

PLANNING FOR NEW AND EXISTING COMMUNITIES IN NORSGA: UPDATE ON MASSEY MATTERS AND SOCIAL INFRASTRUCTURE PLANNING PROJECTS
 (NORSGA Urban Development Committee, 18 August 2008)

GLOSSARY

Northern Strategic Growth Area	(NorSGA)
Auckland Regional Transport Authority	(ARTA)
New Zealand Retail Property Group	(NZRPG)
Hobsonville Land Company	(HLC)
Transit New Zealand	(TNZ)

EXECUTIVE SUMMARY

The purpose of this report is to outline key Northern Strategic Growth Area (NorSGA) linkages with both the Massey Matters Project and Council's own social infrastructure planning framework and proposed investment plan for the NorSGA area.

RECOMMENDATION

It is recommended that the NorSGA Urban Development Committee resolve to:

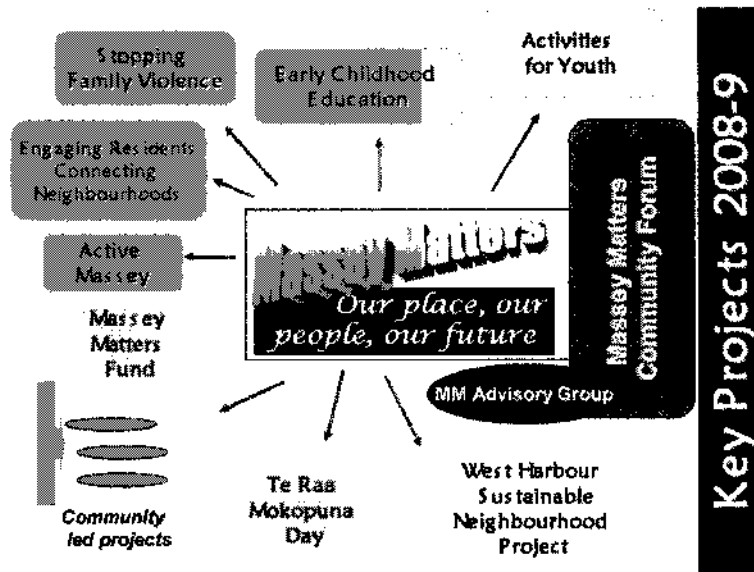
Receive the Planning for New and Existing Communities in NorSGA: Update on Massey Matters and Social Infrastructure Planning Projects report.

BACKGROUND

1. The Massey community/population can generally be said to be young, culturally diverse and family based. Maori and Pasifika peoples make up 40% of Massey's population of 25,000 people. Around 35% of Massey is aged under 20, with comparatively more family based households in Massey than elsewhere in Waitakere.
2. Massey Matters began in 2006 and is a ten year project to improve quality of life in Massey. It is about local residents, community groups and businesses joining together with Waitakere City Council, government agencies and other partners to make Massey an even better place to live.
3. Massey Matters is about making a long term difference within a community that has historically been underprovided for in terms of community services and infrastructure. Divided in the 1960's by the North Western motorway, Massey can be characterised by steep topography, inadequate infrastructure for a community of its size, poor urban layout and street design, sprawling boundaries, an increasingly transient population, and relatively few community networks and local employment opportunities.
4. As noted above, Massey Matters was formally initiated by the Council in March 2006 with Council seeking to work alongside the local community and other partners to develop a programme for long term, community driven, sustainable neighbourhood renewal and development in the Massey area. A diagram of the project boundaries is attached at page Axx.

Axx

5. There are two key platforms within the project:
- Building and strengthening community activity, networks and sense of local identity and pride;
 - Improving the way Massey looks and feels and functions - e.g. public transport, walking and cycling connections, shops, community services and facilities, parks and recreation opportunities, the natural environment, more local jobs, etc.
6. In 2006, Council initiated a Massey Community Inquiry, asking local leaders to identify positive changes that could be expected in five years time if a community led project was successful. Key areas of visible changes indicated include:
- Lots of local festivals and concerts;
 - Stories of positive changes in Massey;
 - More working and talking together;
 - Positive vibes compared to five years ago
 - More people staying in Massey for work and play;
 - More club membership and participation;
 - Migrants have meeting places of their own;
 - Improved public transport and connectivity within Massey;
 - A strong Massey identity;
 - A strong community "hub"; and
 - A place known for its unique art and design.
- Axx-Axx* 7. Sitting alongside the Massey Matters vision, these medium term 'change' indicators have become key platforms in the development of the Massey Matters Project framework. In effect, Massey Matters has become an umbrella 'brand' for a range of community building projects happening across Massey at different levels and places (e.g. within neighbourhoods, schools, communities of interest, marae, etc). Massey Matters is not an entity that 'does' or controls things. Rather, the role of the project is to promote, network, broker, catalyse and assist Massey focused discussions and projects. A short summary of project highlights to date is attached at pages Axx to Axx.
8. In terms of practical action, the diagram below outlines the key areas for investment and collective effort in 2008/2009.



9. To guide and support the ongoing development of Massey Matters, a community advisory group has recently been brought together. A list of the initial membership is attached at page Axx. The community advisory group can be seen as a transition group, with formal project governance structures likely to be developed in early 2009.
10. Massey Matters is ambitious and innovative and providing a much needed way for those who live, work and care about Massey to come together and plan and initiate collaborative action and positive change.

DECISION MAKING

11. Given the proximity of the existing Massey urban area to the NorSGA area, it is important that future planning, community engagement, involvement and investment processes for the development of both areas are mutually supporting. There is high interest from the existing Massey community as to what is being planned and the impacts, both positive and negative, this will have on existing communities.
12. In May 2007, the Hobsonville Land Company (HLC) presented its development plans at a Massey Matters Community Forum. At the Massey Matters November 2007 Community Forum, Council staff gave an overview of growth planning in the North West and in particular, Plan Change 15. Key community questions noted at the latter meeting included:
- How will affordable housing be achieved around the new town centre?
 - How can we be assured that green space won't be compromised i.e. what is planned is actually built?
 - How do we make sure the new area doesn't get all the new things and the existing Massey community continues to miss out?

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Issues

13. Key areas for consideration in relation to the NorSGA Urban Development Committee include:

- Sustainable transport planning and connectivity between Massey West and East; including improved pedestrian access to Westgate from West Harbour, implementation of a new Neighbourhood Accessibility Plan for Massey East (to be confirmed by Auckland Regional Transport Authority (ARTA) in September 2008) and well coordinated communications and pedestrian safety measures ahead of the upcoming three and a half year construction period for the new State Highway 16/18 interchange.
- Connectivity between new Massey North town centre, Hobsonville growth corridor stage two and the existing Massey urban area.
- Linking of existing neighbourhood centres in Massey (e.g. Triangle Road shops, Royal Heights Shopping Centre) with the new Massey town centre.
- Ensuring that outstanding social infrastructural deficits (a discussion list attached at pages Axx to Axx) noted for existing Massey are addressed as part of ongoing planning investment programmes by Council and other partners.
- Strengthening key assets within the existing Massey area e.g. Moire Park.
- Undertaking a local skills and employment analysis to ensure that communities adjoining the NorSGA area are equipped and prepared to take advantage of new local employment opportunities.
- Utilising established Massey Matters communication vehicles to update and communicate with local residents on growth planning across the corridor.
- Utilising established Massey Matters communication vehicles and community development approaches to actively engage and involve existing local communities where possible in initiatives that will assist in integrating both 'old' and 'new' communities as they form. e.g. intentional place-making projects that acknowledge and build up from community history, innovative community arts projects and events, community tree plantings, signage, way finding and community mapping across the wider North West area, etc.

14. In terms of the issues and opportunities raised above, two areas are discussed in more detail below:

Pedestrian Connectivity and Access South of Westgate

15. Pedestrian connectivity, access and safety issues have been key local concerns for many years. With the death of a young West Harbour boy who illegally crossed the motorway in 2004, Council and Transit New Zealand (TNZ) have worked together to consider a number of infrastructural options for making the area safer and more connected. Following a report by TNZ on options and potential costs for various pedestrian bridge, road bridge, cycle way and fencing options, a community consultation process was undertaken in the middle of 2007.

16. Council received 353 responses to a questionnaire seeking feedback on the various options as attached at pages Axx to Axx. Most respondents indicated preferences for a combination of options. For example, many respondents supported a combination of fencing the motorway as well as a pedestrian bridge.

In summary:

- 53% supported a pedestrian bridge;
- 35% of respondents supported fencing State Highway 16;
- 27% supported a road bridge from Oriel Ave to Westgate Drive;
- 27% supported a cycleway from Hobsonville Road to St Catherine Crescent;
- 7% of respondents thought that nothing should be done.

17. A report on the results of the consultation process was made to the Council's City Development Committee in September 2007, where it was resolved:

2. *That Transit New Zealand be requested to ensure that the culvert is effectively blocked off and that a high security palisade fence be erected on both sides of the motorway at the crossing point.*
3. *Approval be given to implement the following short term measures:*
 - *Education to provide information on safe routes following the installation of fencing;*
 - *Minor works to provide a safer route from Oriel Avenue to Westgate;*
 - *Preparation of a neighbourhood accessibility plan.*
4. *That the following options be approved in principle, subject to further analysis as follows:*
 - *Option 4 - Pedestrian Bridge, which cyclists could also use;*
 - *Option 6 - Road Bridge linking Oriel Avenue to Westgate Drive.*
5. *That it be recommended to the Long Term Council Community Plan and Annual Plan Special Committee that consideration be given to providing funding in the draft 2008/2009 Annual Plan for concept design of Options and the Quadruple Bottom Line analysis, by bringing forward funding in the Long Term Council Community Plan 2006-2016.*
6. *That Council officers approach IMF New Zealand to provide a shorter footpath route from Westgate to Hobsonville Road and investigate a walking track near Oriel Avenue.*
7. *That if any bridge is to be built, there needs to be support for a Road Bridge and Pedestrian Bridge dependent on the timing of development.*
8. *That Transit New Zealand be approached to establish how pedestrian safety will be managed during construction of the State Highway 16, Hobsonville interchange and to fund the Pedestrian Bridge to mitigate the increased danger to pedestrian/cyclist safety during the anticipated long period of construction.*

3434/2007

18. As noted above, TNZ have completed high security fencing on both sides of the motorway and closed off the storm water culvert. However, recent CCTV footage from May has shown that large numbers of people continue to illegally cross State Highway 16. Council and TNZ have recently resumed discussions on the most appropriate way for the issue to be addressed. Discussions have also been initiated with TNZ and State Highway 16/18 roading contractors as to creative ways to progress recommendation No. 7 of resolution No. 3434/2007. A verbal update will be made at the NORSGA Urban Development Committee meeting.

Social Infrastructure Planning for Massey and the wider Northern Growth Corridor

19. In 2006, the Council agreed to the establishment of a social infrastructure planning project. The Council recognised that as the region grew, Council would need to find ways to make the city's town centres and adjoining suburbs better places for people to live, work and play in. There was recognition that this would require the effective integration of social infrastructure considerations throughout all the planning stages, from visioning new growth areas through to resource consents. A Citywide draft Social Infrastructure Planning Framework was subsequently developed and a Social Infrastructure Planner position was created and an appointment was made in January 2007.
20. The draft Social Infrastructure Planning Framework was applied to the Northern Growth area at an interagency workshop for government and community agencies and Council staff held in October 2006. The workshop looked at the implications of growth and discussed what social infrastructure was likely to be required for these future communities and how that might be delivered on the ground. As a result of the learning gained from the workshop, the original draft Social Infrastructure Planning Framework was subsequently revised in May 2007.
21. Overall there has been a positive response to the leadership role the Council has taken to encourage co-ordinated social infrastructure planning within the City and considerable progress has been made internally to embrace the concept of social infrastructure planning.
22. Since the workshop in October 2006, more detailed work and planning has been undertaken in relation to the NorSGA area (and other growth centres within the City), primarily using the outcomes of the workshop, and processes outlined in the Social Infrastructure Planning Framework. To date, the main focus for the NorSGA area has focused largely on planning for Council provided facilities and schools. Key actions have included :
- Developing a Massey North Social Infrastructure Plan. This initial Massey North Social Infrastructure Plan identified key "land hungry" Council provided community facilities, (including a library, community centre, community house, recreational and green spaces and an aquatic centre), and a new school. Combined, they will significantly contribute to enhanced social infrastructure provision in the sub regional northern Waitakere area, which includes the existing Massey urban area. The first stage of implementing this Massey North Social Infrastructure Plan, has been the progression of the development of the library, community centre, town square and quality park within the first stage of the Massey North Town Centre Special Area, Precinct A development. There

have been positive discussions between Council staff and New Zealand Retail Property Group (NZRPG) as to preferred locations which are expected to be concluded shortly. Co-location opportunities for other sub-regional social infrastructure with the library and community centre have been identified (e.g. community arts centre, youth facility, community organisation resource centre/hub, café and early childhood facility). Combined, these will provide both a strong civic presence within the new town centre and enable provision of essential facilities identified by the community. The building of a new library in the new Massey town centre, and the subsequent transfer of the existing library, will enable the existing Massey Leisure Centre to expand and meet some additional demands for recreation space as a result of new growth. The Ministry of Education have also approved, in principle, the building of a new Year 1 - 8 primary school in Massey North. This may present further opportunities to co-locate other community facilities.

- In the wider NorSGA area the Ministry of Education has agreed, in principle, to build two new schools and two early childhood facilities at the former Hobsonville Airbase. The HLC has also made provision of land for a further two early childhood facilities and a community facility using an existing former airbase building. The Council has identified provision within the new Hobsonville town centre development for a future civic facility, which at this time has been identified as a library. There have been discussions with and information provided to HLC on indicative levels of core social infrastructure for a new development of 3,000 homes. Considerations of hard and soft (i.e. provision of a community development role) social infrastructure are now being incorporated into the development of a Community Formation Framework by HLC. A new community facility for the Massey East area will be included in the draft Long Term Council Community Plan 2009-2019.
- Using a process of community profiling based on the 2006 Census and existing community needs identified through the Massey Matters project, combined with the spatial mapping of all the current social infrastructure provision in Waitakere, has helped provide a picture about some of the existing and likely future needs for the next levels of social infrastructure. This can be broken down into infrastructure which helps shape a community and that which follows when a new community is established, such as primary health services and early childhood provision. We have also begun to consider what could be done to connect the existing communities with the future communities.
- Whilst Council provides some social infrastructure, it also has an important and significant role as a planner, advocate and partner for assisting a range of other agencies and organisations who are key in providing a comprehensive range of social infrastructure within the City. Other key partners here include, the Ministry of Education, health providers, emergency services and community organisations. Links have been formed with a number of these agencies in a number of ways from providing information on growth and needs, through to establishing memorandums of understanding such as that being developed between the Ministry of Education, HLC and the Council to guide the establishment of new schools in the Hobsonville area.

- Council will continue to work internally and with other potential providers of social infrastructure to determine what can be affordably provided and by who, to ensure that the social infrastructure needs of future communities in the NORSGA area are planned for and met.

Consideration of Community Views

23. Massey Matters and Tatou West Harbour (the sustainable neighbourhood project within the wider Massey Matters umbrella) are strongly linked into their local communities, with discussion on direction setting and implementation planning ongoing. These community and interagency links will be important to build on as the ongoing planning and implementation plans for the NorSGA area unfold. It is critical that local communities are informed of and involved in the development of new adjoining neighbourhoods, town centres and social infrastructure where possible.

STRATEGIC CONTEXT

24. Both Massey Matters and Waitakere's Social Infrastructure Planning framework are key flagship sustainable development projects for the Council. They are providing major new opportunities for leading edge, community based, sustainable suburban development planning and implementation. Both projects can be clearly linked to all community outcomes and impacts on all nine of Council's strategic platforms. There have been three platforms where alignment has initially been strongest:
- Strong Communities: supporting the health and wellbeing of the City's residents, building community pride and local identity;
 - Active Democracy: people feeling that they can make a difference, resulting in high levels of community participation and respect for each other;
 - Urban and Rural Villages: ensuring people have choices in housing, transport, employment and recreation in their neighbourhoods and in the City's town centres.
25. As noted earlier, Massey Matters is committed to supporting and enhancing the ability of the various communities in Massey to create their own pathways to sustainable development. This is reflective of Agenda 21 which promotes community participation, involvement and ownership in both local issues and solutions. It is also consistent with the intent of the new Local Government Act (2002) which actively seeks to enhance local community participation in decision making.

CONSULTATION

26. Massey Matters and Tatou West Harbour involve a wide range of residents and stakeholders who live in, or work in or care about Massey and its future development. Massey Matters is based on the principles of collaboration, partnership and community empowerment, with stakeholder views and discussion forming the basis for the ongoing strategic development of the project.
27. Consultation meetings with both Te Kawerau a Maki and Ngati Whatua were held earlier in 2008 with both iwi supportive of the general Massey Matters' direction.

RESOURCES

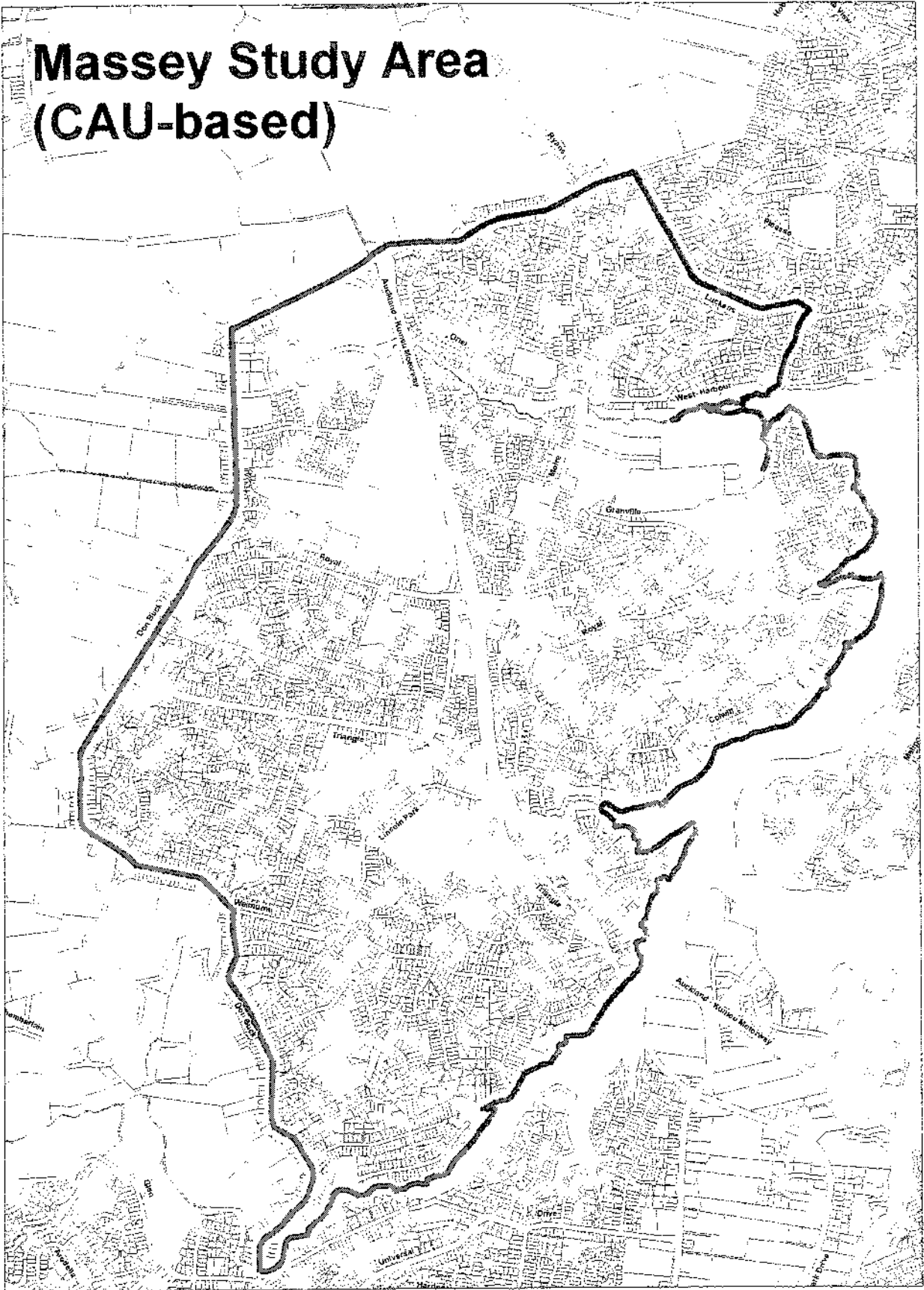
28. Council has signalled a significant commitment to Massey Matters with ten year funding included in the Long Term Council Community Plan 2006-2016. A total of \$146,000 is committed in the Annual Plan 2008/2009.
29. Council's long term funding commitment has been essential in attracting other external resources into Massey.
30. In terms of social infrastructure, a permanent Social Infrastructure Planner position is funded by Council. A further provision of \$20,000 for social infrastructure planning has been made in the 2008/2009 Annual Plan. Any additional funding for social infrastructure and facilities in the NorSGA area will come from specific project budgets and development contributions, with the allocation of overall costs yet to be finalised.

IMPLEMENTATION ISSUES

31. Ongoing dialogue and coordinated planning between Massey Matters, the Council, local residents, community and government agencies and other NORSGA stakeholders will be key to implementing the vision for both Massey Matters and Waitakere's Social Infrastructure Planning Framework.

Report prepared by: Andrew Wood, Social Infrastructure Planner and Megan Courtney, Massey Matters: Project Leader.

Massey Study Area (CAU-based)



Massey Matters Project - Highlights from 2007-2008

What follows below are some of the major Massey Matters achievements from the last 18 months:



- a) Continuation of a bi-monthly community forum process, with a core group of around 30 people regularly attending forums and regular email communication to a database of around 400 individuals and organisations. Massey Matters has now created a vehicle for Massey to talk and work together.
- b) The second "Te Raa Mokopuna Day" was collaboratively organized and held on 29 March 2008 at Moire Park. The event attracted between 2000-3000 locals and was strongly supported by those attending. The event was highly rated by stallholders and activity runners, with commitment from all those participating to help grow and strengthen the 2009 event which will be held on 28 March 2009.
- c) The Massey Matters Fund is established and well supported, with around \$50,000 invested in 36 community projects for 2006/2007 and 2007/2008 which ranged from homework groups, to street BBQs, and young leadership programmes. For the 2008 funding round, two representatives from the Massey Community Board joined elected Massey Matters. This process was very successful and will likely be repeated again for the 2009 funding round.
- d) The Mayor's Strategic Briefing for Massey Matters in April 2007 was attended by more than 60 people and involved both Council and community speakers. This has had a positive impact on the wider profile of the project both within the City and nationally. Tangible outcomes as a follow-up to this briefing included a new Pacific adult literacy programme in West Harbour based at Leataata o Tupulaga Preschool. Rather than a large scale briefing for 2008, a targeted small number of philanthropic and government funding agencies attended a 'strengthening relationships' workshop on May 23rd at the Massey Rugby Club. Funders attending strongly endorsed Massey Matters' collaborative community led approach.
- e) Formation of Active Massey and Active West Harbour -intersectoral action led by Sport Waitakere and the broader Active Waitakere collaboration group to get people in Massey more active.
- f) Massey Matters Community newsletter developed and delivered (August and December 2007, March and June 2008) to 8500 homes

and businesses in Massey. Community organisations and local residents are main contributors of stories and content, with some business sponsorship also now included in the funding mix to help make the 16 page publication more sustainable.

- g) New part time community development positions to strengthen community engagement and action - a Tatou West Harbour Community Coordinator from August 2007 and a Massey Matters Community Development Coordinator from April 2008.
- h) In collaboration with Violence Free Waitakere, development of the quarterly "Massey Marvels" community awards. These awards are aimed at recognising the small yet critical things that local people do to support others and help make Massey an even better place to live.
- i) Establishment of the West Harbour Sustainable Neighbourhood Project (Tatou West Harbour) within the Massey Matters umbrella including:
 - ⊙ Strong leadership and participation from the West Harbour school and from local health, education and community organisations.
 - ⊙ Local housing and sustainability research completed and a grant received from the Auckland Regional Council which enabled a low impact design storm water project to be undertaken in the Moire Road area.
 - ⊙ Ministry of Social Development resource for a new school/ community liaison worker based at the school.
 - ⊙ Draft action plan and local priorities developed for ongoing community discussion.
 - ⊙ Successful 'street talk' engagement process initiated resulting in positive neighbourhood interaction and follow up action e.g. residents joining neighbourhood support, participation in "Neat Street" clean ups alongside Keep Waitakere Beautiful, Tag out Trust and Neighbourhood Support.
 - ⊙ A community clean up of the Manutewhau walkway has also been initiated, with a funding application recently made to the ARC to enable preparation of a community based restoration plan.



Massey Matters Project - Community Advisory Group

Inaugural membership of the Massey Matters Community Advisory Group as at August 2008:

- Craig Harris
- April Nicholson
- Gayleen Maurice
- Bev Harris
- Koroseta To'o
- Jane Livingston
- Barbara Guy
- Tania Jones
- Marjorie Leatua
- Sue Dodds

Needs Identified through Massey Matters Project and Social Infrastructure Planning Framework

Hard Infrastructure

- ▮ Community centre in the heart of the town centre – hail suitable for large social and cultural events
- ▮ Larger library facility
- ▮ Community halls/centres/spaces more evenly spread throughout Massey eg. need more community houses/hubs within neighbourhoods or attached to schools maybe?
- ▮ Parks: enclosed childproof play areas, picnic facilities for families and large groups, more active things to do on parks. Massey has lots of green space but much of it isn't really useable (often steep or very wet) or well linked.
- ▮ Expanded leisure centre to enable a broader range of activities
- ▮ Specific meeting places/facility/spaces for young people
- ▮ Community organisation resource centre
- ▮ Specific meeting places/spaces for new migrant communities
- ▮ Swimming pool
- ▮ Public transport – park and rides, better bus routes, local bus shelters, better timetabling information, smaller shuttle buses between suburbs
- ▮ Hockey turf
- ▮ Parks that have all weather paths and access
- ▮ More sand slit playing fields
- ▮ Samoan bilingual unit attached to a local school
- ▮ A purpose built whare kura for Maori language based learning and education in Massey
- ▮ Town centre with a heart – that has more than retail focus eg. community/civic spaces and places, local events and central park area with playground etc.
- ▮ Extension of the cycleway to Westgate and better connectivity/access within Massey for both cyclists and pedestrians.
- ▮ Develop Moire Park to be a sub regional destination – more opportunities for doing things eg. path right around park for kids learning to cycle, café, trails, mountain biking/bmx, big playground, staging provision for outdoor events,
- ▮ Pedestrian overbridge that links Massey East to Westgate
- ▮ Local dairies within the existing Massey area ie. convert some residential to allow places for people to walk to get basic supplies and avoid car use
- ▮ Local neighbourhood retail centres in the supporting areas as well as in the main Westgate or new Massey town centre – don't want to have everything concentrated in the town centre only, want more local retail options for residents
- ▮ Another Plunket base – only one in Massey West, West Harbour has been closed.
- ▮ Adolescent health clinic built within/close to Massey High School – has a roll of 2400 students
- ▮ Performing/community arts centre – eg. similar to Glen Eden Playhouse to hold local arts and cultural events.
- ▮ Larger Massey community police station - no local community constable on the Massey East side, was previously one located at Royal Heights Shopping Centre
- ▮ Cafes for informal meetings and local networking
- ▮ Equestrian Centre
- ▮ Skate Park
- ▮ Community noticeboards and signage
- ▮ More early childhood education facilities – Massey has extremely low rate of local service provision. Very few full time care facilities available and high waiting lists at most sessional services also. Need to look at ethnic specific services also.

- A* Housing for older persons such as Waitakere Gardens and Glenburn New Lynn
- A* Affordable and social housing
- A* Adult education/Training facilities
- A* Ambulance Station
- A* Government agencies such as CYF, WINZ and Probation service

Soft Infrastructure

- A* Community organisation networking meetings to link people, issues, opportunities together
- A* Massey community brokers – people resourced to do the linking
- A* Information about social/community services and programmes operating in the Massey area
- A* Stronger Massey identity and sense of local pride – eg. more local sculpture, murals and art works that reflect and brand Massey, there's nothing that brands Massey or makes it stand out
- A* Massey specific events -- led and developed by local organisations = aids identity building and informally connecting communities
- A* Massey paper/newsletter to link activity, events and organisations and promote achievements/build identity
- A* Street parties and competitions
- A* Cultural food festival – to promote many cultures living in Massey
- A* Information, knowledge about new cultural communities within Massey
- A* Stronger linkages across the Maori community and between Maori and other cultural groups
- A* Networks of new migrants and refugees to increase mutual support
- A* More support for new migrants and refugees – eg. Massey based support services, women's support groups
- A* Promotion of Massey based clubs and organisations to boost membership, co-sharing of facilities, sustainability and growth of existing organisations
- A* Networks and support services for older people isolated within the urban area
- A* System to link and promote existing meeting spaces across Massey eg. church, council, school, marae, sports clubs and more develop large meeting spaces. Often very hard to access community meeting space in Massey.
- A* Massey radio station
- A* Proactive establishment of neighbourhood support groups
- A* More local businesses that can employ local people – stop the motorway commute
- A* More GPs, many current practices have closed patient rolls because of high numbers and a general shortage of GPs in Waitakere. The Quality of Life Report 2006 identified that Waitakere City had a city wide average of 56 GP's per 100,000 people compared to a cities wide average of 77 GP's per 100,000 people.
- A* Higher levels of primary health care services such as dentists and physiotherapists.
- A* Services for older adults

Also Think about:

- A* Look at opportunities for redesignation of MOE land on Moire Road for new co-located education/community/neighbourhood retail hub.
 - o Eg. community learning centre and community house, new migrant centre, shared community groups office space, office space for small local businesses etc

Summary of Options as Presented in Report to City Development September 2007

The objectives of this project are as follows:

- To ensure the safety of pedestrians and traffic;
- To provide better linkages for walking and cycling;
- In the long term to provide linkages for more effective movement of people and goods.

The current problem arises from the fact that the most direct route for pedestrians to travel between Oreil Avenue and the Westgate Shopping Centre is either through the culvert (approximately 800 metres) taking approximately 11 minutes, or across State Highway 16 at the culvert location. The only safe alternative is to travel northeast, along Oreil Avenue to Hobsonville Road, then travel west to the shopping centre (approximately 1450 metres) taking approximately 20 minutes. This is a considerably longer distance to travel, and is in the opposite direction to the desire line to get to the shopping centre. As a result, pedestrians will likely continue to cross State Highway 16 at grade and use the culvert if nothing is done.

All options involve installing a grate to prevent pedestrian usage (not a debris cage) of the existing stormwater culvert in order to prevent pedestrian use. Currently a broad cross section of the local community use the areas by the culvert ends to gather as they are isolated from public view. If the access through the culvert is not blocked, then it will continue to encourage crossing at this location and subsequent crossing over the State Highway 16 when the culvert is blocked.

Option 1 - Standard Fencing

This option requires the erection of 2.0m high wire mesh and galvanised tubular steel post fencing. This will be installed only on the western side around the proximity of the culvert, as the eastern side already has a level of palisade security fencing around the culvert.

Option 2 - High Security Palisade Fence

This is the 'Do Minimum' option after the completion of the Westgate sediment pond. To prevent pedestrians crossing State Highway 16, a minimum 2.0 metres high, 200m long palisade fence will be installed on the shoulder of both sides of the highway. The fence line would extend approximately 200 metres south from the corner of the Westgate Shopping Centre car park. Design of this tie in to the adjacent properties would be crucial to the effectiveness of this option.

Option 3 - Cycleway to Hobsonville Road

The proposed Hobsonville deviation includes pedestrian and cyclist improvements to the Hobsonville Road/State Highway 16 intersection. This option could be implemented with this upgrade or in advance of it. This option provides a 3 metres wide cycleway/pedestrian way alongside the proposed city bound on-ramp, separated by a motorway fence, as outlined in option 2, and a retaining wall and boundary fence. This connects to a boardwalk bridge that links with Oreil Avenue opposite the southern end of St. Catherine Crescent.

Option 4 - Pedestrian and Cycling Footbridge

This option would provide a pedestrian footbridge over State Highway 16, directly connecting Westgate Shopping Centre to Oreil Avenue. The footbridge would allow for direct access over State Highway 16, providing pedestrians with an alternative route that is safer than taking a short-cut via the culvert or motorway, as well as quicker than crossing at the Hobsonville Road intersection. An over bridge will remove conflict with vehicles and encourage walking and cycling.

Option 5 - Alternate Footbridge and Cycleway

This option would also provide a bridge over State Highway 16, connecting Westgate Shopping Centre to Oriel Avenue. However, while this option provides a more direct route, it involves the purchase of residential property.

Option 6 - Road Bridge linking Oriel Avenue to Westgate Drive

This option would provide a road bridge linking Oriel Avenue to Westgate Drive. There has been only preliminary planning for this option and thus it is only possible to provide an indicative cost. The bridge would provide an effective link between the two parts of the Massey community that have been divided by the motorway. This option therefore does not address the pedestrian safety issues. It has merit in the longer term to provide an effective transport linkage. Council has indicated at its submissions on the Local government Auckland Amendment Act hearings, that in the long term it will provide this linkage once it is justified in terms of a quadruple bottom line assessment.

Recently the owner of vacant land located at the end of Westgate Drive has advised Council that it is proposed to develop the site. Accordingly, if this option is selected Council should carry out planning jointly with the owner in order to secure land for a future road bridge.

Cost Summary of Options

It should be noted that the costs and preliminary designs set out in this report are indicative only at this stage as there has been no detailed planning.

The cost of the options is summarised in the table below for ease of reference:

Option Estimated Cost (\$)

Option 1 - standard fencing \$94,500

Option 2 - high security palisade fence \$189,375

Option 3 - cycleway to Hobsonville Road \$2,057,813

Option 4 - pedestrian footbridge Oriel Avenue to Catherine Crescent \$2,080,000

Option 5 - alternate footbridge \$3,376,875

Option 6 - road bridge linking Oriel Avenue to Westgate Drive \$10 million - \$15 million

PROPOSED LAND EXCHANGES – 76 ROYAL ROAD AND 60 TUDOR ROAD (Infrastructure and Works Committee, 3 September 2008)

GLOSSARY

60 Tudor Road, Henderson	(the Tudor Road property)
76 Royal Road, Massey	(the Royal Road property)
Infrastructure and Works Committee	(the Committee)
Parks and Open Spaces Strategy	(the Strategy)
Owner of 60 Tudor Road	(the Tudor Road owner)
Owner of 76 Royal Road	(the Royal Road owner)

EXECUTIVE SUMMARY

The purpose of this report is to propose two land exchanges under section 15 of the Reserves Act 1977.

The proposed exchanges are as follows.

- (a) Royal Reserve - 76 Royal Road, Massey. It is proposed to exchange a significant portion of Royal Reserve for the same area of land at 76 Royal Road (the Royal Road property) as part of a medium density subdivision.
- (b) Daytona Strand - 60 Tudor Road, Henderson. It proposed to exchange a small area of esplanade reserve with the same area of land at 60 Tudor Road (the Tudor Road property) as part of a minor boundary adjustment.

This report recommends that the two proposed land exchanges are approved for the reasons set out in this report.

This report is directed to the Infrastructure and Works Committee (the Committee) in accordance with delegated powers, number 11, in respect of the delegation to Community Boards. This delegation states that the exchange of reserves is outside of the delegated authority of Community Boards.

The delegation in respect of this report therefore falls under the delegations of the Committee in accordance with delegated powers, number 5. This delegation number 5 provides authority to exercise, among other things, functions under the Reserves Act 1977 and other statutes except as specifically delegated to Community Boards.

RECOMMENDATIONS

It is recommended that the Infrastructure and Works Committee resolve to:

1. **Receive** the Proposed Land Exchanges – 76 Royal Road and 60 Tudor Road report.
2. **Approve** the notification of Council's intention to enter into an exchange of reserve land under section 15 Reserves Act 1977 of approximately 1.8ha of Royal Reserve (being more or less the area marked A on the plan attached at page A1) with approximately 1.8 ha of 76 Royal Road, Massey (being more or less the area marked B on the plan attached at page A1) and that objections, if any, be reported back to the Committee for consideration and further recommendations.

3. **Approve** the exchange of reserve land referred to in resolution 2 above where no objections are received in accordance with the public notification carried out under resolution 2 above.
3. **Approve** that prior to the exchange referred to in resolution 2 above being given effect, that subdivision consent and land use consent has been granted in respect of 76 Royal Road to the satisfaction of the Service Manager, Parks Planning.
4. **Approve** the notification of Council's intention to exchange reserve land under section 15 Reserves Act 1977 of approximately 20m² of Daytona Strand (being more or less the area marked A on the plan attached at page A2) with approximately 20m² of 60 Tudor Road, Henderson (being part of lot 44, DP44872 and more or less the area marked B on the plan attached at page A2) and that objections, if any, be reported back to the Infrastructure and Works Committee for consideration and further recommendations.
5. **Approve** the exchange of the land referred to in resolution 5 above where no objections are received in accordance with the public notification carried out under resolution 5 above.
6. **Agree** that the Proposed Land Exchanges – 76 Royal Road and 60 Tudor Road report is forwarded to the appropriate Community Boards for their comments and that such comments are reported back to the Infrastructure and Works Committee in a subsequent report after objections, if any, are received in response to the public notification referred to in resolutions 2 and 5 above.

BACKGROUND

Royal Road

1. The owner of 76 Royal Road, Massey (the Royal Road owner) is preparing an application to subdivide the Royal Road property on which to develop mixed density housing.
2. The Royal Road owner has been in discussions with Council staff for a number of years regarding the proposed subdivision and to consider layouts for the development on the basis that the development will involve Royal Reserve.
3. The proposed land exchange and the re-development and extension of Royal Reserve was initiated by Waitakere City Council. The proposal was initiated as part of the Westgate and Massey North Design Workshop Outcomes March 2004 and a proposed plan indicating the land exchange and reserve development was made available to the respective landowners at that time. A copy of this plan is attached at page A3 showing the proposed development of this area and the proposed area to exchange within Royal Reserve.
4. The Royal Road owner has accordingly developed his subdivision plan taking into consideration the desires outlined by Waitakere City Council from that initial planning work.
5. It is the intention of Council staff to ensure that the layout resulting from the proposed exchange and the development is highly integrated with the newly shaped reserve and with the new housing development and existing properties.

6. Council staff considers that the proposed layout achieves such integration and will also enhance the visual amenity of the reserve and increase the use of the reserve.
7. The land exchange as proposed will allow two small existing sports fields on Royal Reserve to be developed to full size sports fields. As well as this the development will provide for significant road frontage along the proposed new road. These aspects will increase the use of the reserve and the visual elements of the reserve. Currently Royal Reserve has a very small area of road frontage and access from surrounding residential properties.
8. The proposed layout showing the new development, road frontage and sports fields is attached at page A4 of this Agenda report.
9. Council staff will be also negotiating with the Royal Road Owner to acquire the areas marked A on the plan attached at page A4 in order to further increase the area of Royal Reserve and provide opportunity for a large playground development.
10. In addition to the proposed land exchange, consideration is being given, with regard to the adjacent subdivision, of the possibility of acquiring the area marked 'B' on the same plan at page A4 to further increase the road frontage to Royal Reserve and therefore increase access to and use of Royal Reserve.
11. The issues arising in relation to the proposal are listed below and are detailed under the heading Issues:
 - (a) the disadvantages of the exchange;
 - (b) the benefits of the exchange;
 - (c) the public notification process;
 - (d) the costs to Council; and
 - (e) the purchase of additional land.

Tudor Road

12. The owner of the property at Tudor Road (the Tudor Road owner) has approached the Council requesting a minor land exchange of 20m² as part of a boundary adjustment.
13. A plan of the proposed areas to exchange is attached at pages A2 and A5 of this Agenda report. The plan also shows the existing boundary of 60 Tudor Road (the Tudor Road property), which has an irregular shape.
14. The Tudor Road owner is proposing to achieve a more regular shape to the boundary of the Tudor Road property by:
 - (a) purchasing 55m² of the adjacent property at 22 Daytona Road; and
 - (b) exchanging 20m² of the Tudor Road Property with the same area of the adjacent esplanade reserve.

15. This report is concerned with the land exchange set out in paragraph (b) above – but the two proposed transactions are mentioned by way of background.
16. The issues are listed below and detailed under the heading Issues:
 - (a) the disadvantages of the exchange;
 - (b) the benefits of the exchange;
 - (c) the public notification process; and
 - (d) the costs.

DECISION MAKING

Issues

Royal Road

Disadvantages

17. The exchange will involve the disposition by the Council of approximately 1.8 ha, being part of Royal Reserve (the area marked A on the plan attached at page A1) – but in return the Council will, at the same time, acquire approximately 1.8ha of land of the Royal Road property (the area marked B on the plan attached at page A1).
18. It is considered that the disposition of part of Royal Reserve will be outweighed by the benefits of the exchange as set out under paragraph 19 below.

Benefits

19. The main benefits of the proposed exchange are:
 - (a) that the exchange will provide the opportunity for Royal Reserve to be upgraded with two full size sports fields and new walkways and boardwalk;
 - (b) that the exchange will provide for increased road frontage and access to Royal Reserve as shown on the plan at page A4;
 - (c) that the exchange will enable increased integration with the proposed development layout that will increase access to Royal Reserve – see plans A3 and A4;
 - (d) that the exchange will enable the divestment of a piece of reserve land that is currently un-used and disconnected from the main Royal Reserve area.
20. On the basis of the above it is considered that the benefits resulting from the proposed exchange significantly outweigh any disadvantages.
21. In terms of upgrading the sports fields, this has been programmed under the current LTCCP 2006 – 2016 and includes the sports fields upgrade as well as the construction of a playground, among other things. The timing and scope of the Royal Reserve development will be considered in the LTCCP 2009 – 2019 and will be subject to affordability and other Council priorities.

Public Notification

22. Under section 15 of the Reserves Act 1977 public notification of the proposal is required to be undertaken on the basis that Royal Reserve is held subject to the Reserves Act 1977.
23. The public notification will involve a public notice being provided within the local newspaper as well as a mail drop to the properties neighbouring the relevant parts of Royal Reserve.
24. The public notification will remain open for one month and will seek objections to the proposal. Where any objections are received these are required to be presented to the Committee for further decisions as set out in the recommendations above.

Costs of Exchange

25. It has been agreed that the equal areas of land are substantially similar in value on the basis of being the same land areas and similar types of land. It is therefore proposed that the areas marked A and B on the plan attached at page A1 will be exchanged as equivalent land areas.
26. The costs of the land exchange will be met by the Royal Road owner.

Purchase of additional land

27. As mentioned above it is also intended to acquire through the subdivision process (funded by the reserve contribution from the subdivision) the following:
 - (a) the areas marked A on page A4 as part of the subdivision of the Royal Road property and the costs of these areas will be funded through the reserve contribution; and
 - (b) the area marked B on page A4 as part of the subdivision of the adjacent property – this will be separately negotiated by Council staff as part of the subdivision of the adjacent property.
28. The purpose of acquiring the additional land set out in paragraphs (a) and (b) above is to further increase access to and use of Royal Reserve. The purchase of these areas of land will increase the road frontages to Royal Reserve and will therefore enable greater access and use. The areas will also provide a relatively flat and highly visible area adjacent to the new and existing subdivisions to provide for a playground.

Tudor Road**Disadvantages**

29. The exchange will involve the disposition of 20m², being part of Daytona Strand – but in return Council will, at the same time, acquire 20m² of the Tudor Road property as shown on the plan attached at page A5.
30. It is considered that the disadvantages are no more than minor – and any disadvantages will be wholly off-set by the benefits set out below.

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Benefits

31. The main benefits of the exchange are the resulting alignment of the boundary between Daytona Strand and the Tudor Road property and 22 Daytona Road to a more regular shape – rather than the current irregular “v” shape;

Costs

32. All cost relating to the exchange will be met by the Tudor Road owner.

Options Identified**Royal Road**

33. The options in relation to the exchange involving Royal Reserve are as follows.
- (a) To approve the exchange. Where the exchange is approved the benefits set out above in paragraph 3 will result. It is considered that these are significant benefits and will result in greater public use of Royal Reserve – as it is considered that Royal Reserve is currently under used in relation to its City-wide status. The existing under sized sports fields are not well used and there are no other recreational facilities within the reserve. The exchange will enable such fields to be upgraded and the subdivision of the Royal Road property will also provide funding to re-develop the reserve with recreational amenities including new boardwalks and walkways.
 - (b) To decline the exchange. Where the exchange is declined the existing layout for the development would need to be re-designed. The current area of land that is available within Royal Reserve imposes some limitations on the use and development of full size sports fields. The proposed design layout for the development takes into consideration the steep topography of the site. The layout proposes, through excavation and fill, to level the ground area of the reserve where it borders the proposed new road. The purpose of this is to increase pedestrian and visual access into the reserve and so that the reserve will appear more visually inviting. Overall, if the exchange is declined all these benefits would be unable to be provided as there would not be sufficient open space on which to provide these.

Tudor Road

34. The options in relation to the exchange involving the Tudor Road property are as follows.
- (a) To approve the exchange. Where the exchange is approved this will result in no loss of land or benefit to the Council – and instead an improved boundary to Daytona Strand.
 - (b) To decline the exchange. Where the exchange is declined this will have little impact on the Council except for the loss of opportunity to re-align the boundary. However, the decline of the proposal will result in loss to the Tudor Road owner on the basis that it will limit the options to develop the Tudor Road property.

Assessment of Options

- 35. On balance it is considered that the benefits to the public and to Royal Reserve, in respect of the proposed development of Royal Road, outweigh declining the proposed exchange.
- 36. It is also considered that the proposed exchange in respect of Daytona Strand should be approved and that, on balance, the benefits of allowing the exchange outweigh declining the proposed exchange.
- 37. The tables below set out the advantages and disadvantages of each proposed exchange.

Royal Road

		Social	Economic	Environment	Cultural
Option 1- Allow Exchange	Advantages	Increased use of area of the reserve through development of sports fields, recreational facilities and improved road frontages.	Values of each land area are equal so no loss to Council. Acquisition of an area of land that is able to be better integrated with the existing reserve and disposal of a piece of land currently un-used and disconnected from the reserve due to contour.	Minimal impact on environment as an equal area of land to vest in the Council.	The newly developed reserve will be available for public use.
	Disadvantages	Loss of existing area of land - but gaining same land area.	Costs of constructing sports fields - but this is identified through the LTCCP.	Impacts during construction of development work - but environmental impacts limited through consent.	Nil
Option 2- Not to Allow Exchange	Advantages	Current area of land retained but not currently used to capacity.	No costs to Council.	Nil	Nil
	Disadvantages	Development of sports fields not possible and would be difficult to integrate the reserve with development.	The loss of opportunity to acquire area to enable construction of sports fields, and loss of opportunity to develop park as part of the development.	Nil	Nil

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Tudor Road

		Social	Economic	Environment	Cultural
Option 1- Allow Exchange	Advantages	Will enable better boundary alignment.	Values of each land area are equal so no loss to Council.	Minimal impact on environment as an equal area of land to vest in the Council.	No impact as no loss of land.
	Disadvantages	nil	nil	nil	nil
Option 2- Decline Exchange	Advantages	No change to land area.	No economic costs if no exchange.	No impact on environment if no exchange.	No impact on cultural use if no exchange.
	Disadvantages	Loss of opportunity to re-align boundary.	nil	Nil	Nil

Consideration of Community Views

- 38. Under section 78 of the Local Government Act 2002 consideration is required to be given to the views of the community. This is intended to be obtained through public notification.
- 39. The public notification process is programmed to commence following this meeting of the Committee if the proposals are approved.

Preferred Option

Royal Road

- 40. The preferred option is to exchange the area of land marked A on the plan attached at page A1 in exchange for the area of land marked B on the same plan.
- 41. The main reasons for this are:
 - (a) that the exchange will provide the opportunity for Royal Reserve to be upgraded by developing the existing small size and under-used sports fields with full size sports fields as well as new walkways and boardwalks;
 - (b) that the exchange will provide for increased road frontage and access to Royal Reserve as shown on the plan at page A4;
 - (c) that the exchange will enable a high level of integration with the proposed development layout that will increase access to Royal Reserve and the sports fields; and
 - (d) that the exchange will enable the divestment of a piece of reserve land that is currently un-used and disconnected from the main Royal Reserve area.

Tudor Road

- 42. The preferred option is to approve the exchange on the basis that:
 - (a) the exchange will result in a more regular boundary; and

(b) the impact on Daytona Strand will be no more than minor.

STRATEGIC CONTEXT

43. Under the draft Parks and Open Spaces Strategy 2005 provision is made for exchanges of land in circumstances resulting in benefit to the public subject to undergoing the public approval process. The benefits of the proposed exchange are set out above in this report.
44. There is an existing Reserve Management Plan for Royal Reserve – but at the time it was adopted the development at Westgate / Massey had not been considered.

CONSULTATION

45. Consultation has been undertaken with relevant Council staff including Parks and Open Space Assets and Strategy.
46. Public notification has not yet been undertaken but this is programmed for as mentioned above.
47. Iwi has not yet been consulted with regard to the proposal but it is intended to carry this out following the outcome of this meeting of the Committee and during the submission process timeline.

RESOURCES

48. No resources are required other than staff time in respect of the proposed exchanges.

IMPLEMENTATION ISSUES

48. If a decision is made to approve the proposed land exchanges the process required to complete these projects involves:
 - (a) carrying out a public notification of the proposals under which objections may be made for one month;
 - (b) reporting to the relevant Community Boards to gain their comments for reporting back to the Committee;
 - (c) reporting to the Committee on submissions received and final recommendations;
 - (d) drafting a memorandum to the Minister of Conservation to authorise the exchange the land by notice in the New Zealand Gazette; and
 - (e) preparing a draft Gazette notice to attach to the memorandum together with copies of the Council's resolutions and objections through the public consultation process.

Report prepared by: Huia Kingi, Parks Consent Planner, Parks Planning and Renee Davies, Service Manager Parks Planning

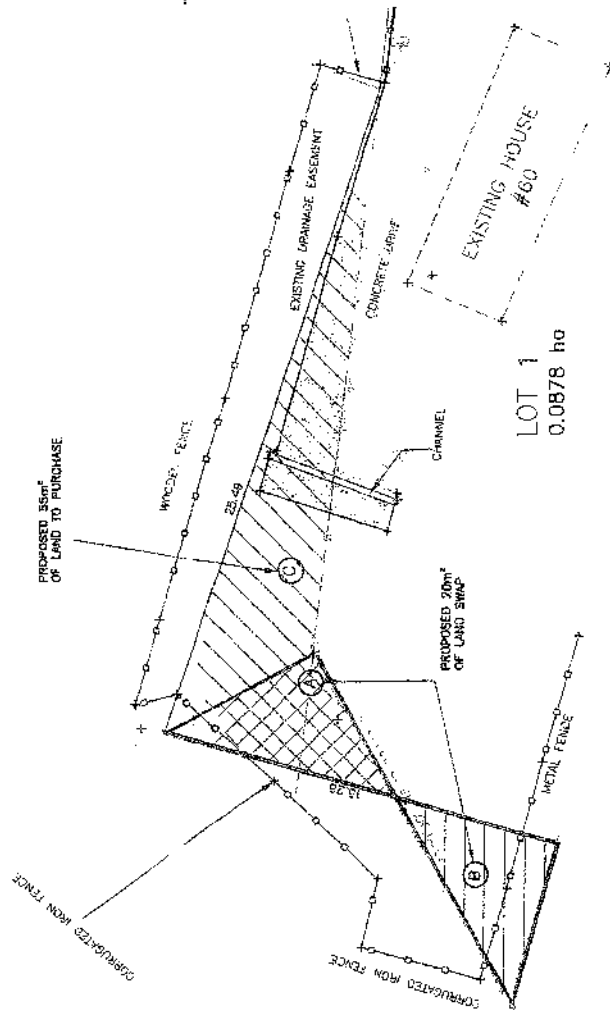
65
DP 44311
CT 1369/7
ESPLANADE RESERVE

FLATS 1 & 2 OF 58993
LOT 2 DP 59932
CT NA250/481, NA250/480

LOT 3
0.3985 ha
ESPLANADE
RESERVE

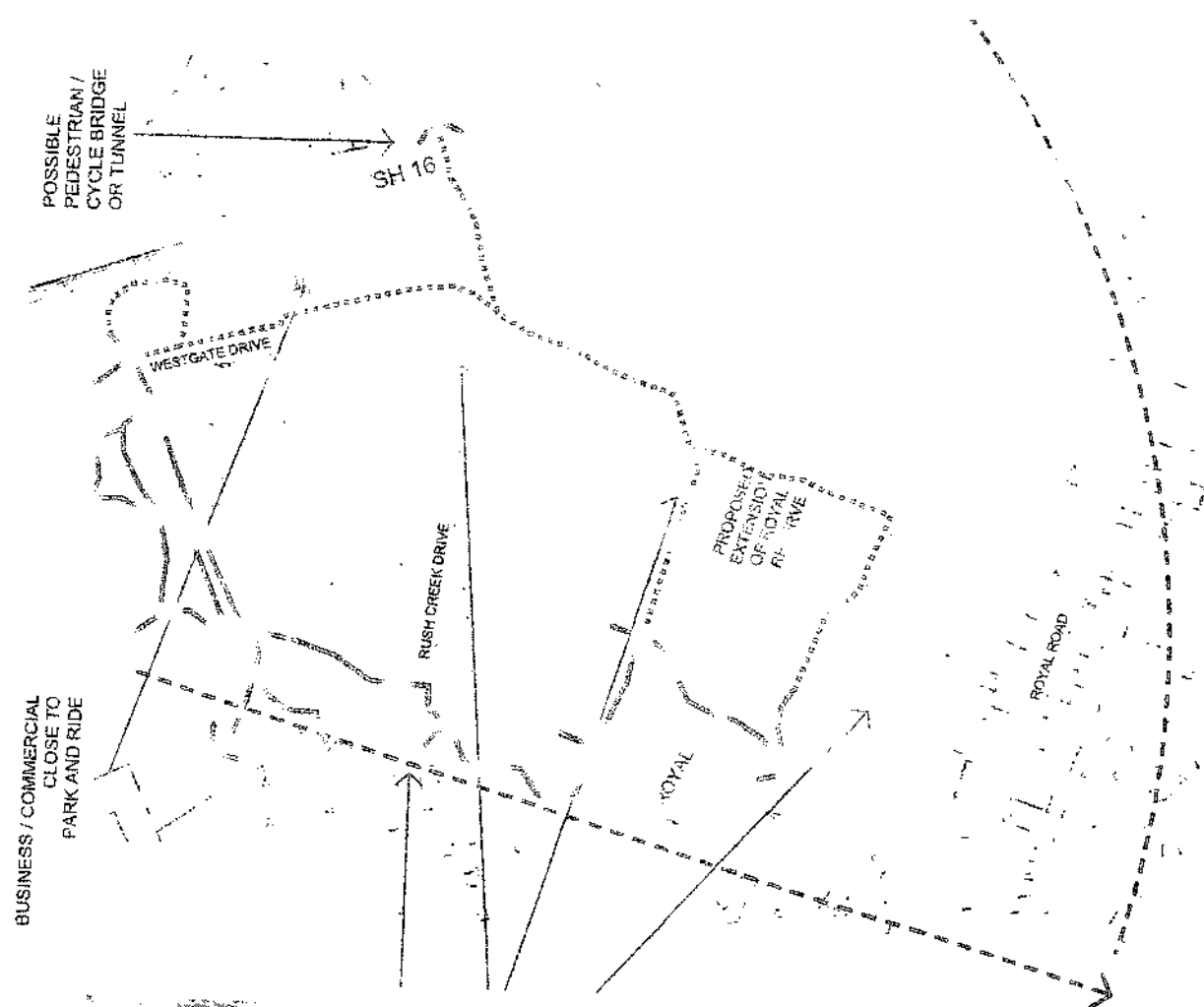
LOT 4
0.1164 ha
#22

SWANSON
CREEK



48
DP 44872
ESPLANADE RESERVE

LOT 2
0.3300 ha
ESPLANADE
RESERVE



1000 M RADIUS

MEDIUM DENSITY HOUSING FRONTING ONTO THE RESERVE
 LAND SWAP; THE UPPER RESERVE BECOMES RESIDENTIAL AREA

KEY	LOWER DENSITY RESIDENTIAL
	MEDIUM DENSITY RESIDENTIAL
	BUSINESS / COMMERCIAL
	LIVE / WORK
	PEDESTRIAN-INTENSIVE RETAIL
	COMMUNITY FACILITIES
	WATER
	URBAN OPEN SPACE
	EXISTING WALKWAY
	PROPOSED WALKWAY

- Renee Lambert,

This block is generally too steep for retail activities. Also not integrated with current location of retail at Westgate

Harrison Grierson housing proposal has been prepared

Road connections generally okay, but Westgate Drive extension should be straightened on a more direct south-westerly route

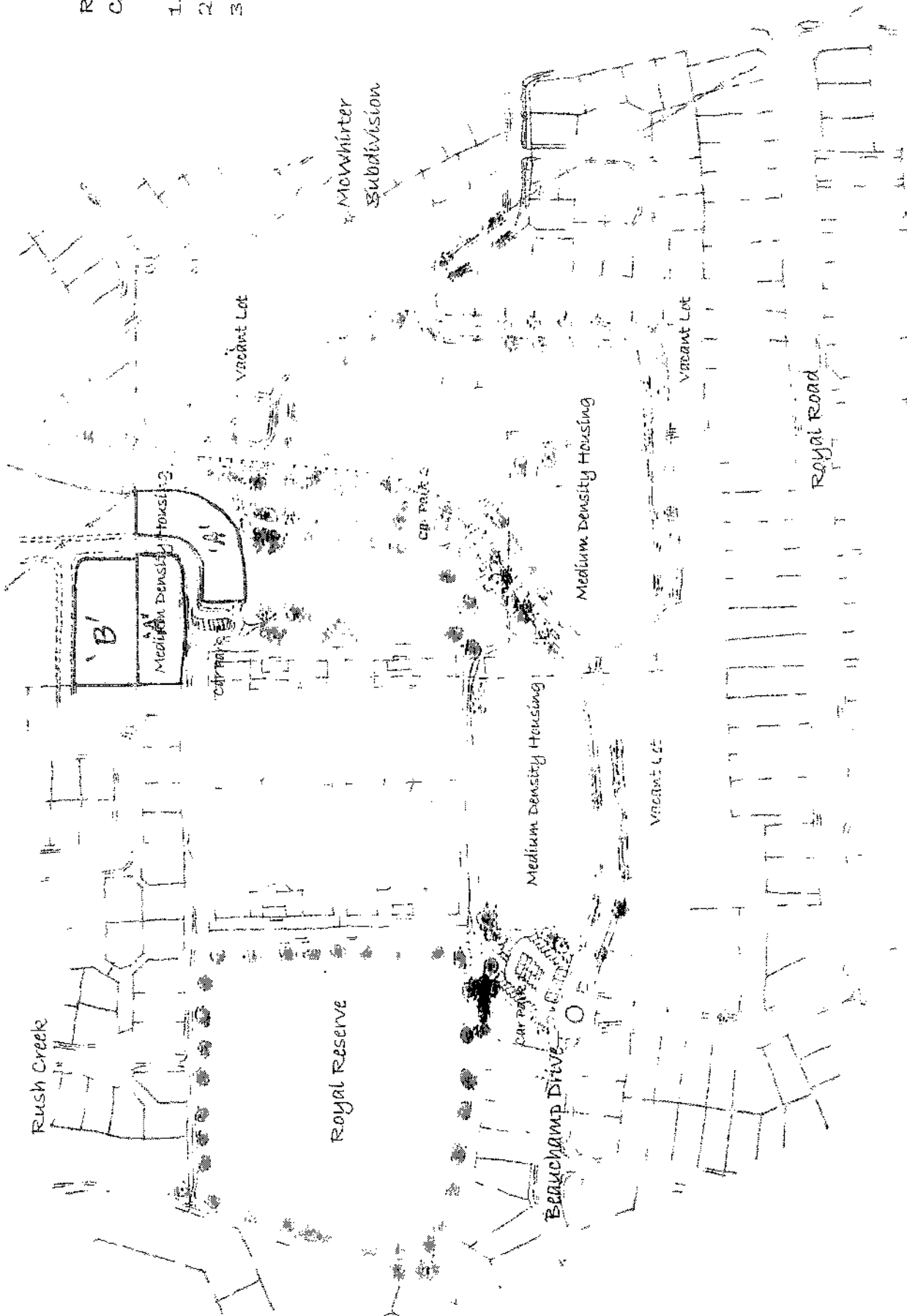
Higher housing density at north end desirable. Parks propose land swap: top part Royal Reserve to go residential, and extend reserve onto Thompson Block

Working Environment adjacent to motorway - this will provide a buffer to motorway, but may be better utilised as convenience shopping area to support rapid transit station

250m x 70m for Working Environment area will provide a 200m x 40m footprint = 8,000 square metres.

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- RESERVE
CAR PARKING
1. 36 CAR PARKS
 2. 43 CAR PARKS
 3. 6 CAR PARKS
- 85 in total



**ROYAL PARK
DEVELOPMENT CONCEPT PLAN**

NOT TO SCALE
DRAWING NO: 06_004_04_R1
23 JANUARY 2006

**HOSKIN
ASSOCIATES**

Architects
Project Managers
Structural Engineers
Landscape Architects

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