with Market Economics (February 2008), and a further review with CB Richard Ellis (May 2008);
 - Prepared and consulted on a draft Town Centre Concept Plan and Implementation Plan;
 - Prepared and consulted on a series of options for the redevelopment of the Library and Community Centre;
 - Held a public meeting (July 2008) and hosted a display in TAP Library (July 2008), and attended a hui at the Te Kotuku Marae; and
 - Worked with the Business Association to establish the TAP Business Improvement District (effective 1 July 2008).

DECISION MAKING

Issues

The District Plan

13. Te Atatu Peninsula Town Centre is identified in the Waitakere District Plan as predominantly a Community Environment Zone (north of Gunner Drive), with the exception of TAP Community Corner, which is zoned Open Space and forms the Jack Pringle Village Green. This Reserve is currently classified as a Recreational Reserve under the Reserves Act 1977. However the current review of the Henderson Ward Reserve Management Plans recommends that the most appropriate classification would be a Local Purpose (Community Building) Reserve. The Town Centre core is surrounded by the Special Area called Harbour View North. This Environment covers part of the area occupied by the Harbour View medium density residential development (south of Gunner Drive), but also includes Jack Pringle Sports Park, (between Harbour View Road and Gunner Drive), which is also vested in Council as a reserve and includes core community buildings such as the Returned Serviceman's Association RSA, and the bowling club.
- A127 14. The Community Environment (refer to the appended plan attached at page A127 as the area in lilac) provides for a mix of land uses suitable for a Town Centre, such as commercial and retail activities, and residential land uses meeting particular criteria. The Community Environment does not have limits on height, other than height to boundary controls relative to adjoining Living (Residential) and Open Space Environments, however this Environment is subject to rules relating to building interfaces with the street. Higher density residential development suitable for a mixed use area is encouraged.
15. The Special Area, Harbour View North, provides for residential development with more relaxed controls on bulk and location than in other residential environments. It also has particular controls requiring noise attenuation for residential activities, so that they are not adversely affected by noise arising from typical Town Centre activities, and in turn these activities are not affected by noise complaints from new residents.

Proposed Plan Changes

16. Proposed Plan Change 18 introduces Citywide rules for urban design and provides an opportunity to apply street typologies on the District Planning maps to manage the design and form of future development on particular streets. As an existing Town Centre under the operative District Plan, the Town Centre does not have street typologies on core retail and commercial streets. The adoption of the urban concept plan as a vision for the Town Centre presents an opportunity to apply street typologies to the most important streets where high amenity redevelopment will generate the greatest outcome for the Town Centre; e.g. a better mix of uses and a continuous building frontage on both sides of Te Atatu Road.
17. Proposed Plan Change 18 also introduces new rules and assessment criteria relating to apartment design including minimum apartment sizes, criteria for balconies and courtyards, outlook, and amenity.

18. Proposed Plan Change 16 introduces new polices and methods into the District Plan to manage growth, give effect to the Auckland Regional Policy Statement and its targets for regional growth, and introduces an urban consolidation strategy. Proposed Plan Change 16 identifies TAP Town Centre as a growth node and depicts a 500 metre radius circle around the Town Centre on the District Plan map. Other parts of the city already have growth circles on the District Plan maps around centres and public transport nodes. The difference between these existing nodes and the Town Centre node is that sites zoned Living Environment within the circles permit medium density housing development on larger sites (over 2,000m²). Although TAP is identified as a growth node, the medium density housing provisions do not apply to sites around this Town Centre. If growth is to be achieved in a balanced way and across a number of sites within a five minute walk of the Town Centre, the District Plan will need to be changed to apply this rule to the Town Centre.
19. The District Plan refers to the City Parking and Driveway Guidelines for the provision of on-site parking for different activities in the Town Centre. It prescribes a minimum parking provision for retail and commercial activities, based on floor areas. This has resulted in a generous supply of on-site and at-grade parking in the Town Centre, none of which is shared between sites or users. Core sites within the Town Centre, (Waitakere Licensing Trust and supermarket sites), present an opportunity for shared parking provision as part of the re-design of these sites. In order to encourage pedestrian movements in the Town Centre and the use of public transport, the District Plan needs to establish a policy framework that advocates for an alternative approach to car parking management. The BID have also met with Council to discuss parking in the Town Centre and will have an important role in addressing ways for businesses to better manage parking in future.

Town Centre - Economic Opportunities

20. TAP Town Centre has a strong retail presence on the western side of the mainstreet but this is in the form of single level development, which does not allow for the potential mix of uses that might occupy upper floors. It is also an unbalanced centre, given that there are sites containing large format buildings surrounded by car parks on the eastern side of the mainstreet, and there is low scale development on the large site owned by the Waitakere Licensing Trust on Pringle Road. Recent development activity on the southern side of Gunner Drive has also skewed retail and commercial activities toward the southeast of the town centre.
21. TAP is at an advantage to other Town Centres in the City as it has been the first town centre to establish a BID. The BID will enable Council to work alongside the business association to enhance the physical environment, promote business creation and development, and increase employment and local business investment in this town centre. The BID is also likely to be an important forum for Council to enter into discussions with landowners about future planning for the Town Centre.
22. The economic reviews of the Town Centre performance, undertaken in early 2008 (by both CBRE and Market Economics), concluded that the Town Centre is performing reasonably well as a local centre, however, there are opportunities to improve economic performance. The key findings, which have been incorporated into the concept planning are:
 - The centre's role is one of local convenience, based around specialised food retailing, pharmaceutical needs, boutique retail such as stationary and florists, health and professional services. However there is a significant local resident spend outside of the Town Centre because retail trips are combined with journeys to employment outside of TAP;

- Rents are affordable because of the low land values and the lack of recent reinvestment in building stock in the Town Centre. The exceptions to this are the recently constructed buildings on Gunner Drive, which are new and have more of a mixed use commercial character. These low rents are attracting a disproportionate concentration of convenience, take-away food outlets, and discount variety stores, rather than the variety of more specialised retail activities, which the community has indicated it would like to see;
- Rental values would need to increase to a level not yet prevalent in Waitakere City before redevelopment becomes cost effective in the current economic market. This is exacerbated by the fragmented land ownership in the Town Centre. The long narrow sites on the western side of the mainstreet, which have poor access for servicing, also contribute to a lack of more comprehensive redevelopment;
- The viability and vibrancy of the Town Centre would be improved by consolidating the retail focus over time towards the core. The contraction of the Town Centre will improve values and allow the redevelopment of edge locations for alternative uses (commercial offices and mixed use residential activities in the cluster north of Taikata / Harbour View Roads, and a higher density of residential activity on residential sites at the gateway to the Town Centre); and
- Promoting a comprehensive approach to allow shared use of parking (rather than site specific solutions to the provision of parking), would mean that valuable land in the Town Centre could be better utilised for redevelopment, and the business case for development will be more viable.

Te Atatu Peninsula Urban Concept Plan and Implementation Plan

23. TCCIP is a planning tool that identifies land use patterns, integrates land use with transport initiatives and infrastructure, and sets out urban design principles to guide future built form. It is a non-statutory document, which sets out a targeted forward programme of work which focuses on the key recommendations to address growth and revitalisation of the centre. These recommendations will need to be implemented through advocacy with landowners along with changes to the District Plan and some capital works projects. Any capital expenditure will need to be planned for through a more detailed analysis of capital costs as TCCIP recommends capital projects and priorities but detailed costs have not yet been determined. This would occur as part of future Annual Plan reviews.
24. TCCIP will provide considerable guidance to landowners who are already investigating opportunities for the development of their land, and landowners who will consider redevelopment in the future once the economic climate provides a greater incentive for redevelopment.
25. The preparation of TCCIP has been informed by statistics predicting the future growth over the next 10 to 15 years. It is expected that by 2021 there will be an additional 1,703 households (3,503 people) on TAP who will rely on the Town Centre services to meet their local needs. Growth of this scale will mean additional pressures on the provision of infrastructure, social infrastructure and services, the provision of adequate pedestrian connections between households, shops and open spaces in a more intensely developed urban environment. The Council (and community) also need to consider the medium to longer term needs and ensure that any decisions made now do not prejudice future opportunities for development.

26. In developing TCCIP, advice has been sought from a range of experts on how the Town Centre can respond to these challenges and promote sustainable urban development. Growth is recognised as a positive opportunity the future of the Town Centre because if there is a strong residential population in close proximity to the Town Centre, this population will support the centre's vitality. Opportunities exist for further intensification of key sites in the Town Centre and the challenge is to ensure that this future development occurs in the most appropriate form. It will be important that development undertaken is not 'ad hoc' and is undertaken as part of a comprehensive planning framework for the Town Centre that achieves the Council and community vision for this centre.
27. The urban design analysis in TCCIP concluded that TAP is a good model for a mixed use town centre. This is because it is anchored by a supermarket and has a range of civic facilities, (a library and multiple purpose community centre on the mainstreet), and the convenience and local character of the centre is not dominated by larger format retail activities. Its success can also be attributed to a strong core street network; diverse mix of open spaces (including City, local and pocket parks); the medium density Harbour View development at the edge of the Town Centre; and the range of community services and leisure activities in the centre. However Council are planning for future growth and TCCIP identifies options for future investment to enable the town centre to meet future needs of this community.
28. TCCIP identifies issues that require changes to the current District Plan and other work programmes being undertaken on the Peninsula including planning for public transport initiatives and the draft Reserve Management Plan (currently out for public consultation with a close of submissions on the 15 December 2008).
- A65-A126 29. TCCIP is structured around seven precincts, refer to plan attached at pages A65 to A126. These precincts are a reflection of the main uses and character of each of these areas as subsets of the Town Centre. These precincts overlap along the boundaries.

Options Identified

30. In response to the concerns raised by the community and the issues identified by Council, TCCIP sets out key elements that need to be considered in the delivery of an integrated and sustainable future for the Town Centre. Each element in summarised in the following section.

Town Centre Residential Intensification

31. The DGMS directs future growth into key local, town and city centres in Waitakere including within 500 metres of the Town Centre core.
32. TAP has a high performing residential market which has in recent years out performed other Waitakere suburbs. It is expected that this market pressure will continue in the future and it is prudent to plan now how best to accommodate the demand. The proposed expansion of the medium density housing area will create sustainability and land use, and transportation integration benefits from having residential intensification in proximity to the Town Centre and the bus stop. The associated increase in population will help support local business opportunities, as well as support the viability and use of public transport.

33. The key objectives in TCCIP in relation to managing residential intensification around the Town Centre are:

Public Realm Environment

- Higher density requires higher standard of design, and a higher level of amenity such as parks or views.

Movement

- Optimising the use of passenger transport.
- Increasing the number of people within walking distance of Town Centre and improving pedestrian connections.
- Minimising parking where intensification occurs near public transport.

Redevelopment

- A diverse population needs a choice of housing types.

34. In response to these objectives TCCIP recommends the following actions for managing residential intensification around the Town Centre:

- Introduce changes to the District Plan to ensure that growth is accommodated evenly across a 500 metres 'ped' shed of the Town Centre, in a way that maintains or improves the amenity of the centre, but maintains the "village character" of the existing centre;
- Identify improved pedestrian and vehicular connections on in the concept plan to guide Council's capital expenditure for accessways through the Town Centre and to signal to developers when they redevelop key sites;
- Introduce changes to the District Plan to require parking maximum provisions in areas where intensification occurs near the Town Centre; and
- Apply new Citywide apartment rules to the assessment of higher density proposals. This will ensure that higher density and greater housing choice is achieved alongside a higher standard of design.

Mainstreet Precinct

35. The Town Centre has a "Mainstreet" structure with retail activities facing Te Atatu Road between Gunner Drive and the northern Te Atatu roundabout. This precinct is the Town Centre's most important in terms of public transport. To succeed it needs to be an environment people want to visit with high amenity, a range of retail activities and a good mix of services close to a larger and walkable catchment.

36. The key objectives in TCCIP in relation to the Mainstreet Precinct are:

Public Realm Environment

- The mainstreet is a high quality environment for pedestrians with an emphasis on providing street furniture, bus stops and shelters, wider footpaths, good signage and street trees; and
- A concentration of fine grain retail in the core of the Town Centre, around community facilities, and south of Harbour View / Taikata Road.

Movement

- The mainstreet needs to have multiple pedestrian crossing points mid-block, particularly to key pedestrian desire areas such as the library, and community centre, and connections from the northern shops and Te Atatu Intermediate School, into the Town Centre; and

- Balance the needs of pedestrians, cyclists, buses and other road users, with the maintenance of the heavy haulage route function of Te Atatu Road.

Redevelopment (of the mainstreet sites)

- a minimum two storey building scale and no building setback on the mainstreet with articulation and variety in building facades to create visual interest;
- active ground floor uses (e.g. retail) and encourage a mixture of uses such as residential or commercial on the floors above;
- access, rear servicing and shared car parking initiatives to allow future redevelopment of sites without creating setbacks or servicing from the mainstreet; and
- buildings that are robust and flexible to allow for changing market demand so that a variety of uses can be accommodated within the building.

Community Precinct

37. The Community Precinct includes Jack Pringle Park and TAP Library and Community Centre. It is located at the Town Centre core (on the mainstreet and adjacent to the village green).
38. The key objectives in TCCIP in relation to the Community Precinct are:

Public Realm Environment

- Develop civic facilities that meet the future needs of the TAP Community, which address the mainstreet and Jack Pringle Park, making this precinct a focal point for the Town Centre; and
- Recognise the value of the car park as a shared space that meets a functional requirement, but with appropriate landscaping and surveillance, is also able to be used as a community space.

Movement

- Show key connections in TCCIP between the community cluster within Kaumatua Reserve, to the Community Precinct. This will guide Council's capital expenditure for accessways through the Town Centre and will recognise how the activities within the Kaumatua Reserve are linked to the hub of civic activities on the mainstreet; and
- Encourage pedestrian circulation through the park and around the precinct.

Redevelopment

- Consider the programmed redevelopment of TAP Library and Community Centre as an opportunity to be a catalyst for an increased scale of development, improved amenity, a greater mix of uses in one facility, and creating active edges to the village green and the mainstreet (Te Atatu Road);
- Provide for the current and anticipated future social infrastructure needs of this growing community in order to achieve sustainable community wellbeing;
- Promote ground floor uses that spill onto Jack Pringle Park and onto the mainstreet, adding activity, good surveillance, and contributing to a mix of land uses in the Town Centre and
- Redesign a facility that meets quadruple bottom line objectives; economic affordability and benefits, social and community contribution, and environmental effects, and is a showcase for sustainable mixed use.

Licensing Trust Precinct

39. This Precinct contains two sites - one owned by the Waitakere Licensing Trust (WLT) and other privately owned and leased to the supermarket and Petrol filling station.
40. The key objectives in TCCIP in relation to the licensing trust precinct are:

Public Realm Environment

- Provide design advice based on urban design principles; e.g. achieving an optimum block size, continuous building frontages, active street environments, directing car parking toward the interior of the block, and creating a mix of land uses within the Town Centre.

Movement

- Provide for connections through the site from Gunner Drive to Jack Pringle Reserve.

Redevelopment (comprehensive approach between Council and landowners to the block)

- Provide a built form that fits with the character of Gunner Drive (mixed use commercial and residential), and its northern boundary facing Jack Pringle Park.
- Balance different building heights across the site recognising that the northern edge has the potential for taller buildings to take advantage of sun and views without over-shadowing existing residential activities on Gunner Drive.

Northern Shops and Kaumatua Reserve Precinct

41. This Northern Shops and Kaumatua Reserve Precinct includes the shops on the northern side of Taikata and Harbour View Roads, and the shops on Harbour View Road between the roundabout and Te Atatu Intermediate School. It extends north along Te Atatu Road to the Te Atatu Road entrance to Kaumatua Reserve, and includes the community and leisure activities in the Kaumatua Reserve. This area has a very mixed character with specialist retail (second hand bookstore, bridal boutique), service (hardware, mechanical), residential, community activities (a school, kindergarten and Plunket rooms), and a leisure cluster. With good pedestrian links from the Town Centre into the reserve, redevelopment of this precinct could also provide the incentive for a more intensive redevelopment of the Kaumatua Housing area in the future.
42. The key objectives in TCCIP in relation to the northern shops and Kaumatua Reserve precinct are:

Public Realm Environment

- Strengthen connectivity from the reserve into the Town Centre by promoting a mix of land uses to occur on the retail sites to the north of Taikata / Harbour View Roads.
- Improve the environment for pedestrians through consistent street furniture, additional street trees, wider footpaths, and new and improved pedestrian crossings.

Movement

- Identify key connections in TCCIP between the Kaumatua Reserve and Taikata Road to guide Council's future negotiations to improve access.

Redevelopment

- When redeveloped there is the opportunity for the corner sites on Taikata and Harbour View Roads to achieve a greater scale (height) of development on these corners, contain a mix of uses, and be high quality. This is likely to be the catalyst for mixed use residential activities to develop within this precinct.

Gunner Drive Commercial Precinct

43. This Commercial Precinct is the area of retail, commercial, and residential activity on the southern side of Gunner Drive between the edge of the Bella Vista development (corner of Gunner Drive and Te Atatu Road), and the residential activity opposite Te Atatu Tavern. With good connections, the redevelopment of the Trust Precinct, and the potential redevelopment of the supermarket and petrol station site, Gunner Drive will become as important as Te Atatu Road in serving a "Mainstreet" function.
44. The key objectives in TCCIP in relation to the Gunner Drive Commercial Precinct are:

Public Realm Environment

- Continue the Town Centre palette for street furniture into Gunner Drive to provide a visual connection with the mainstreet function.

Movement

- Encourage residential activities at the upper levels to support an increased intensity of people living close to the Town Centre.
- In time, create pedestrian friendly streets; with reduced carriageway widths, controlled pedestrian connections, street trees and on-street parking to calm traffic flows.

Redevelopment

- Deliver active ground floor uses and the majority of car parking to the rear.
- Provide a sense of enclosure around Gunner Drive and a mix of uses at the upper levels, with heights graduating from the marker buildings at the gateway end toward the medium density housing at the eastern end of Gunner Drive.
- Maintain view shafts and access.

Gateway and Corridor Precinct

45. The Gateway and Corridor Precinct provides the gateway to the Town Centre and will continue to be the subject of development pressure. It has a mixed character with traditional residential to the west of Te Atatu Road and higher density housing (Bella Vista and Harbour View) to the east. This precinct also includes two development sites, one of which is subject to a current resource consent for an apartment building. The pressure in this precinct for taller buildings is recognised, however, there will also be pressure elsewhere on the peninsula where views can be maximised.
46. The key objectives in TCCIP in relation to the Gateway and Corridor Precinct are:

Public Realm Environment

- Provide for development that makes a strong connection between the Town Centre and Te Atatu corridor, and will influence the future form of Te Atatu Road as a public transport corridor.

Movement

- The corridor should make safe provision for cyclists, pedestrians, buses, and other road users.

Redevelopment

- Manage development pressure to secure the best possible urban design outcome;
- Enable the development of gateway buildings as they define the Town Centre;
- Uses within the gateway building/s should ensure that the Town Centre is not pulled to the south and promote Te Atatu Road; and
- View-shafts terminate at the gateway building, i.e. it would form the highest point on the skyline.

Assessment of Options

47. TCCIP proposes key design principles for the future development of the Town Centre which together will support the achievement of growth identified in the DGMS. The purpose of TCCIP is to identify options for Council in taking forward the growth planning work.
48. In broad terms, the option is to endorse TCCIP or to do nothing. The do-nothing option will result in TCCIP remaining as a guiding non-statutory document. There are also alternative options explored for the following precincts;

Town Centre Residential Intensification

49. The community feedback from the 2008 consultation did not specifically address the principles of intensification, however, a significant number in the community have concerns about high rise development. At the same time the Council has identified the Town Centre as an area suited to accommodate increased growth in the DGMS.
50. TCCIP recommends that further work be undertaken to address the growth management issues and investigate how to accommodate the forecast demand. This needs to apply to TAP as a whole. Given that officers are working toward the resolution of appeals to Proposed Plan Change 16; Growth, it is recommended that this work be prioritised in the next twelve months, in order to give effect to the DGMS and Plan Change 16.
51. This work will require changes to the residential density provisions in the District Plan and a future plan change will need to build on the feedback from the recent community consultation and the updated draft Growth Management Strategy. The analysis will seek to promote a solution that does not undermine the unique character of TAP, but acknowledge that growth will be a reality, and will need to occur in a balanced way in locations that will get the best leverage from public space, infrastructure, and social services, as well as the benefits of being in close proximity to the centre of the town.

Do Nothing Option

52. The Do Nothing option would not deliver the growth management expectations signalled in the DGMS and will not guide the market towards more intensive and well designed forms of land use.

Growth Management and Plan Changes Option

53. Adopting the recommendations of TCCIP will ensure that future re development within and around the Town Centre will be concentrated around the identified growth node. Higher density development will be less likely to occur on the periphery or around the coastal edges, where sites are less connected to public transport and the Town Centre. This approach would recognise the land use and transportation integration benefits derived from residential intensification within walking distance of public transport, local amenities and services. Such an approach seeks to reduce dependence on motor vehicles for people's everyday needs. This approach would be coupled with the application of Proposed Plan Change 18 (City Wide Urban Design Rules) which seeks to ensure that the location, form, scale and design of medium density housing contributes to the character and amenity of the surrounding environment.

Mainstreet Precinct

Do Nothing Option

54. The Do Nothing option does not exist in this case as the Council is already committed to working with the BID and with landowners.

Development Brief

55. By Council working with the landowners of the Licensing Trust and supermarket sites, there are opportunities to deliver a western side to the mainstreet.

BID and Improvements to Public Realm, Movement and Guiding Redevelopment

56. The TCCIP recommends working with the BID to further develop the details for improving the public realm environment, movement and connections, and having a framework in place to advocate for redevelopment that will improve the mainstreet.

Community Precinct

Do Nothing Option

57. The Do Nothing option would result in TCCIP remaining as a guiding non-statutory document with no further work prioritised.

Guiding Redevelopment

58. The proposals for the Council's Library and Community Centre will continue to be developed to give effect to the principles in TTCIP. In addition, by working with the landowners of the Licensing Trust Precinct and supermarket sites, there are opportunities to deliver the coordinated redevelopment of these two sites that maximises the opportunities for the Community Precinct. The development brief will address the redevelopment of the library and community centre and the pedestrian environments around Jack Pringle Park and the Mainstreet Precinct.

Licensing Trust Precinct

Do Nothing Option

59. The Do Nothing option would result in TCCIP remaining as a guiding non-statutory document which will influence but not enforce the design standards for the redevelopment of these two large sites.

Guiding Redevelopment

60. By Council working with the landowners of the Licensing Trust Precinct and supermarket sites, there are opportunities to deliver a coordinated approach to the redevelopment of the Town Centre and maximise the benefits for the Mainstreet Precinct, Gunner Drive Commercial Precinct and the Community Precinct. These two landowners have signalled to Council their willingness to be involved in a collaborative process.

Northern Shops and Kaumatua Reserve Precinct

Do Nothing Option

61. The Do Nothing option would result in TCCIP remaining as a guiding non-statutory document, however this would continue to influence the programmed review of the Kaumatua Reserve Management Plan.

Improvements to Public Realm, Movement and Guiding Redevelopment

62. TCCIP does not recommend any immediate actions for the Northern Shops and Kaumatua Reserve Precinct, however, TCCIP will create the framework for improvements to the public realm environment, movement and connections, and advocacy for any redevelopment the market may instigate. The programmed Plan Changes will also influence this precinct.

Gunner Drive Commercial Precinct

Do Nothing Option

63. The Do Nothing option would result in the TCCIP remaining as a guiding non-statutory document.

Improvements to Public Realm, Movement and Guiding Redevelopment

64. The TCCIP does not recommend any immediate actions for the Gunner Drive Commercial Precinct, however, TCCIP will create the framework for improvements to the public realm environment, movement and connections, and advocacy for any redevelopment the market may instigate. The programmed Plan Changes will also influence this precinct.

Gateway and Corridor Precinct

Do Nothing Option

65. The Do Nothing option would result in TCCIP remaining as a guiding non-statutory document.
66. The Do Nothing option would also mean that future development at the gateway to the Town Centre will occur in an ad hoc manner, without careful consideration of how it could improve Te Atatu corridor as a place that could become a Quality Transport Network (QTN) in the long term.

Plan Changes

67. The programmed Plan Changes will address how residential intensification and urban design issues can be accommodated within TAP context. Intensification will also support the case for regional investment in improved public transport services on this corridor.

Consideration of Community Views

68. Considerable community consultation has been undertaken and TCCIP has reflected the views of the community from a series of public meetings and reports to the Council in 2007 and then again in 2008.
69. The public workshop held on the 26 July 2008 on the draft TCCIP and options for TAP Library and Community Centre was attended by more than 100 local residents and business people with 53 feedback forms received in response to discussion at this meeting. This workshop was facilitated by Council officers and was attended by Councillors Hulse, Chan, McDonald and Brady, the Henderson Community Board Chairman and Members of the Henderson Community Board, and the Deputy Chairman of Te Taumata Runanga, the Chairperson of the BID, and members of the BID Committee, and a number of Council officers.
70. A focus group was also hosted at the Kotuku Marae on 12 June 2008. Draft options for the redevelopment of the TAP Library and Community Centre, and the draft TCCIP were presented to an iwi stakeholder group at this meeting.
71. The community were generally in support of measures to improve the amenity and variety of retail activities in the Town Centre. However there was a strong assertion that growth should be managed in a way that does not compromise the "village feel" of the Town Centre. The community and the BID wanted to ensure that any change would not result in a loss of sufficient parking to support business activity, or a reduction in open space. There was also general support for improvements to the library and community centre but community opinions on the preferred development options were polarised.

Preferred Options

District Plan Changes

72. It is recommended that the Committee agree to:
 - Prepare a District Plan change during 2010 in advance of the programmed review of the District Plan to give effect to the policy framework set down by Proposed Plan Changes 16 and 18. This plan change will promote the intensification of residential and employment activities within a 500 metre walk from the Town Centre, and will promote a particular form of redevelopment in the Town Centre that addresses the urban design principles outlined in TCCIP.

Advocacy and Working with the BID

73. It is recommended that Council continue to work with the Business Association through the BID Committee to;
 - Investigate a shared access to the rear of the shops to the west of Te Atatu Road to open up development opportunities and reduce conflict with the pedestrian priority of the footpaths. This may result in negotiations between Council and private landowners, with support from the BID; and
 - Investigate a shared access to the rear of the shops that are north of Taikata Road and west of Te Atatu Road. This would open up development opportunities and greatly improve access from the Kaumatua Reserve to Te Atatu Road. This may result in negotiations between Council and private landowners, with support from the BID.

- Develop a place-making capital works project (with the budget committed to the BID programme).

Advocacy and Planning for Future Development of the Town Centre Core

A128 74. It is recommended that the Committee agree to:

- Prepare a detailed development brief with the adjacent landowner for the TAP Community Centre and Library, the WLT site, and the supermarket and petrol station sites (refer to Town Centre Core attached at pages A128). This will provide a shared vision and programme for the redevelopment of these core sites and consider opportunities for shared parking, access and facilities.

TCCIP Framework

75. It is recommended that the Committee agree to:

- Adopt TCCIP as a framework for programmed capital works improvements to the streets and public spaces in the Town Centre.
- Continue to investigate the growth intensification requirements to implement these actions through future Annual Plan reviews.
- Adopt TCCIP as a framework advocate for quality bus services on TAP, with a view to parts of Te Atatu Road becoming a QTN in the long term.

STRATEGIC CONTEXT

76. TCCIP contributes to the following four Strategic Platforms:

- **Urban and Rural Villages - Nga kainga taone, tuawhenua** - TCCIP will provide a clear direction for any future development, support urban intensification and in proximity to public transport and Town Centre amenities and services. This will ensure the area develops as a thriving place for people to work, live and play;
- **Integrated Transport and Communication - Te Whakaurunga Waka Te Whakawhiti korero** - TCCIP seeks to ensure that land use and transportation initiatives are integrated. This includes the promotion of residential intensification near the public transport infrastructure to place a priority on safe pedestrian and cyclist movement through and around the Town Centre;
- **Strong Innovative Economy - He tupuranga kaha ihi wana** - TCCIP seeks to enable further employment and business opportunities through expanded commercial and business opportunities which will have flow on benefits to the local economy;
- **Strong Communities - He iwi kaha** - The development of TCCIP has been based on a high level of community and business participation. The desire to create more active streets in the Town Centre, improve pedestrian safety and to upgrade essential community infrastructure will contribute to an improvement in the overall wellbeing of the community; and
- **The Green Network - He tuituitanga kakariki** - The development of linkages from the Town Centre to the esplanade reserve seeks to retain and enhance the qualities of the natural environment within the areas that will be intensified and will rely even more on high quality and well connected green spaces.

CONSULTATION

77. Ongoing consultation has taken place with officers across Council, including a facilitated internal workshop in March 2008. This has ensured that TCCIP captures the Town Centre issues across all technical areas including transport, infrastructure, social infrastructure, parks, crime prevention through environmental design, and urban design.
78. There has also been ongoing consultation with the community including Te Atatu Residents and Ratepayers Association, the TAP Business Association, a presentation to the Henderson Community Board outside of their regular meeting schedule, and there have been a number of community forums over the past year, as above.
79. Update reports and presentations have been taken to the Council's Policy and Strategy, Infrastructure and Works and Te Taumata Runanga Committees, and to the Henderson Community Board as the work on TCCIP has progressed.

RESOURCES

80. Resources were allocated for the development of the TCCIP in the Annual Plan 2007/2008. No further funding has been allocated for the implementation of the TCCIP, other than the capital expenditure proposed under the BID work programmed for 2009/2010 in the draft Long Term Council Community Plan 2009-2019.
81. The TCCIP identifies a programme of work to be implemented over time and recommends a level of priority for implementation. Implementation will require a combination of advocacy, regulatory and capital works projects, however the key priority will be the redevelopment of the library and community centre and changes to the District Plan.
82. Changes to the District Plan will result in ongoing operational requirements both in terms of staff time and analysis of growth intensification issues. These requirements have been identified in the draft Activity Plans and provisional budgets as follows:

Task	Operational Budget	Financial Year
Development Planning for TAP Library, Community Centre, WLT, and supermarket sites	\$25,000	2009/2010
District Plan Review	\$30,000 \$20,000	2010/2011 2011/2012

83. In addition the BID have a budget of \$20,000 for 2008/2009 from targeted business rates to spend on business improvement. The BID has a commitment in their Business Plan to build relationships with property owners for:
 - finalising the footpath encroachment issue;
 - effecting an improved retail mix,
 - improving shop/building frontage presentation; and
 - being the communication channel for making potential developers aware of wider plans, concepts, expectations and processes.

84. The capital budgets identified for the proposed LTCCP 2009-2019 are:
- Funding for selected peacemaking works allocated to the BID for 2009/2010 (subject to the confirmation in the draft LTCCP 2009-2019) of \$600,000.
85. The requirements for capital projects are relatively minor in the short term as TCCIP recommends a number of actions that will not require capital works until the medium to long term when the effects of growth will be the most apparent. Immediate actions will largely be addressed through the operational expenditure identified above. Initiatives to improve public accessways through the Town Centre could be achieved through private agreements and options will be explored before resources are allocated for capital works or land acquisition. The quantification of longer term capital works budgets will need to be secured through future LTCCP's.

IMPLEMENTATION ISSUES

86. TCCIP outlines the short and medium term actions and projects that will achieve the outcomes sought for the Town Centre.
87. In the short term the implementation of the TCCIP will be achieved through Council working with the local business community (through the BID Committees) to deliver immediate benefits to the Town Centre and through advocacy with local businesses and landowners.
88. In the medium term the Council will also influence the future development outcomes through:
- Amending the District Plan to encourage shared parking and the street typologies envisaged by Plan Change 18 to maximise the future potential for the Town Centre.
 - Investing in the community through the upgrading of TAP Library and Community Centre as decided by the Infrastructure and Works Committee.
89. To support this delivery programme, there is a requirement to identify sufficient resources in the LTCCP 2009-2019. It is recommended that the budgets identified are adopted by this Committee and recommended to the Long Term Council Community Plan and Annual Plan Committee to include these funding streams.

Report prepared by: Rochelle Sewell, Senior Strategic Advisor Urban Design and Development and Laura White, Team Leader: Strategic Planning and Projects



9 DRAFT PLANNING RODNEY SUBMISSION

GLOSSARY

Local Government (Auckland) Amendment Act 2004	(LGAAA)
Auckland Regional Policy Statement	(ARPS)
Waitakere Ranges Heritage Area Act 2008	(WRHAA)
Regional Futures Land Use Planning Exercise	(RFLUPE)
Auckland Regional Land Transport Strategy	(ARLTS)
Auckland Regional Council	(ARC)
Rodney District Council	(RDC)
North Shore City Council	(NSCC)
Northern and Western Sector Agreement	(NAWSA)
Rapid Transit Network	(RTN)
Long Term Council Community Plan 2009-2019	(LTCCP)

EXECUTIVE SUMMARY

A129-A131 This report provides a summary of 'Draft Planning Rodney' Rodney District Council's (RDC) future spatial plan) and seeks retrospective endorsement to lodge a submission (attached at pages A129 to A131) that seeks to ensure consistency in sub-regional and regional spatial planning.

RECOMMENDATIONS

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

1. **Receive** the Draft Planning Rodney Submission report.
2. **Agree** to endorse the submission to Draft Planning Rodney.

BACKGROUND

1. A number of high level spatial plans have been developed by RDC in the recent past. Waitakere has consistently been involved in the development of these plans.
2. The RDC Proposed District Plan was notified in 2000 and is still subject to the Environment Court hearing process.
3. RDC are a signatory to the Northern and Western Sectors Agreement (NAWSA) along with the Council, North Shore City Council (NSCC), and the Auckland Regional Council (ARC). The NAWSA is a joint agreement that identifies where and when growth is planned to occur within the sub-region to 2021 and was ratified by the councils in 2001. The key areas in the RDC area identified for growth are Orewa, Silverdale, Whangaparoa, Wellsford, Warkworth, Snells Algies, Kumeu Huapai, Riverhead, and Helensville. It was anticipated that the NAWSA would be reviewed every five years.
4. Vision Rodney was developed in 2003 and is a statement of the future for RDC with a 30 year horizon. Vision Rodney identifies core community values and wants and is structured around six key intents as follows:
 - We will keep our country look and feel;
 - We will not let our towns and villages sprawl;
 - We will maintain our lifestyle and look after the environment;
 - We will take care of ourselves while working with others;

- We will be able to make our living in Rodney; and
 - We will determine the future of our district.
5. Whilst Vision Rodney is more outcome, rather than spatially, focused it is designed to inform future spatial planning.
- A132-A135 6. In 2005 Waitakere ran a number of “Let’s Get Down to Business” sub-regional seminars in conjunction with RDC, NSCC, and ARC. These seminars culminated in an agreed set of principles (attached at pages A132 to A135) built on shared research that, in particular, identified future business land needs in the sub-region.
7. Also in 2005, the councils across the region jointly amended their district plans and the Auckland Regional Policy Statement (ARPS) in accordance with the Local Government (Auckland) Amendment Act 2004 (LGAAA) to better integrate landuse and transport planning and deliver on the objectives of the regional growth strategy. The areas that RDC identified through their LGAAA plan changes are consistent with those identified in the NAWSA on the proviso that the timing is dependent on the development of the district spatial strategy which is what Planning Rodney seeks to be.
8. A significant amount of spatial planning has also been undertaken at a wider regional level, such as the Auckland Sustainability Framework, One Plan, and the Regional Futures Landuse Planning Exercise (RFLUPE), that will help inform the review of the ARPS and the Auckland Regional Land Transport Strategy (ARLTS) and regional land use planning generally.

DECISION MAKING

Draft Planning Rodney Content

- A136-A173 9. Draft Planning Rodney (attached at pages A136 to A173) has been developed to form the spatial plan for Vision Rodney. Part 1: Core Principles and Base Model - summarises this approach and identifies a desired future structured around sustainability and quality and a planned future that responds to outside forces and influences.
10. Part 2: Rodney Today - describes the current state and outlines the need to respond to future population and employment growth and demographics recognising that “Rodney is not an Island”.
11. Part 3: Building Blocks, Concepts and Elements - identifies the key layers (or building Blocks) that make up Rodney and groups them into the seven strategic spatial elements. These elements are graphically represented on Page 19 of draft Planning Rodney and outlined below:
- **Primary Urban Centres – Growth Management focus** (Orewa, Silverdale, Whangaparoa, Kumeu-Huapai, Wellsford, Helensville - Parakai, and Warkworth);
 - **Towns under pressure** (Snells Beach/Algies Bay, Matakana, Riverhead, Waimauku, Waiwera, Puhoi, Kaukapakapa);
 - **Green Buffer Areas** (Dome Forest, Kaipara-Mahurangi, Muriwai to Okura);
 - **Agricultural Production Areas** (Northern Rodney from Birds Beach on the west coast to Tomarata and Pakari on the east coast);

- **Mixed Rural Activity Belts** (North Eastern belt from Kaipara Flats past Warkworth to Cape Rodney, Kaukapakapa to Dairy Flat belt, and the Kumeu belt from Riverhead to Muriwai);
 - **Villages Settlements** (four main types - Service Centres for rural communities such as Dairy Flat, Dormitory/Resort villages such as Muriwai, Bach Settlements such as Buckeltons Beach, and New or Expanded Villages such as service or dormitory centres that may be identified in the future; and
 - **Movement systems** (North-South carriers State Highway 1 and 16, East-West routes (Kumeu-Orewa, Kaukapakapa-Silverdale, and Kaukapakapa-Warkworth/Leigh) Hibiscus Coast to Auckland rapid transit bus and Ferry services, and the south western rail corridor from Helensville to Auckland).
12. A description of these strategic elements and RDC's strategic and implementation plan is provided at pages 20-28 of Draft Planning Rodney.
 13. Part 4 of Draft Planning Rodney outlines an action plan building on the Seven Strategic Elements. Prioritisation and sequencing of growth areas is not directly signalled however a prioritisation does emerge through indications of where infrastructure investment is proposed. This is summarised below.
 14. **Primary Urban Growth Centres** will be the focus of large scale capital expenditure on infrastructure whereas **Towns Under Pressure** will not be a focus for infrastructure investment. Silverdale and Kumeu/Huapai are identified as first level economic generators whilst the other urban growth centres are seen as second level economic generators. The possibility of crossing the Metropolitan Urban Limit at State Highway 1 in Silverdale to accommodate future business land needs is signalled.
 15. The focus for **Green Buffers** is to prevent further degradation while **Agricultural Production Areas** will focus on limiting subdivision opportunities, supporting agricultural production activities and social and physical infrastructure development in existing rural towns and villages. **Mixed Rural Activity Belts** will be a focus for lifestyle and production belts but staging will be dependent on services and facilities being developed in adjacent towns and villages and the completion of the Rural Strategy.
 16. **Villages and Settlements** have been divided into rural community service villages, dormitory/resort villages, bach settlements, and future new or expanded villages. The core focus is on rural community service villages with capital expenditure confined to social infrastructure, local roading and stormwater management. Investment in dormitory/resort villages will focus on addressing existing infrastructure servicing issues. Work programmes in bach settlements will focus on defining growth limits and minor social infrastructure.
 17. In terms of **Movement Systems** there is an emphasis on roading and public transport initiatives in the primary urban centres (Orewa, Silverdale, Whangaparoa, Kumeu-Huapai, Wellsford, Helensville, Warkworth) and strengthening the links from the southern urban centres to Auckland along with a focus on the three main east west routes (Kumeu-Orewa, Kaukapakapa - Silverdale, Kaukapakapa - Warkworth).

Council's Submission Content

18. The spatial strategy outlined in Draft Planning Rodney supports sustainability and quality outcomes recognising the need to respond to outside influences. More specifically, Draft Planning Rodney is urban and rural centres based, recognises the need for a successful local economy to reduce the need for residents to travel to Auckland to work, and seeks to explore future rural economic development opportunities. The Council should support this approach to spatial planning as it is generally consistent with city, sub-regional, and regional plans and agreements.
- A129-A131* 19. However, several improvements could be made to Draft Planning Rodney to give clearer direction and provide greater certainty for the public and NAWSA partners. These matters are discussed in greater depth below and replicated in Councils submission (attached at A129 to A131). In summary:
- The spatial strategy needs to identify timing, sequencing, and scale of growth areas in a manner that is consistent with regional and sub-regional work;
 - The role of, and interrelationship with, Albany and Westgate as regional centres should be recognised and provided for;
 - A combined Orewa/Silverdale/Whangaparoa area should be identified as a first order centre similar to where Albany and Westgate sit in the regional hierarchy;
 - Kumeu/Huapai should be identified as a second order centre and sequenced after development in first order centres;
 - The Green Belt area needs to incorporate the Waitakere Ranges Heritage Area and should be broad enough to function as suggested;
 - The Mixed Rural Activity Belts may be seen as opportunities for low density urbanisation; and
 - Planning for social and physical infrastructure should be co-ordinated at a sub-regional level.

Regional and Sub-regional Alignment

20. Clearer timing, sequencing, and scale of growth is necessary to ensure that growth planning is aligned at a sub-regional and regional level and meets the requirements of the LGAAA District Plan changes.
21. RDC's District Plan changes notified as part of the LGAAA hearing process identify future growth areas on the proviso that the timing and sequencing of these growth areas are clarified on the completion of the "district spatial strategy" which is what Draft Planning Rodney proposes to be (see page 1 of Draft Planning Rodney). It is therefore critical that Planning Rodney identifies the timing, sequencing and scale of future growth areas.
22. Future growth scenarios stemming from regional capacity work, the RFLUPE, agreements in the NAWSA and the "Lets Get Down to Business" workshop outputs identified in the Business Location Principles (attached at pages BB) should be reflected in Draft Planning Rodney.
23. More specifically, alignment with regional and sector planning should be clearly outlined in Part 1 of Draft Planning Rodney. The sub-regional context would also be more clearly outlined if the Map on Page 19 identified the Westgate and Albany centres and State Highway 16/18 motorway and proposed Rapid Transit Network (RTN) that links these areas together. Some further discussion of the relationship between Kumeu - Westgate and Westgate - Albany - Orewa and the role of these areas in the regional centres hierarchy would also be helpful.

24. The comments on page five around growth pressures could be improved if this relationship is clarified - the statement that “urban growth spreads to the limits of Waitakere City” is not accurate. There is no intention to expand Waitakere’s urban area to the City boundary particularly in those areas covered by the Waitakere Ranges Heritage Area Act 2008 (WRHAA). Waitakere’s future urban growth areas are focussed in and around Redhills, Massey North/Westgate, Hobsonville, Whenuapai, and Scotts point and are not planned to extend to the City boundary.
25. As noted, Draft Planning Rodney identifies Silverdale as a first level economic generator and Orewa and Whangaparoa are seen as second level economic generators. However, if these are looked at as one entity this area as a whole is likely to be the dominant area of employment particularly if 200 hectares of land is urbanised for business purposes at Silverdale as anticipated in the Business Location Principles. This may also mean that this area has sufficient gravity to be identified as a principal centre in the regional hierarchy and better justify the extension of the RTN from Albany to Orewa.

Rural Areas

26. The Council supports the notion of a green belt of rural activity around metropolitan Auckland, but the one shown is inadequate. The conceptual Future Map (page 17 of Draft Planning Rodney) does not accurately represent the WRHAA boundary in south-western Rodney District. The Green Buffer around Te Henga needs to be adjusted accordingly. Similarly a number of maps depict the central and southern mixed rural activity belt (p13,14, and 15 of Planning Rodney) and it should be clarified that some of the areas are not appropriate for intensive rural activity and lifestyle development – particularly the WRHAA area and the Rodney District Plan Significant Natural Areas.
27. Further clarification would also be beneficial as to the role of mixed rural activity belts which have the complex aim of limiting subdivision opportunities whilst providing further countryside living development and providing for intensive production whilst protecting rural and environmental values. This may be misconstrued as an opportunity for low density urban style living. Similarly, greater guidance should be provided to identify new or expanded rural settlements so that this does not leave the door open for areas to grow in an ad hoc manner.

Infrastructure Planning

28. Broader consideration needs to be given to co-ordinated infrastructure planning at a sub-regional level. For example PenLink (the motorway linkage to the Whangaparoa Peninsula) may be funded at a similar time to the construction of the north-western ring route (SH16/18/20) and the growth planned for Kumeu/Huapai may utilise important capacity in the Western Interceptor waste water line. NSCC is also updating their City Blueprint as part of their 2009-2019 Long Term Council Community Plan 2009-2019 (LTCCP). This document emphasises growth along the eastern coast (Takapuna to Albany and potentially Albany to Orewa) to support the investment in an expanded RTN ahead of that planned from Westgate to Albany. It is therefore important that the timing and sequencing of these projects is clearly defined by RDC and co-ordinated with Waitakere and NSCC.
29. Discussion of the need for social infrastructure of differing scales is identified across the strategic elements but there does not appear to be a framework within which to identify what future needs are required where and when. Again this is an issue that should be co-ordinated at a sub-regional level particularly for significant social infrastructure such as tertiary education, health, and recreational services.

STRATEGIC CONTEXT

30. The purpose of Draft Planning Rodney is to provide a spatial pattern for growth in RDC. There are clear linkages between this work and the implementation of the Growth Management Strategy for Waitakere City, the NAWSA, and regional planning in general - particularly the ARPS and ARLTS review proposed for 2009.
31. Key Waitakere Community Outcomes which relate to Draft Planning Rodney are:
- The *Urban and Rural Villages* priority, which seeks to deliver thriving town centres and connected places;
 - The *Strong Economy* priority, which seeks to provide quality local employment for Waitakere residents;
 - *Sustainable Environment Priority*, which seeks sustainable growth management with access to key resources and infrastructure
 - The *Green Network* priority, which seeks to retain and enhance the qualities of the natural environment within the areas that are proposed to be urbanised, while seeking the relief of development pressure on the non-urban areas such as the Waitakere Ranges and foothills; and
 - The *Sustainable and Integrated Transport* priority, which seeks to deliver sustainable urban form integrated with passenger and other transport networks in a way that reduces vehicle trips, reduces the dependence on private motor vehicles, and supports alternative transportation modes such as public transport, walking and cycling.

CONSULTATION

32. As noted, the Council has been involved in the development of a number of RDC high level spatial plans in the recent past. RDC staff presented Draft Planning Rodney to officers from the Council and NSCC in late October 2008 to seek preliminary feedback. Another meeting is planned to clarify and discuss issues prior to the close of submissions on Draft Planning Rodney. A special consultative procedure has been utilised so that Draft Planning Rodney can be considered ahead of RDC's LTCCP. Submissions close on 21 November 2008 and it is envisaged that hearings are likely to commence in December 2008. Due to submission timeframes it was not possible to report Council's submission prior to this Committee meeting although a copy of the submission was circulated to seek Councillor feedback prior to the close of submissions.

RESOURCES

33. Staff time and resourcing associated with this work can be managed within the budget and resources of the Annual Plan 2008/2009.

IMPLEMENTATION ISSUES

34. There are no significant implementation issues with Draft Planning Rodney. However there is a need to maintain a watching brief on the outcomes of the special consultative hearing process and the RDC LTCCP to ensure sub-regional spatial and infrastructure planning alignment is maintained.

Report prepared by: Matt Heale, Team Leader: Sustainable Management.



10 PLASTIC BAG FREE WAITAKERE PROGRESS

GLOSSARY

Waitakere Plastic Shopping Bag Free Accord	(the Accord)
Long Term Council Community Plan 2009-2019	(LTCCP)
Euro	(EUR)
Green Bay Ratepayers and Residents Association	(GBRRA)

EXECUTIVE SUMMARY

The purpose of this report is to inform the Policy and Strategy Committee about the work that has been undertaken on the implementation plan for Waitakere becoming plastic bag free by mid 2009.

In line with the resolution of the Council meeting on 27 August 2008:

“The Council resolved to:

Agree that the Chief Executive Officer be requested to provide a report to the Policy and Strategy Committee, investigating and advising, an implementation plan for Waitakere becoming a plastic bag free zone by mid-2009.”

1419/2008

The intent of the work to be carried out was not to analyse whether plastic bags are a concern or not but to develop an implementation plan for Waitakere becoming plastic bag free. The Council acknowledges that plastic bags are an environmental concern and action needs to be taken to mitigate their use in the City.

Based on the background research and investigation carried out by staff on the environmental issues related to plastic shopping bags; various regulatory and non regulatory tools available to Council and the presentation made by Kath Dewar, from the Green Party in Council's public forum on 29 October 2008, Council staff have progressed work on:

- Developing a “Waitakere Plastic Shopping Bag Free Accord” (the Accord) to be signed together with the retailers, service stations and relevant retail associations in Waitakere to work towards a Plastic Shopping Bag Free Waitakere. Organising two workshops hosted by the Mayor with the retailers and any relevant organisations. First workshop in February 2009 to discuss the Accord and the second in July 2009 to sign the Accord;
- Identifying community partners and retailers to develop alternatives to the single use plastic shopping bag; and
- Working together with identified community partners to develop a campaign to raise consumer awareness of the issue and promote the alternatives to plastic shopping bags.

Further work that needs to be carried out includes a detailed communication plan that would support the initiative and, based on the discussions that take place at the February 2009 workshops with the retailers, identify any other initiatives that the Council needs to undertake to achieve the desired outcome.

Council also needs to allocate resources and funding for this project as currently there is no funding earmarked for this project in the Annual Plan 2008/2009 or Long Term Council Community Plan 2009-2019 (LTCCP).

RECOMMENDATIONS

It is recommended that Policy and Strategy Committee resolve to:

1. **Receive** the Plastic Bag Free Waitakere Progress report.
2. **Agree** that the Council officers continue to work on developing a voluntary Waitakere Plastic Shopping Bag Free Accord with the retail sector and carry out any actions that are needed to support this initiative.
3. **Agree** to recommend to the Long Term Council Community Plan and Annual Plan Committee that consideration be given to providing additional funding of \$80,000 for the Plastic Shopping Bag Free Waitakere project in the draft Long Term Council Community Plan 2009-2019.
4. **Approve** that a budget of \$20,000 be made available for the current financial year from the Cleaner Production budget for the Plastic Shopping Bag Free Waitakere project.

BACKGROUND

1. At the Council meeting of 27 August 2008 it was resolved to:

“The Council resolved to:

“Agree that the Chief Executive Officer be requested to provide a report to the Policy and Strategy Committee, investigating and advising, an implementation plan for Waitakere becoming a plastic bag free zone by mid-2009.”

1419/2008

DECISION MAKING

Issues

Plastic Bags

2. Reports from the Mayor to the Council dated 27 August 2008, 29 August 2007 and 27 June 2007, have all highlighted the issues surrounding plastic bags not only in Waitakere and New Zealand but also globally. Plastic bags are an environmental concern. They are commonly seen as a litter item worldwide and pollute the ecosystems they get caught in. In South Africa plastic bags have become the national “floating flower” symbol, as they get caught in the trees. In Bangladesh the discarded bags that littered the country are believed to have caused the drains to block and add to the effects of the 1988 floods which saw most of the country lie under water. Concerns around the “plastic soup” of waste floating between Hawaii and Japan containing six pounds of plastic to every single pound of zooplankton have recently been highlighted in media reports.
3. In Waitakere plastic bags are a litter concern. Based on a litter survey carried out in December 2004 for the Solid Waste unit by Wastenot Consulting Ltd, plastic bags contribute 2.6% to our street litter. In addition to this, plastic bags contribute 3 to 5% to the litter that Waitemata Harbour Trust cleans out of the Waitemata Harbour. These are plastic bags that are thrown on the streets and get washed down by the rain into rivers, streams and stormwater drains, ending up in the ocean.

Work Carried Out By Staff to Date

Desktop Research of International Actions

4. Staff have carried out desktop research of the various regulatory and non-regulatory tools that have been adopted around the world to address the environmental issues caused by the indiscriminate use of plastic bags. A number of countries, cities and communities around the world have taken action to deal with the issue and minimise the indiscriminate consumption of plastic bags. These actions include imposing legislative bans on lightweight shopping bags as done by South Australia, India and China, levies on bags and some voluntary actions. San Francisco in March 2007 passed legislation to ban the use of conventional plastic shopping bags and to mandate the use of recyclable paper bags, compostable plastic bags or reusable checkout bags at supermarkets and pharmacies.
5. Ireland introduced an environmental levy of Euro (EUR) 15 cents on plastic shopping bags at the retail level in March 2002. The plastic shopping bag usage dropped by 95% in the first year of implementation. In subsequent years, the usage slightly rebounded, but was still 90% below the pre-levy level. Even taking into account of more frequent use of bin liners, there was still an overall reduction of 77% in the combined use of plastic shopping bags and bin liners. To maintain the effectiveness of the levy, the Irish government has revised the levy upwards to EUR 22 cents in July 2007.
6. Small towns like Modbury and Brighton in England have introduced voluntary plastic bag bans. Brighton in 2007 announced its plans to be the first British city to ban plastic bags. As the Brighton City Council had no legal powers to enforce a ban, its members passed a motion to 'encourage' retailers to stop giving away the bags and reduce packaging. Modbury introduced a voluntary plastic bag ban earlier in 2008; after they saw footage of the damage plastic bags were doing to wildlife in the Pacific. Modbury has introduced alternatives such as biopolymers, paper and cotton bags.

Desktop Research of National Actions

7. Staff have looked at the various initiatives being under taken by local government, communities and the private sector in New Zealand. In New Zealand an estimated 90% of supermarket bags are imported into New Zealand (according to Plastics NZ) and we use around 800 million per year. Mainly voluntary actions are being under taken by the community and retailers to reduce the consumption of and recycle shopping plastic bags in New Zealand.
8. Some of the initiatives include the great work done by the Bag Ladies of Golden Bay and several Collingwood retailers in the small Tasman community. Collingwood, just north of Takaka, has announced its decision to go completely plastic shopping bag free, making it the first town in New Zealand to take such a stance. The town has approx 400 people and has 8 retailers. In Wanaka, the 'Bag the Habit' campaign has persuaded nearly half of the residents to kick the plastic bag habit and a local 'Bag Lady' in Greymouth is making cheap, attractive and re-usable shopping bags that will soon be available throughout the West Coast. The 15-month-old Wanaka campaign aims to rid the town of plastic shopping bags.

9. Other initiatives include recycling of plastic shopping bags. Christchurch City Council are now recycling supermarket bags. The collected bags are sorted at Recovered Material Foundation paper depot and packed into bales. The bales are sent to a Christchurch company Range Industries, which has devised a process called Thermo-fusion™ which turns the supermarket bags into durable plastic planks suitable for boxing, pallets and fencepost. Other councils that collect plastic shopping and bread bags for recycling in New Zealand are New Plymouth, Hutt City & Upper Hutt, Central Otago, Waikato, Horowhenua, Kapiti, Waimakariri District and Gisborne City Councils. Although plastic bags can be recycled only a small percentage is collected and recycled and the reasons for this are:
 - the high volume to weight ratio of plastic means that the collection and transport of this waste is difficult and expensive;
 - there are often high levels of contamination in plastic making the recycle less usable, especially where food products are involved;
 - there is a very wide range of plastics in use and segregation is difficult; and
 - the market for using recycled plastic is underdeveloped.
10. The retailers in New Zealand signed a national Packaging Accord in 2004 which has a target to reduce plastic shopping bag consumption by 20% by June 2009. In July 2007, Foodstuffs and Progressive Enterprises launched a joint campaign to “Make a Difference” to the environment by reducing the number of plastic bags used at their checkouts. The new logo “Make a Difference” was rolled out to 646 supermarkets and was intended to remind shoppers from the time they pick up their shopping trolley through to when they check out that they can choose whether to take a plastic bag.
11. According to the Packaging Accord’s Annual Progress Report Year Four, supermarkets; Foodstuffs and Progressive Enterprises, along with general merchandise and grocery retailer, The Warehouse, have since 2004:
 - reduced plastic bag consumption by 14% taking 99 million bags out of use each year; and
 - achieved an overall 20% reduction in the amount of plastic used, which is the equivalent of 30 million 2 litre drink containers each year.
12. The New Zealand Retailers Association approached leading retailers to gain wider industry support and as a result Caltex and Mitre 10 have adopted the ‘Make a Difference’ branding. Other retailers have initiated their own plastic bag reduction programmes. Individual initiatives to galvanise public support for using reusable shopping bags include the launch of an eco bag by fashion designer Trelise Cooper, on sale at Progressive Enterprises supermarkets, and a reward campaign by Foodstuffs, in New World stores across the lower North Island, giving extra Fly Buys points for customers bringing their own shopping bags. The Warehouse has partnered with Enviroreel Plastics to develop new products using recovered plastics including plastic bags.

Investigation of Local Waitakere Actions

13. Staff investigated in detail Waitakere's local community initiative at Green Bay where the community declared Green Bay plastic bag free in April 2008, to learn from this experience. It was an environmental move prompted by the Green Bay Ratepayers and Residents Association (GBRRA) and the Council and backed by all 24 retailers in the suburban shopping area. They ranged from the local supermarket, to takeaway bars, a hardware store and veterinary clinic. The local residents generally supported the initiative and thought it was a good idea. Since the launch in April 2008 the president of GBRRA has been working together with local retailers and Green Bay New World to ensure continuation of the initiative. They are collectively also identifying and developing solutions for any barriers that they come across in promoting the reusable bag or banning the plastic shopping bag. Staff are in regular touch with the president of GBRRA, as the experience of Green Bay is quite valuable and can inform the Citywide initiative.

Community Partnerships

14. Staff have identified and are in discussions with community partners like the Licensing Trusts for Council to jointly work on investigating alternatives to the single use plastic shopping bag and implementing initiatives to raise community awareness. Experience from other towns, like Modbury, Collingwood, Wanaka has been that where voluntary bans have been successful, the community has been a key factor in making it happen. Therefore council-community partnerships with organisations like the Portage and Waitakere Licensing Trusts is sought. Planning and implementation of awareness raising campaigns can be undertaken with community partners.
15. Initial discussions with the representative of Foodstuffs, which own Foodtown, Countdown, Woolworths, Fresh Choice and Supervalu have been initiated to ascertain their views on how can we achieve a plastic shopping bag free Waitakere. Their initial views on the matter were:
 - they do not support bans or levies on bags, as they believe that the customers should have a choice. They believe bans and levies increase the sale of bin liners;
 - as these retailers are already part of the Packaging Accord, they believe they are already working towards their commitment to reduce plastic bag consumption by 20%; and
 - as per the Retailers Association survey they believe that the majority of New Zealanders find the plastic bags useful and they reuse the bags. Research also shows that people receive more bags than they need therefore these retailers have set voluntary initiatives to reduce this.

Drafting of the Accord and Preparation of the First Workshop

16. Following the Plastic Bag Campaign presentation by Kath Dewar of the Green Party at Council's public forum on 29 October 2008, Council officers have worked to develop a draft Accord together.
17. Council officers have developed a database of retailers, service stations and associations that are potential signatories to the Accord.

18. Staff are working on organising the first workshop to be hosted by the Mayor in February 2009. The focus of this workshop is to bring together local retailers to talk about the environmental issues surrounding plastic shopping bags and discuss Waitakere's Accord. The second workshop is tentatively scheduled for July 2009 for the signing of the Accord. In the interim staff will work together with the community partners and local retailers to investigate alternatives to plastic shopping bags and to develop public awareness campaign.
19. Based on the work carried out by staff and the presentation made by Kath Dewar, from the Green Party at the public forum of the Council meeting on 29 October 2008 staff are working on the developing a "Waitakere Plastic Shopping Bag Free Accord" to be signed together with the local retailers by July 2009. It is recommended that the Policy and Strategy Committee are requested to resolve that staff continue to work on the draft Accord and develop any actions that are needed to support this initiative.
20. Funding of \$100,000 over the current and next financial year will also need to be allocated for this initiative as currently there is no funding earmarked for this project in the Annual Plan 2008/2009.
21. The funding is required for:
 - organising the two workshops with the retailers;
 - to research and develop alternatives to the plastic shopping bags;
 - engage a community based social marketing expert to develop a community awareness campaign; and
 - to implement the awareness campaign together with the community partners and retailers.
22. It is recommended that to cover the costs incurred in the current financial year, funding of \$20,000 be made available from the Cleaner Production budget for this initiative.
23. For 2009/2010 it is recommended that additional funding of \$80,000 be approved through the draft LTCCP.

Options Identified

24. Council's resolution at their meeting on 27 August 2009 and the Mayor's agreement with the proposal put forward by Kath Dewar has already indicated a preferred option of working together with the local retailers on a draft Accord. As a result no other options are being analysed in this report.

Consideration of Community Views

25. No formal consultation has been carried out to ascertain the views of the community on the matter. Feedback received from the GBRRRA indicates that there was general support from the community to voluntarily ban shopping plastic bags in Green Bay.
26. Given that plastic bags are an environmental concern, actions taken to mitigate their harmful impact will help us work towards a sustainable environment, which is one of the community outcomes desired by the community for Waitakere.

STRATEGIC CONTEXT

27. Waste reduction is a key activity to Council's Zero Waste platform. Council's Zero Waste platform aims to produce a clean and attractive City that turns its waste into resources. Given that plastic shopping bags are a litter problem in the City, by implementing an initiative that will reduce the number of bags being used this will minimise litter created by plastic bags.
28. In terms of the Community Outcomes this initiative addresses:
 - **Sustainable Environment** – increases sustainability and enables a healthy living environment with access to good quality water and air, and managing energy, waste and water innovatively and responsibly.

CONSULTATION

29. Discussions have been held with the Legal Services, Solid Waste Unit and with Resource Management/Cleaner Production of Council to ascertain the best possible solutions to address the issue and resources required for the implementation of the plan for Waitakere to be plastic shopping bag free.
30. A brief conversation has been held with the Chief Executive Officer of the Portage and Waitakere Licensing Trusts and they are keen to partner with Council to work on investigating voluntarily banning plastic bags from their operations and promoting the introduction of a greener option. Brief discussions have been held with the representatives of some of the supermarket chains. Further discussions will need to be carried out with these organisations to draw up a detailed plan to implement a voluntary ban.

RESOURCES

31. The focus of the Cleaner Production team of Council is to partner with industry stakeholders and to provide them with resources and information to develop sustainable outcomes. Some examples of the successful industry projects to date are the boat building and film industry "greening the screen" projects. Partnering with the retailers to develop alternatives to the single use plastic bag and assisting in the elimination of the plastic bags is recommended to be a new cleaner production project.
32. It has been confirmed by the Group Manager: Planning and Community Services that the Cleaner Production team will be able to dedicate resources and part funding for the initiative. As to be successfully implemented this initiative would need to be a key project for the Cleaner Production team for about 2 years.
33. Funding of approximately \$100,000 over the current and next financial year will be required to effectively implement the project. It is recommended that:
 - To cover the costs incurred in the current financial year, funding of \$20,000 be made available from the Cleaner Production budget for this initiative.
 - The Policy and Strategy Committee give consideration for additional funding of \$80,000 through the draft LTCCP.

IMPLEMENTATION ISSUES

34. The main implementation issues are:

- Resources, as this project has not been budgeted for in the Annual Plan 2008/2009 or the LTCCP; and
- Success of the project is highly dependent on buy-in from the local retailers.

Report prepared by: Parul Sood, Strategic Advisor Sustainability and Jennifer Aschenbrenner, Cleaner Production Officer.



11 PROPOSED ENVIRONMENT STRATEGY

GLOSSARY

Long Term Council Community Plan (LTCCP)

EXECUTIVE SUMMARY

The purpose of this report is to bring the proposed Environment Strategy back to the Policy and Strategy Committee for approval as the final document.

The proposed Environment Strategy has had a final round of consultation with the operational units of the Council that are most influenced by the goals and objectives. Final wording refinements have been drafted accordingly.

Although no formal public consultation has been undertaken, as there is no change to the Council's environmental strategic direction, the proposed Environment Strategy is on the Council website and comments have been invited in an informal manner. Comments received will be tabled at the meeting.

RECOMMENDATIONS

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

1. Receive the Proposed Environment Strategy report.
2. Approve the Environment Strategy as attached at pages A174 to A190.

A174-A190

BACKGROUND

1. The Policy and Strategy Committee resolved at its meeting of 7 August 2008 to:

“The Policy and Strategy Committee resolved

2. **Approve** that the draft Environment Strategy attached at pages A249 to A288 to the agenda is a working draft for consultation, and will be brought back to the Policy and Strategy Committee for consideration.”

1305/2008

- A174-A190 2 The Environment Strategy as attached at pages A174 to A190 has been abbreviated to a quick reference document containing the vision, goals and objectives for the environment, and consulted with relevant operational units of the Council. The longer document, approved as a working draft, stands as the background thinking and rationale for the Environment Strategy.

DECISION MAKING

Issues

3. The proposed Environment Strategy merely confirms and expands on the Council's agreed strategic direction expounded by the Green Network, Sustainable Energy and Clean Air, Three Waters and Zero Waste Strategic Platforms.

Consideration of Community Views

4. The Council's current strategic direction for the environment aligns with the Community Outcomes for the Green Network and Sustainable Environment.
5. Despite no change to the strategic direction, the proposed Environment Strategy both background document and the short version, have been placed on the Council website and comments invited. Any change sought will be tabled at the meeting for the Committee's consideration.
6. Review and monitoring of the Environment Strategy and the activities of the Council will be ongoing. The intention is to ensure all supporting Council documents are cross-referenced and updated as required. Future refinement of the Environment Strategy will be also programmed according to the review of Community Outcomes, and to ensure alignment with government policy.

STRATEGIC CONTEXT

7. The proposed Environment Strategy is intended to give effect to Auckland's Sustainability Framework goals and shifts of:
 - Unique and outstanding environment;
 - Pride in who we are;
 - Resilient infrastructure;
 - Reduce our ecological footprint;
 - Put people at the centre of thinking & action;
 - Build a carbon neutral future; and
 - Think in generation not years.
8. Delivery on objectives in the proposed Environment Strategy will contribute towards implementation of the Waitakere Ranges Heritage Area Act 2008 with regard to protection and enhancement of natural values.
9. Once adopted, the Environment Strategy together with the other strategies before the Council will form part of the strategic direction expressed in the Long term Council Community Plan (LTCCP) and delivered through the various activity plans and action plans.

CONSULTATION

10. A final round of consultation has been undertaken with Parks Planning, Solid Waste, Ecowater and Strategic Planning and wording refinements made accordingly.
10. Auckland Regional Council has also been consulted and indicated support for the proposed Environment Strategy in its current form.
12. Consultation with Maori has not been undertaken as the strategic direction has not changed from the agreed Strategic Platforms in the LTCCP 2006-2016 and is aligned with the Community Outcomes including Waiora (Environmental Protection).
13. A full review of the Community Outcomes is programmed to commence in late 2009 early 2010. This will enable dedicated consultation with the community including Maori on community outcomes and their influence and relationship to key strategies such as the Environment Strategy.

RESOURCES

14. Resources for delivering on the goals and objectives in the short term are identified in the draft budgets for the LTCCP 2009-2019.

IMPLEMENTATION ISSUES

15. Implementation of the Environment Strategy is through the various activity plans in the draft LTCCP 2009-2019. There will necessarily be co-ordination of work programmes to ensure that the Environment Strategy is delivered by the activity plans.

Report prepared by: Carol Bergquist, Senior Analyst Environmental Policy.



12 PROPOSED REDEVELOPMENT OF PART OF NEW LYNN AS A CHINATOWN PRECINCT

GLOSSARY

Urban Regeneration Framework for New Lynn's
Town Centre

(The Regeneration Framework)

EXECUTIVE SUMMARY

The Mayor has proposed that a small part of New Lynn Town Centre be redeveloped as a Chinatown precinct. The precinct would be developed as a cultural and economic hub, close to the new transport interchange in the "old" centre of Totara Avenue. This report seeks approval in principle for the project, so that further planning and evaluation can be undertaken.

The report considers key locational, landuse planning and transport planning issues. A key constraint is that of traffic management in Totara Avenue before the Clark Street extension and rail over-bridge are opened. This may affect the buildability and timing of a Chinatown development including the installation of gates.

Aspects of the development will strengthen the cultural and economic linkages with the local Chinese community, and Waitakere's sister city, Ningbo.

The proposal is consistent with Council's approved vision for New Lynn as set out in "The Regeneration Framework for New Lynn's Town Centre" (The Regeneration Framework). The District Plan presents no significant impediment. It is proposed that further advice be sought on feng shui issues.

RECOMMENDATIONS

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

1. **Receive** the Proposed Redevelopment Of Part Of New Lynn As A Chinatown Precinct report.
2. **Agree** to endorse in principle the proposal to redevelop the Totara Avenue area of New Lynn as a Chinatown precinct.
3. **Direct** the Chief Executive Officer to report back to the Policy and Strategy Committee on:
 - The likely date of the opening of the Clark Street extension/ rail over-bridge and Great North Road intersection, what steps might be taken to accelerate that work, and the implications of those works for the timing and operation of Chinatown;
 - Negotiations with other parties including the city of Ningbo relating to the acquisition or manufacture of suitable gates and other amenities; and
 - The preliminary design, and further design briefs, and any cultural considerations to be taken into account.
4. **Agree** to recommend to the Long Term Council Community Plan and Annual Plan Committee that they consider including \$2 million for provision and installation of gates and related amenities in the Long Term Council Community Plan and Annual Plan 2009-2019.

BACKGROUND

1. On 14 October 2008, His Worship the Mayor outlined to Councillors a proposal to redevelop part of Totara Avenue, New Lynn as a Chinatown precinct, reflective of traditional and modern China. The Mayor's vision is to build on the "new dazzling Town Centre with a state of the art rail and public transport hub being created in the heart of New Lynn", and the emerging new migrant culture, to create an attractive new retail area that will make good business sense and act as an activity magnet. The New Lynn Chinatown would have a region-wide reach for custom and an international reputation for its food, business, cultural events, bustle and quality of presentation. The proposed development leverages off the new transport hub and new frequency and quality of transport services which will make New Lynn an easily accessible, desirable destination; and serve the new Town Centre of New Lynn, a town to be of 20,000 people resident within a walkable 1 kilometre of "Chinatown".
2. The intention is that this would be New Zealand's leading Chinatown. It would be a significant point of difference distinguishing New Lynn but not overwhelming or being the only image or contributor to the reputation of New Lynn as a successful Town Centre.

3. The New Lynn Chinatown would be a place to build on the City's already strong relationships in China, notably with Waitakere's sister city, Ningbo. The idea draws on the success of cities like Manchester, Sydney, Philadelphia, London, Melbourne, Portland and Seattle and in creating new Chinatown precincts as part of, and integrated with, wider urban regeneration schemes.
4. On 2 October 2008, the Policy and Strategy Committee approved the 'Urban Regeneration Framework for New Lynn's Town Centre'. The Regeneration Framework was first presented to the Council in March 2008, and prior to its adoption, was consulted on widely with key stakeholders, including the Town Centres Subcommittee, the New Lynn Community Board, development partners and key landowners.

The Policy and Strategy Committee resolved to:

1. **Receive** the Urban Regeneration Framework for the New Lynn Town Centre.
2. **Approve** the Urban Regeneration Framework for the New Lynn Town Centre.

1667/2008

5. Building on Plan Change 17 to the Waitakere District Plan, the Regeneration Framework seeks to achieve a master-planned urban renewal scheme which has the ability to provide 14,000 jobs and 6,000 new dwellings. In the Town Centre it seeks to achieve:
 - A pedestrian-focused environment;
 - Efficient vehicular and public transport connectivity;
 - A sustainable and safe transit oriented Town Centre;
 - A mix in living, working and shopping land uses within walking distance to the centre;
 - A cohesive network of public open spaces;
 - A unique sense of place and localised identity; and
 - A post industrial economy.
6. The Regeneration Framework identifies seven major project areas or precincts as coherent units of master-planning and development. Totara Avenue lies within the "Merchants' Quarter" which is bounded by Hugh Brown Drive and Memorial Drive in the north, the railway line between Memorial and the new Clark Street bridge in the east and south, and Rewarewa Creek. Totara Avenue is a critically important part of the Merchants' Quarter precinct. The significance and ideals for Totara Avenue are set out on page 34 of the Regeneration Framework.
7. Waitakere along with regional and central governments are investing heavily in a transport infrastructure programme in New Lynn that will grade-separate the rail and rail station and the road and pedestrian network, double track and electrify the rail, and provide improved road bridge connections over the rail trench, including the Clark Street extension and bridge. Some of these works, including the Clark Street works, are still subject to funding approval. Once the Clark Street works are completed through traffic flows (especially from State Highway 20) will be diverted from Totara Avenue, allowing for the planned "calming" and pedestrian priority of that street.

8. The Mayor has identified the following implementation timetable:
- Approval of Concept by Council November 2008
 - Launch to Public and Retail Sector/Media December 2008
 - Marketing and design proposals approved April 2009
 - Structural elements approved July/August 2009
 - Developers/Investors seminar July/August 2009
 - Launch to Chinese community August 2009
 - Opening with fireworks Moon Festival 2010

DECISION MAKING

9. This report seeks approval in principle to proceed with the Chinatown proposal. In deciding whether or not to proceed with the project, a number of matters need to be considered, including:
- What is a “Chinatown”?
 - Street location;
 - Alignment with the Regeneration Framework;
 - District Plan provisions;
 - Street design;
 - Transport and traffic planning;
 - Target opening date and timetable of works;
 - Geomancy and feng shui;
 - Gates;
 - Street design;
 - Promotion, business attraction and development;
 - Public opinion and communications; and
 - Funding.

Issues

What is a Chinatown?

10. “Chinatown” is a western term intended to convey one of two very different urban forms, but with common elements. One older, even obsolete, type is the form that has grown around concentrations of citizens of Chinese extraction who have located in (generally) poorer parts of a city to better meet their own (often deprived) needs. These enclaves have often been created by the process of excluding Chinese from other (wealthier) parts of the city. In Auckland this form was epitomised by the lower part of the Grey’s Street (Avenue) area – a slum place of ill-repute, opium dens and squalor which developed in the vicinity of the city vegetable markets. In Auckland, official action was taken to clear and redevelop such areas, starting in the 1930’s, and after the war, through the 1950’s. For many Aucklanders, however, this remains their only remembrance and image of “Chinatown”.

11. A second form, which is a modern, western translocation of some of the inner town character of Chinese cities of all sizes - such as Zhongshan Lu (Silk street) in Hangzhou, is typically a single street marked by large ornate gates at each end and occasional small squares, and intersections that function as performance spaces at times. They are characterised first, by food, with other quality products such as paintings, antiques, silk, carving, retail and shop-front manufacture. They are pedestrian-priority places but other traffic is allowed. In Sydney for instance, eateries spill across the pavement from shop fronts; while in Philadelphia, the weather demands more indoor dining. Chinatowns have a symbolic and traditional décor of their own of gates, lanterns and lions. They are distinctively different from other parts of the town but in common with them – thrive on trade, commerce, business and service. Sydney’s Chinatown is typical in that it attracts to the area related activities (such as travel agents, bookshop, video and music shops) and was the chosen location (two blocks away) for the enormously popular Chinese Garden, gifted to Australia in its Bicentennial year by the People’s Republic of China. The Melbourne Chinatown also has a strong educational and international relationship theme.

Options Identified

Street location in New Lynn

12. There are three possible sites for a Chinatown development in New Lynn:
- (i) Near the train and bus interchange, either in the vicinity of the existing bus station, or north of the new Memorial Drive Bridge, east of the railway trench, in the proposed Main Street Quarter.
 - (ii) Within the proposed Merchants’ Quarter behind the “sleeve” of Totara Avenue and Great North Road shops, behind the library in the area now used as a car park.
 - (iii) In Totara Avenue between the junction with Great North Road and the community centre/proposed extension to McCrae Way.

Assessment of Options

13. These options have been evaluated in terms of the following criteria pursuant to Section 77 of the Local Government Act 2004, fit with the Council’s Regeneration Framework vision, Council control of land/outcomes, dramatic impression and the ability to create a sense of place, reversibility, appropriateness of scale, potential for staged development, and cost.
14. Against each of the criteria, option (iii) scores highest and is therefore the preferred and recommended location for further investigations.

The Regeneration Framework

A191

15. The proposal is not inconsistent with the adopted Regeneration Framework. Existing buildings, including the Bank of New Zealand and other historic buildings of the “old New Lynn” can be easily and sensitively adapted to the proposed use. The Regeneration Framework identifies that “the redesign of Totara Avenue should include measures to prioritise pedestrian movement; slow traffic speeds and provide short term parking and generous road crossings. This will include required changes to landscaping, street widths, parking layouts, road and gateway entry design and covers to sidewalks attached at page A191.

District Plan

16. The District Plan, including Plan change 17, contains no significant impediments to proceeding with the proposal. Any structures (including gates) will need resource consents. The District Plan anticipates the narrowing of the carriageway of Totara Avenue to calm traffic and facilitate footpath dining etc.

Street design

17. The essence of the street design for a Chinatown is the narrowing of the vehicle carriageway and a broadening of the pedestrian realm, planting of trees and decoration. The location of gates needs further investigation to ensure that they fit in with traffic movement and existing heritage buildings, notably the Ceramco/Lone Star building and the old Bank of New Zealand building at the western end of Totara Avenue. At the eastern end the gates should be located immediately west of the McCrae Way intersection. Investigations are currently underway to re-arrange access to the Community Centre car park and a future car parking building, and this too, may affect the gate location.
18. The development can be staged, starting with Totara Avenue and progressively embracing the narrow side streets shown in the Regeneration Framework, and possibly any new car park access road. The cross intersection formed by the new access road into the Merchants' Quarter and the triangle outside the Community Centre could provide a further step, and possibly the rear of the shops on the car park/railway side of the south of Totara Avenue, between the Community Centre and the proposed Clark Street bridge.
19. Chinatown activity would be expected to merge with ease into the core of the new Merchants' Quarter focussed on the existing Council-owned car park behind the shops on the northern side of Totara Avenue.

Traffic planning and infrastructure

- A192
20. The present Totara Avenue is a key arterial link connecting Clark Street to great North Road. With the opening of the new State Highway 20 junction at Maioro/Richardson Road, traffic using this route will increase. For this reason, and to allow Totara Avenue (under any circumstance), to function as a pedestrian priority space, it is proposed to provide a bypass of the area by extending Clark Street to a junction with Great North Road between Ceramco House and Cambridge Clothing. At that time it is also proposed to close off the existing Great North Road/Totara Avenue intersection, and relocate it as shown in figure 1 attached at page A192.
 21. Once these works are completed, the full pedestrian priority redevelopment of Totara Avenue can be contemplated. At present, work on the Clark Street extension rail over-bridge is not scheduled to commence until ONTRACK works in the trench and edges have been completed in 2011/2012. Unless this agreed scheduling is changed, the timing of this work is a significant impediment to the progress of the physical works, including gate emplacement and pedestrianisation of Totara Avenue. The possibilities for accelerating construction of the Clark Street extension rail over-bridge are being investigated.

Target opening date

22. It is difficult to see how a successful Chinatown could operate while Totara Avenue continues to function as an arterial traffic route. The Chinatown project needs to align with the other infrastructural works being undertaken in New Lynn. The planned programme is:
- completion of the double-tracking, trench and train station;
 - mid 2011 - completion on the bus station and interchange;
 - completion of the electrification of the rail line; and
 - mid 2013 - completion of the Clark Street extension, and bridge, and Great North intersection.

Geomancy and Feng Shui

23. In a traditional Chinese world, the attainment of prosperity can be related to the selection and creation of an auspicious site made according to geomantic principles. The art of geomancy, known as feng shui in China, is practiced throughout China, Vietnam, Singapore and Korea. In geomantic terms, an auspicious place accumulates vital energy that with appropriate use can bring wellbeing and prosperity. At first glance, New Lynn and in particular, Totara Avenue, may be seen to have some of the elements of auspiciousness in their locational relationship with landforms, water and direction. If this were proven to be the case, or if these features could be accentuated in the design of the Chinatown, it would add to the authenticity of the project, and potentially attract investors and business. Further steps should be taken to obtain a geomantic assessment of the site and guidance in its development.

Gates

24. It is proposed that the Chinatown precinct be “bookmarked” by traditional ornamental Chinese gates, built to modern engineering standards and appropriately located with respect to their relationship to existing buildings of historic character, traffic management sightlines and visual impact. Chinatown gates, known as paifang or pailau, symbolise the ancient Chinese philosophical principle of duality, as expressed in such concepts as yin and yang, and heaven and earth. They are important, as cultural symbols but also from a marketing, tourism and promotion perspective. They announce and delineate Chinatown. Almost every significant Chinatown has such gates.
25. The Mayor has established that Waitakere’s sister city, Ningbo, is willing to contribute towards the finding of suitable gates or to the manufacture and installation of gates.

Promotion, business attraction and promotion

26. The essence of the proposal is that the business operation of Chinatown should be well researched and promoted. It is likely that once launched, presently vacant shops would become highly sought after as business locations. The New Lynn Town Centre Development Programme team is well-equipped along with Waitakere Enterprise to plan, organise and achieve the development of a successful business precinct.

Cultural issues

27. The Chinese community is already well-established in New Lynn, but not particularly well-represented in the active business community. These proposals provide a framework for growing the existing programme of cultural events, such as the annual Moon Festival and the creation of a business as well as civic foundation for those events. With the anticipated growth in population in New Lynn, it is anticipated that it will be home to an increasingly diverse and migrant-origin community well able to sustain the Chinatown concept, and better able to contribute to the development and wellbeing of Waitakere.
28. Iwi have some caution about the presentation and promotion of Chinese culture as an underpinning of the cultural identity of the city, if that were to be at the expense of their own mana. However, there is a willingness to work together with the Council and Chinese Community to ensure that there are positive and mutually reinforcing outcomes.

Public opinion and communications

29. Since the Mayoral announcements on his proposal, there has been considerable media coverage of the project. Reactions have been mixed. While there has been support, in some quarters the understanding of the economic and social potential of the proposal has been low and some fears have been expressed that “this” development would be ‘alien’ and unrelated to the past of New Lynn.
30. In promoting the concept, the Council must be clear that only one part of the New Lynn Town Centre will be touched by the Chinatown proposal - there will be other “places”, other identities, and other economies at work. The role of this initiative in revitalisation and regeneration must also be promoted and understood - in almost every regard, the new New Lynn will look and feel different as a modern 21st Century town.

Consideration of Community Views

31. To date no systematic consultation has been undertaken with the community on the detail of this proposal. There is longstanding community support for the regeneration and renewal of New Lynn. The recently approved Regeneration Framework has received widespread support.

RESOURCES

32. It is too early to give an accurate account of likely costs. At present, the city of Portland, USA is fundraising (US\$1 million) for the manufacture and installation of two gates for its Chinatown district.
33. Officers consider that existing international and New Lynn budgets are sufficient to meet the operational costs. It is considered that provision of up to \$2 million be made in the capital expenditure budget in the Long Term Council Community Plan 2009–2019 for the design, acquisition and installation of gates and other amenities.

Overall Assessment of the Proposal

34. Overall, the proposed project has a good fit with the approved regeneration plan for New Lynn. It would deliver the desired intensity, scale and mix on activities. The resultant amenity and public interest would add value and interest to this rapidly intensifying part of the City. It would occupy only a small part of the new Town Centre of New Lynn. If, for any reason it were a failure, the area could easily be reincorporated into the centre as a conventional retail street.

35. In terms of business attraction and activity, the Chinatown would provide a dramatic “point of difference”, distinguishing this centre from others in the region. It would attract new businesses, and a region-wide catchment of visitors and customers.
36. The New Lynn Chinatown would become a focal point for Asian cultural events such as the Chinese New Year and Moon festivals, and for visiting exhibitions of arts and cultural significance. It could be expected to attract film, museum and educational enterprises to complement gastronomic excellence, and a mix of retail activity.
37. The impact on the environment would be minimal. Planning controls already provide for the amelioration through good design of causes of reverse sensitivity such as noise. Linkages from the proposed Chinatown to the Manewa wetland, Rewarewa Creek and Waitakere Ranges bring auspiciousness to the Chinatown site that can be explored using Maori, western and Chinese cultural constructs, and bring new meaning to the town: environment relationship.
38. The proposal is an ideal exercise in the regeneration and re-use of existing resources and buildings. Many buildings can be adapted and reused. The Community Centre is a ready-made civic space ideally located and designed to facilitate and enhance the Chinatown experience.
39. There are rich linkages to be made between the New Lynn Chinatown and China, notably Ningbo; but also to the wider “circuit” of co-operating Chinatowns and cities around the world. These connections can easily be activated to add to the retail and business activity of New Lynn and to add to the international reputation of Waitakere.

STRATEGIC CONTEXT

40. This proposal does give effect to the Council’s strategic direction as outlined in the strong and innovative economy, strong communities and urban village strategic platform.

CONSULTATION

41. As with all development projects in New Lynn, this one will be discussed with affected resident and business community interests as the proposal is developed and refined. If the funding recommendations are approved, it will be a matter for comment in the draft Long Term Council Community Plan 2009–2019.
42. Internal consultation, and some brief consultation with tangata whenua has been undertaken at this stage.

IMPLEMENTATION ISSUES

43. It is considered that the Council should endorse the proposal to establish a Chinatown in New Lynn because it will have social, economic, cultural and environmental benefits for the City, and will deliver of the City’s growth strategy objectives, economic well being, strategic objectives and the Regeneration Framework for New Lynn.

44. If this proposal is approved in principle, the next steps will be to prepare and implement a comprehensive development plan within the broader framework of the New Lynn Town Centre Regeneration project. Initial steps will be to clarify the transport infrastructure and planning issues outlined above to establish firm timelines and target dates for opening and to establish effective relationships and communications with affected and interested parties. Further reports on progress and decision making will be brought back to the appropriate committees.

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



13 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.



14 ROYAL COMMISSION - ISSUES AND UPDATES

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



PUBLIC EXCLUDED MATTERS

15 THE CROWN LYNN RESIDENTIAL PRECINCT, NEW LYNN - CONCEPT PLAN APPROVAL

16 PROPOSAL TO EXCHANGE PROPERTY AT GLEN EDEN FOR PROPERTY AT TE HENGA

These items will be considered in the Confidential Supplement of the agenda and have 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, The Crown Lynn Residential Precinct, New Lynn - Concept Plan Approval and Proposal To Exchange Property At Glen Eden For Property At Te Henga.

The general subject of the matters to be considered while the public is excluded, the reason for passing this resolution in relation of the matters, 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 matters to be considered.	Reason for passing this resolution in relation to the matters.	Ground(s) under Section 48(1)(a) for the passing of this resolution.
The Crown Lynn Residential Precinct, New Lynn - Concept Plan Approval.	The withholding of information is necessary in order to: <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). 	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.
Proposal To Exchange Property At Glen Eden For Property At Te Henga	The withholding of information is necessary in order to: <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). 	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) 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 reports contain information which if released could affect Council's negotiations.*

