

**AGENDA FOR A MEETING OF THE CITY DEVELOPMENT COMMITTEE TO BE HELD
IN THE CIVIC CENTRE, 6 WAIPAREIRA AVENUE, LINCOLN, WAITAKERE CITY,
ON THURSDAY, 6 APRIL 2006, COMMENCING AT 9.30 AM.**

TABLE OF CONTENTS

<u>ITEM</u>		<u>PAGE NO.</u>
1	APOLOGIES	1
2	URGENT BUSINESS	1
3	CONFIRMATION OF MINUTES	1
4	COMMUNITIES FOR CLIMATE PROTECTION PROGRAMME - MILESTONE 2	2
5	DRAFT WAITAKERE CITY TRANSPORT STRATEGY 2006-2016	5
6	MINISTRY OF TRANSPORT'S ROAD PRICING STUDY	8
7	PROPOSED PARTNERSHIP FRAMEWORK AGREEMENT WITH HOUSING NEW ZEALAND CORPORATION	10
8	HOUSING FOR OLDER ADULTS: OPERATIONS, LEVELS OF SERVICE AND GOVERNANCE	13
9	BUILDING COMMUNITY IN MASSEY - OUR PLACE, OUR PEOPLE	27
	<u>REPORTS FROM THE SUBCOMMITTEES</u>	32
10	ARTS, EVENTS AND CULTURE SPECIAL COMMITTEE	32
11	PROJECTS SPECIAL COMMITTEE	32

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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 Chairperson 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 CONFIRMATION OF MINUTES

Meeting Minutes - Thursday, 9 March 2006

RECOMMENDATION

That the minutes of the Meeting of the City Development Committee held on Thursday, 9 March 2006, as circulated, be taken as read and now be confirmed.



4

COMMUNITIES FOR CLIMATE PROTECTION PROGRAMME - MILESTONE 2

PURPOSE OF THE REPORT

The purpose of this report is to recommend to the City Development Committee greenhouse gas emissions goals for the city and for Waitakere City Council's corporate operations for adoption by the City Development Committee.

BACKGROUND

In July 2004, Waitakere City Council joined the Communities for Climate Protection - New Zealand (CCP-NZ) Programme, a campaign to reduce greenhouse gas emissions. Communities for Climate Protection is a New Zealand Government initiative delivered by the International Council for Local Environmental Initiatives - Australia / New Zealand (ICLEI-A/NZ). This Programme is part of the International Council for Local Environmental Initiatives' worldwide Cities for Climate Protection Campaign.

In July 2004 Waitakere City Council committed to completing the five milestones of the Programme in three years (1267/2004). These are:

- **Milestone 1** - Conduct an inventory and forecast for community and corporate (Council) greenhouse gas emissions;
- **Milestone 2** - Establish greenhouse gas emissions reduction goals;
- **Milestone 3** - Develop and adopt a local action plan;
- **Milestone 4** - Implement the local action plan and quantify the benefits of implementing actions;
- **Milestone 5** - Monitor and report on implementation of the local action plan and progress towards achieving the reduction goal.

Milestone 1 has now been completed and was reported to this committee in December 2005. The Committee resolved for Councillors Cooper, Chan, Stone and Hulse (the Councillor working group) to work with Council officers on the development of a goal that would be recommended for adoption by Council. Adopting the suggested goals would complete Milestone 2 of the programme. The next step would then be the completion of an action plan, which is scheduled to be reported to this committee in July 2006.

STRATEGIC CONTEXT

The Climate Protection Programme forms part of the Sustainable Energy and Clean Air platform of the Long Term Council Community Plan. Council has committed to completing 15 climate protection projects in the next 10 years and a number of projects are under way.

Proceeding through the Milestones of the Communities for Climate Protection Programme will allow more logical planning and better monitoring of progress, assisting Council to prove the value of its climate protection work.

Setting a goal for the city and for council's corporate operations forms a crucial part of the programme.

ISSUES

Council officers met with the Councillor working group to discuss an appropriate goal for the city and for Council's corporate operations. At these meetings the desire to set an ambitious stretch goal was expressed. The target of one tonne of carbon dioxide equivalent per person per year has been suggested internationally to stabilise global climate in the long term. This figure is based on research by the International Panel for Climate Change (IPCC) into future climate scenarios and is used by the Region of Vancouver as part of the CitiesPlus programme as a goal for 2040. It was decided that in the long term Waitakere City's goal would be based on this same figure. Setting a goal per capita has several advantages:

- It brings the somewhat abstract, global issue of climate change down to a level of individual action;
- The goal is less likely to be skewed by unreliable long term population forecasts;
- It acknowledges that Waitakere City is a growing city;
- It acknowledges the global nature of climate change and recognises that moving emissions from one region to another will not influence overall effects.

Currently there is a trend of growing emissions that needs to be reversed in order to move towards global stabilisation of climate. The recommended goals are therefore based on the stabilisation of emissions in the short term and a reduction in the longer term. The Communities for Climate Protection goal is a flexible goal to aim for and to provide inspiration, rather than a mandatory target to hit or miss. It can therefore be adjusted by council as the local action plan progresses. The goal can also be adjusted as part of Milestone 5 of the programme.

The working group concluded that a stretch community goal needs to be set and this would be supported by a corporate goal that builds on the leadership already shown by Council in sustainability matters.

The following goals are recommended by the group:

Community emissions (base year: 2001):

- Reduce greenhouse gas emissions by 15% per capita by 2010 (this would lead to a stabilisation of total emissions);
- Reduce greenhouse gas emissions by 40% per capita by 2021 (to three tonnes per capita);
- Reduce greenhouse gas emissions by 80% per capita by 2051 (to one tonne per capita).

Corporate emissions (base year 2001):

- Stabilise total greenhouse gas emissions by 2010;
- Reduce total emissions by 50% by 2021.

The above goals are ambitious and rely on societal changes that are beyond the control of Waitakere City Council. For example, for the long term community goal to become achievable major reductions in transport emissions are needed.

Sound urban design and the provision of local jobs and alternative transport means have long been a focus of Council and will continue to play a major role in achieving any greenhouse gas reduction goal.

However, while Council can influence travel behaviour through urban and transport planning and education, a shift to more efficient cars and renewable fuels is also needed in the long term. Council is able to play an important role in lobbying central government, piloting programmes and leading by example in pursuit of these goals. Adopting an ambitious goal will ensure that these activities continue to be a priority and are resourced and planned for. However, these goals may need to be revisited once a draft detailed action plan has been prepared, and Council's willingness to take the necessary steps (and meet any associated costs) to meet the goals have been examined. The goals proposed in this paper are indicative goals only, to guide the preparation of the Council Action Plan which will contain proposed commitments when it is presented to Council in the mid year.

It is likely that the corporate goal for 2021 can only be achieved if Council decides (and is able) to purchase electricity from renewable resources (known as green power). This may be at an additional cost to power available from the conventional generation mix. Council is a significant electricity user and is likely to have some ability to influence its supplier. For example Council may be able to encourage new local renewable generation if it agrees to purchase the resulting electricity in preference to other sources.

In addition to the review signalled above, it is recommended that the above goals would be formally reviewed through the 2009 Long Term Council Community Plan process. By that time additional information about emissions trends and the impact of our projects will be available.

It needs to be noted that, in line with Communities for Climate Protection guidelines, the inventory completed for Waitakere City only measured greenhouse gas emissions from the energy and waste sectors and did not include emissions related to agriculture or industrial processes. Waitakere City is unlikely to have significant emissions from the agricultural sector because of its largely urban area or from industrial processes because of its industry mix. All goals relate only to the sectors covered by the inventory.

RESOURCES

The resources to complete all five milestones of the Communities for Climate Protection programme are available. Resources are also available for a limited number of reduction actions during the next three financial years. In the longer term it is likely that the achievement of the recommended goals would require additional resources. It is recommended that a budget review be undertaken as part of the 2009 Long Term Council Community Plan process and that once an action plan is completed this will be considered during the 2006/2007 Annual Plan deliberations.

CONCLUSION

The goals recommended are ambitious and will require a change to business as usual. However, if Waitakere is to maintain its role as a leader in sustainability matters, a goal in line with global efforts to stabilise climate needs to be adopted. Any corporate goal needs to reflect the community goal.

RECOMMENDATIONS

1. That the Communities for Climate Protection Programme - Milestone 2 report be received.
2. That the following draft goals be adopted in principle to inform the development of the Action Plan:

Community emissions (base year: 2001):

- Reduction of greenhouse gas emissions by 15% per capita by 2010 (this would lead to a stabilisation of total emissions);
- Reduction of greenhouse gas emissions by 40% per capita by 2021 (to 3 tonnes per capita);
- Reduction of greenhouse gas emissions by 80% per capita by 2051 (to 1 tonne per capita).

Corporate emissions (base year 2001):

- Stabilisation of total greenhouse gas emissions by 2010;
 - Reduction of total greenhouse gas emissions by 50% by 2021.
3. That an action plan to fulfil the requirements of Milestone 3 be prepared, and that the goals listed in recommendation 2 be revisited for confirmation once this draft action plan has been examined by Council.

Report prepared by: Katja Liets, Project Manager: Sustainability Projects.



5 DRAFT WAITAKERE CITY TRANSPORT STRATEGY 2006-2016

PURPOSE OF THE REPORT

The purpose of this report is for the City Development Committee to approve the content of the draft Waitakere City Transport Strategy 2006-2016.

BACKGROUND

On 9 February 2006, the City Development Committee received an executive summary of the first draft of the Waitakere City Transport Strategy 2006-2016. The Committee approved the vision, objectives, desired outcomes and key consultation issues for inclusion in the draft Waitakere City Transport Strategy 2006-2016. The Committee also approved a process for involving stakeholders.

A first draft Waitakere City Transport Strategy 2006-2016 and draft transport programme 2006-2016 were considered by the Long Term Council Community Plan and Annual Plan Special Committee. That Committee indicated Strategic Option 3 as the Council's preferred option and recommended the budgeted transport programme that relates to Strategic Option 3.

STRATEGIC CONTEXT

The community outcomes for Waitakere City provide a strategic context for transport in the next ten years and its contributions to outcomes for the City:

WHAT OUTCOMES YOU WANT ACHIEVED

- *“Sustainable transport systems provide fast and effective movement of people, goods and services within, and in and out of the city.*
- *The transport network is integrated, innovative, safe and environmentally responsible and supports excellent lifestyles and quality urban and village design.*
- *Public transport services are appealing, reduce car dependency and match local need.”*

WHAT YOU WANT AS PRIORITIES

- *“Sustainable transport systems that prioritise meeting high needs and demand.*
- *Develop alternative options that reflect global trends.*
- *Develop walking and cycling opportunities.*
- *Ensure route planning involves public and community input and enables access to key places and services, e.g. health centres and hospitals, shops, civic & leisure centres, beaches and parks.*
- *Improve the quality, accessibility and amount of public transport to best practice internationally (including added services e.g. wireless access).*
- *Develop targeted travel planning initiatives, particularly for getting to school and work.”*

The Community Outcomes for Waitakere City 2006-2009

The current strategic direction for transport in Waitakere City is set out in the transport and communication platform of Waitakere City's Long Term Council Community Plan 2003-2013. There are a number of documents which underpin this strategic direction, including:

- The New Zealand Transport Strategy 2002;
- The Auckland Regional Land Transport Strategy 2005;
- The draft Greenprint 1999;
- The draft Waitakere City Integrated Transport Strategy 1999;
- The set of transport principles adopted in March 2002;
- The transport vision, goals and objectives contained in the Long Term Council Community Plan 2003-2013;
- The Waitakere City Walking and Cycling Strategy;
- The Community Road Safety Programme.

In December 2005, the Auckland Regional Council adopted the Auckland Regional Land Transport Strategy 2005, which sets policies for the region and allocates a significant investment in roading, passenger transport and travel demand management.

The Government's vision for transport is an affordable, integrated, safe, responsive and sustainable transport system. The Government's transport objectives guide Land Transport New Zealand's funding decisions in relation to transport projects:

- Assist economic development;
- Assist safety and personal security;
- Improve access and mobility;
- Protect and promote public health;
- Ensure environmental sustainability.

ISSUES

Stakeholders' Input

Input into the draft Waitakere City Transport Strategy 2006-2016 has been sought from Council Committees, Community Boards, Auckland Regional Council, Auckland Regional Transport Authority, Transit NZ, Land Transport NZ, Enterprise Waitakere, Te Taumata Runanga and Council officers. Common feedback was the need to describe the strategic options more clearly and to use more simple language. Other changes sought included:

- The transport strategy needs to be integrated with other strategies such as communications, economic development, energy and stormwater;
- Eco city needs to be explained;
- Focus more on travel within Waitakere City, rather than travel outside the City;
- Benefits for business need to be clearly communicated;
- Distinguish between outcomes for the region and those for Waitakere City;
- Ferry services are sought at West Harbour, Hobsonville and Te Atatu;

A peer review of the draft Waitakere City Transport Strategy 2006-2016 was carried out by Professor Jeff Kenworthy and Dr Jan Scheurer from Murdoch University, Perth. Their input has been helpful in the development of the draft Waitakere City Transport Strategy 2006-2016. An update on the findings of the peer review will be provided at the City Development Committee meeting.

Draft Waitakere City Transport Strategy 2006-2016

A1-A54 The draft Waitakere City Transport Strategy 2006-2016 as attached at pages A1 to A54 incorporates the feedback from stakeholders and the peer review.

The following have also been included:

- (a) Reframing of the strategic options so that the costs of each option are separated from the strategic outcomes of each option.
- (b) Reasons for selection of Option 3 as the Council's preferred strategic option.
- (c) Policies that support the draft Transport Strategy. These include policies in the Auckland Regional Land Transport Strategy 2005 that apply to a local authority. These also include specific policies that are required in relation to Waitakere City.
- (d) A 2 page summary.

A55-A59 A six page Summary as attached at pages A55 to A59 has been shortened and simplified, but requires further improvement from communication experts. This provides an alternative version of the document for the public to read.

The draft Waitakere City Transport Strategy 2006-2016 requires layout changes, minor editorial changes, and the inclusion of maps, pictures and graphs. A communications expert will be making these changes to get the document into a form that can be published and available for consultation.

Subject to the above, the content of the draft Waitakere City Transport Strategy 2006-2016 is in final form. Editorial changes should be signed off by the Chair of the City Development Committee and the Chief Executive Officer.

RESOURCES

There are sufficient resources available for publication and consultation on the draft Waitakere City Transport Strategy 2006-2016.

CONCLUSION

The content of the draft Waitakere City Transport Strategy 2006-2016 is in its final form and requires some editorial changes prior to publication.

RECOMMENDATIONS

1. That the Draft Waitakere City Transport Strategy 2006-2016 report be received.
2. That the draft Waitakere City Transport Strategy 2006-2016, subject to editorial changes, be approved for consultation.
3. That the Chairperson of the City Development Committee and the Chief Executive Officer be delegated authority to sign off editorial changes to the draft Waitakere City Transport Strategy 2006-2016.

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



6 MINISTRY OF TRANSPORT'S ROAD PRICING STUDY

PURPOSE OF THE REPORT

The purpose of this report is for the City Development Committee to consider the Ministry of Transport's summary report on road pricing. A presentation on the report's contents and issues will be made at the meeting.

BACKGROUND

A60-A103

The Government announced the results of the Auckland Road Pricing Evaluation Study at the Auckland Mayoral Forum on Friday, 17 March 2006. This was the culmination of a year-long study into options to use road pricing and/or parking levies as tools to manage the level of congestion on Auckland's roading network at peak times. A copy of the summary report is attached at pages A60 to A103.

At a workshop held on Wednesday, 15 February 2006 Councillors considered a number of issues relating to general concepts of road pricing and tolling. These included that road pricing and tolls:

- Need to be equitable across Auckland and New Zealand;
- Need to be equitable across all social groups and not discriminating against those with least choice;
- Should ensure that surplus revenue is used to fund passenger transport and travel demand management as well as physical infrastructure;
- Need to manage travel behaviour (to reduce congestion) as well as providing revenue;
- Need to be able to favour or discriminate in favour of genuine goods/business traffic;
- Should not overload local roads (or if it does, use revenue to fund improvements to local roads);
- Need to reduce overall road traffic;
- Should be offset by a reduction in petrol tax or road user charges over time.

Road pricing as a mechanism to reduce congestion has been incorporated into the draft Waitakere City Transport Strategy 2006-2016 for consultation.

The Ministry of Transport is seeking feedback from the public including territorial local authorities on the road pricing and parking levy proposals presented in the summary report. The due date for submissions is Friday, 28 April 2006.

STRATEGIC CONTEXT

The Council's Strategic Platform Integrated Transport and Communications is about developing an efficient communication and transport system for information, goods, services and people that supports our growing population. Improvements to the infrastructure, the services and our town centres will provide accessible and attractive choices.

The Auckland Region's traffic congestion requires a multi-faceted response in order to provide appropriate roading capacity, effectively manage the demand for that roading capacity and to provide a range of attractive alternatives to single-occupant car commuting. Potentially, road pricing could provide some of the tools to help manage demand and contribute to achieving Council's vision of public transport and communication systems that provide fast, effective services to the whole City and transport systems that are integrated, innovative and environmentally responsible.

In spite of unprecedented levels of expenditure on roading, public transport and travel demand management measures, regional modelling predicts that traffic volumes will be 15-20 per cent higher in 2016 compared to this year. This is based on the assumed level of roading, public transport and travel demand management investment in the Auckland Regional Land Transport Strategy 2005. The public transport element the subject of an as yet unresolved funding gap of at least \$700 million. This level of increase in congestion also assumes that public transport patronage will double over the next 10 years.

Road pricing is a potential tool that may be able to be used to better manage the demand side of the equation and to encourage a larger-than-anticipated shift to sustainable modes, reducing (but by no means eliminating) chronic traffic congestion in the Region. The Auckland Regional Land Transport Strategy 2005 recognises that road pricing could make a significant contribution towards regional environmental and economic outcomes if implemented.

Funding revenues from petrol taxes are reducing as vehicles become more fuel efficient and the government is pursuing different revenue sources to make up for this shortfall. Road pricing is one option which is currently being considered to contribute towards this funding gap.

ISSUES

The Ministry of Transport has identified the following issues for consultation:

- The study and its findings;
- Whether road pricing is a good idea as a means to manage congestion and raise revenue, given its other potential social, economic and environmental impacts;
- If the government were not to enable road pricing, what other feasible alternatives are there to meaningfully manage congestion, acknowledging the significant investment the government is already making in additional roading and public transport?
- If the government were to enable road pricing, are there any areas the submissioner has identified in the report that could be improved or problems that would need to be overcome?

It is proposed that a draft submission be prepared for consideration by the Council at its meeting on Wednesday, 19 April 2006.

RESOURCES

There are no resources other than Council officer time required for this work.

CONCLUSION

A submission needs to be prepared on the Ministry of Transport's Road Pricing Study.

RECOMMENDATIONS

1. That the Ministry of Transport's Road Pricing Study report be received.
2. That Council officers prepare a draft submission on the Ministry of Transport's Road Pricing Study for consideration at the Council meeting scheduled to be held on Wednesday, 19 April 2006.

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



7 PROPOSED PARTNERSHIP FRAMEWORK AGREEMENT WITH HOUSING NEW ZEALAND CORPORATION

PURPOSE OF THE REPORT

The purpose of this report is to present to the City Development Committee a proposed Partnership Framework Agreement between Waitakere City Council and Housing New Zealand Corporation that outlines the way of working together for shared housing issues in Waitakere City.

BACKGROUND

Nationally, there are significant challenges in relation to housing due to a growing population, changing demographics and living patterns, and pressures on affordability. Central Government's vision is to ensure that "all New Zealanders have access to affordable, sustainable, good quality housing that is appropriate to their needs" as stated in the New Zealand Housing Strategy (2005), published by the Housing New Zealand Corporation.

Waitakere City is facing a number of challenges about the provision of adequate and affordable housing for its residents. There is a high demand for housing, especially low-cost housing, in a time of a falling proportion of people who own their home and a rising proportion of renters. The area has one of the longest waiting lists in the country for state housing. This is due in part to rising house prices across much of the city as well as an increase in the population over time. In addition, Waitakere City is becoming increasingly attractive for those seeking affordable housing due to higher house prices in neighbouring Auckland City.

Councillors have been in discussions with the Minister of Housing, the Hon Chris Carter, and officials to identify initiatives to respond to current and future housing needs within Waitakere City. In particular, there is a desire to work collaboratively to improve the housing for older adults service and to increase the availability of social housing.

To formalise this working relationship between the Council and Housing New Zealand Corporation it is proposed, subject to the agreement of the City Development Committee, that the Chief Executive Officers of the parties enter into a Partnership Framework Agreement (the Agreement) at the Council meeting on 26 April 2006. The signing of the Agreement would follow a presentation about housing scheduled to be made by the Minister of Housing and the Chief Executive Officer of Housing New Zealand Corporation.

STRATEGIC CONTEXT

The Council's strategic priorities that are of particular relevance to the housing arena include 'sustainable development' and 'safe city'. Other strategic platforms that are supported by this work include 'urban and rural villages', 'integrated transport and communication' and 'strong communities'.

These platforms are important given Council's plans for future development in response to the population growth which is occurring in Waitakere City and across the Auckland region generally. As part of the plans for future growth, Council has set a goal to ensure that high quality urban intensification occurs within and around the town centres of Waitakere City. These urban centres will be linked to transport nodes and other amenities that support such development.

Strategically, housing is an area that fits neatly into the Eco-City ideals of the Council as part of the movement towards sustainable development goals. Waitakere Eco-City supports the principles of sustainable, dynamic and just. It is easy to comprehend how the promotion of providing affordable, sustainable and good quality housing upholds the Eco City ideals.

ISSUES

Proposed Partnership Framework Agreement

A104-110

Given the emphasis on housing by Central Government and the ongoing discussions about housing that are sponsored by the Minister of Housing, it is suggested that Waitakere City Council become a signatory to the Housing New Zealand Corporation Agreement. The Agreement is attached in draft form at pages A104 to A110, and any subsequent amendments made will be explained at the meeting.

Purpose

The purpose of the Agreement is to:

- Demonstrate that Waitakere City Council and Housing New Zealand Corporation are committed to working collaboratively to achieve the objectives of the Agreement including some specific initiatives; and
- Strengthen the partnership between the Council and Housing New Zealand Corporation, and provide guidance on the working relationship between the parties when devising, planning and implementing initiatives and projects; and
- Act as an 'umbrella' document, with all projects or initiatives involving both parties being subject to its provisions.

Scope and objectives

The Agreement would operate for three years with an annual review. The scope of the Agreement (see Sections 7 - 9) is broad as it covers any projects and initiatives where there are shared housing issues and also guides the working relationship between the organisations. The document is a guide to the collaborative relationship: it is not legally enforceable.

The objectives of the Agreement (see Section 6) include: developing a sustainable relationship; supporting organisational objectives; facilitating the advancement of the community outcomes for Waitakere City; and focusing on projects that provide appropriate and affordable housing and developing a range of housing solutions.

Proposed Initiatives

For each initiative or project where it is agreed to work together there will be a separate schedule which will be attached to the Agreement and subject to its provisions. Some intended joint initiatives include:

- Exploring rationalising of land holdings where this is mutually beneficial;
- improving the standard of infrastructure, amenities, community services and housing;
- identifying and exploring affordable housing options or redevelopments;
- investigating options to improve the housing for older adults portfolio, such as accessing funding from Housing New Zealand Corporation's housing fund and working collaboratively at an operational level (e.g. through joint waiting lists);
- identifying and exploring initiatives to achieve principles of 'sustainability' as set out in the Sustainable Cities Regional Programme; and
- improving the design, layout and efficiency of existing Housing New Zealand Corporation properties (leased or owned).

Benefits to Council

The Agreement will have benefits for Waitakere City Council without compromising its strategic direction and undertaking of core functions. Expected benefits to the Council include the following:

Strategically:

- Influence the development of any new housing related policy or strategy by requiring that it be compatible with the promotion of affordable housing initiatives and projects;
- Require consideration of affordable housing at a regional level; and
- Reinforce the importance of affordable housing in long-term strategic documents, such as the Council's Annual Plan and Long Term Council Community Plan.

Operationally:

- Assist the Council in its efforts to improve the housing for older adults service, in particular, funding applications to the Central Government Housing Fund and streamlining the management of housing at an operational level.

Developmental:

- Enhance the possibility of joint ventures with Housing New Zealand Corporation to provide affordable housing through redevelopment or through other means; and
- Strengthen the relationship with Housing New Zealand Corporation due to enhanced levels of co-operation, communication and consultation.

RESOURCES

There are no direct financial costs stemming from the proposed Agreement, although costs are likely to be incurred in relation to devising, planning or implementing any initiatives or projects that arise from it. Any such costs not already covered by relevant budgets will be presented for consideration at the relevant Council committee at the time.

CONCLUSION

This report presents an opportunity for the City Development Committee to express its support to the Council to enter into a proposed Agreement between Waitakere City Council and Housing New Zealand Corporation, to help improve the availability of affordable housing in Waitakere City.

RECOMMENDATIONS

1. That the Proposed Partnership Framework Agreement With Housing New Zealand Corporation report be received.
2. That it be recommended to the Council that it enter into the proposed Partnership Framework Agreement between Housing New Zealand Corporation and Waitakere City Council.

Report prepared by: Zoe Cuming, Senior Analyst, Social Policy.



8 HOUSING FOR OLDER ADULTS: OPERATIONS, LEVELS OF SERVICE AND GOVERNANCE

PURPOSE OF THE REPORT

The purpose of this report is to give the City Development Committee progress the Housing for Older Adults review.

BACKGROUND

The review deals with the financial sustainability, governance and maintenance of the housing for older adults portfolio. The key areas include levels of service, governance and funding. The review was initiated at the request of the City Development Committee at the 7 April 2005 meeting.

The previous report presented to the City Development Committee at its Thursday, 8 December 2005 meeting gave an outline of the work programme for the Housing for Older Adults review and detailed background information.

The City Development Committee resolved at its Thursday, 8 December 2005 meeting:

- “1. That the Council confirms that it has a positive and ongoing role in the provision of housing for older adults
2. That the Council make a commitment to the existing tenants to:
 - a) safeguard their well-being;
 - b) safeguard their tenancy;
 - c) ensure they are properly and comfortably housed; and
 - d) ensure that any change as a result of the review will be ‘safe.

3. *That the Council work in partnership with Central Government to secure long term provision of housing for older adults in Waitakere City including:*
 - a) *leadership and advocacy;*
 - b) *partnerships;*
 - c) *educator and promoter;*
 - d) *policy development;*
 - e) *regulator;*
 - f) *developer.*
4. *The Council request a report in February 2006, on the options:*
 - a) *for operation of the housing for older adults;*
 - b) *for the levels of service for the villages;*
 - c) *for governance and the likely financial implications for the Council*
5. *That no further policy work is required on the option of outright disposal or change of use of housing for older adults portfolio.*
6. *That the report and resolutions be forwarded to Te Taumata Runanga and to all Community Boards for their information.”*

2418/2005

To summarise, the City Development Committee gave a directive that the Council should continue to have a role to help facilitate the provision of social housing, and gave the direction that no further policy work should occur into options regarding outright disposal or change of use of the portfolio.

Mayor Bob Harvey and Councillors have met with the Minister of Housing about the Housing for Older Adults portfolio, and agreed to a separate work programme focused on Wilsher Village in Henderson. As a consequence of that meeting, Wilsher Village will be dealt with in a separate report that will cover the ongoing discussions about the possibility of redevelopment.

Wilsher Village has been singled out due to the potential that it has and the opportunities, given its central location to Henderson Town Centre, its geographical size (over 1 hectare), and the pressing need to provide considerably better housing than what currently exists.

Before decisions about Council's Housing for Older Adults portfolio can be finalised by the City Development Committee, consultation needs to be carried out with key stakeholders including the tenants. Final recommendations will be reported to the Thursday, 1 June 2006 meeting of the City Development Committee.

A111-A120

In this report, basic background information about the Housing for Older Adults portfolio is contained in the Appendices, Section 1 as attached at pages A111 to A120.

STRATEGIC CONTEXT

The Council's strategic priorities that are of particular relevance to the housing arena include 'sustainable development' and 'safe city'. Of further strategic importance when considering Council's provision for housing in the City, are the following platforms: 'urban and rural villages', 'integrated transport and communication' by ensuring people have choices in housing and have accessibility to transport and communication links, and 'strong communities' by supporting the health and wellbeing of the community.

These platforms are important given Council's plans for future development in response to the population growth which is occurring in Waitakere City and across the Auckland Region generally. As part of the plans for future growth, Council has set a goal to ensure that high quality urban intensification occurs within and around the town centres of Waitakere City. These urban centres will be linked to transport nodes and other amenities that support such development.

Against this background of urban growth and planning for the future, the Housing for Older Adults villages which are scattered across the city can be considered a resource, which, if used efficiently and effectively, could help the Council achieve its stated goals.

The Housing for Older Adults portfolio ties in with wider work on a housing strategy for Waitakere City that will continue to be developed during 2006. This work will examine wider issues around affordable housing in Waitakere City.

At a national level, there are significant challenges in the housing arena, with increasing demand for low-cost affordable housing, as evidenced by growing waiting lists in the Auckland region for state houses. Waitakere City is part of the area which has the longest waiting list in the country for state housing. This is partly the result of falling rates of home ownership as houses and land becomes less affordable. Central government is seeking to address these issues by, for example, working more collaboratively with local Councils and setting out its long-term plans through the New Zealand Housing Strategy (2005), published by Housing New Zealand Corporation. One nation-wide initiative of relevance to the Housing for Older Adults portfolio is the establishment of a housing fund to encourage local Councils and third sector agencies and organisations to provide good quality affordable housing for those with priority accommodation needs.

ISSUES

Problem Statement about the current Housing for Older Adults Service

The Council needs to provide a better housing service without compromising its own long-term financial position. Councillors have expressed the general view, through a workshop, one-to-one meetings and at City Development Committee meetings, that the Council would prefer to provide a higher level of service by offering better quality accommodation. Philosophically, there is a desire to provide something more than a housing service, by acting as a socially responsible landlord and recognising that the villages are part of our sustainable communities in Waitakere City.

Current Council policy creates some difficulties in the management of the Housing for Older Adults portfolio. Conflicts arise at the operational level, with the requirement for the portfolio to be self funding, whilst placing a cap on income at 25 percent of the tenants benefit/income. The current level of service is provided through adherence to these guidelines, which allows for basic maintenance but not for significant refurbishment or modernisation programs.

The Housing for Older Adults review examines the options for increasing the level of service whilst retaining a self funding regime and, in addition, it also reviews governance and further development opportunities. There is a need to clarify the expectations of the Council in relation to its provision of the Housing for Older Adults service.

The options may entail increasing the rents, which could be offset by Department of Work and Income payments to eligible tenants in the first instance or alternatively by ratepayer subsidy.

Level of Public Support for Improving the Housing Service

During the Community Outcomes consultation process in mid 2005, there was support for Council continuing its involvement in housing initiatives. There were suggestions that the Council could take on different roles in the housing arena, such as a developer, a provider, and a regulator.

In a recent consultation process, involving a survey (November 2005), there was support for the Council to improve its housing service. As part of this consultation, ratepayers were able to express their preferences and willingness to pay for differing levels of service for the activities offered by the Council. The provision of housing according to the findings of the survey, was one of the services deemed important enough for Council to spend more money on. Of just under 3,000 Waitakere City residents who chose to respond to the survey, a vast majority (69%) would support Council providing a higher service level with its housing than is currently being offered, even at an additional cost to the ratepayers. This proportion wanting an improved service was the highest out of all 20 Council services covered by the survey (such as wastewater, roading and public transport).

The position of the Council as set out at the City Development Committee on Thursday, 8 December 2005 is compatible with these views expressed by residents during consultations about Community Outcomes and Levels of Service of activities. At the Thursday, 8 December 2005 meeting of the City Development Committee, resolved:

"That the Strategic Issues on Housing for Older Adults report be received."

2417/2005

- “1. *That the Council confirms that it has a positive and ongoing role in the provision of Housing for Older Adults*
2. *That the Council make a commitment to the existing tenants to:*
 - a) *safeguard their well-being;*
 - b) *safeguard their tenancy;*
 - c) *ensure they are properly and comfortably housed; and*
 - d) *ensure that any change as a result of the review will be ‘safe’.*
3. *That the Council work in partnership with Central Government to secure long term provision of Housing For Older Adults in Waitakere City including:*
 - a) *leadership and advocacy;*
 - b) *partnerships;*
 - c) *educator and promoter;*
 - d) *policy development;*
 - e) *regulator;*
 - f) *developer.*
4. *The Council request a report in February 2006, on the options:*
 - a) *for operation of the Housing For Older Adults;*
 - b) *for the levels of service for the villages;*
 - c) *for governance and the likely financial implications for the Council*

5. *That no further policy work is required on the option of outright disposal or change of use of Housing for Older Adults assets.*
6. *That the report and resolutions be forwarded to Te Taumata Runanga and to all Community Boards for their information.”*

2418/2005

Financial Situation and Affordability

Current Situation

The ability of the Council to manage the Housing for Older Adults portfolio so it does not pose a cost to the Council or to ratepayers is a key issue. Historically, the Housing for Older Adults service produces an operating loss of an average of \$150,000 per annum. The service is currently not self-funding due to various factors including a fixed rental policy which sets rents substantially below market rent, the relatively high vacancy rate, and the increased cost of maintenance and upgrades due to the aging stock. For further details about these constraints and costs refer to Appendix 4.2 of the Partnership Framework Agreement. However, there are avenues the Council could take to make the housing service more affordable and hence more sustainable. Options are:

Solutions

1. A Rate Levy:

A rate levy specifically for the Housing for Older Adults portfolio would involve the inclusion of a separate line item on the rate notices. Not everyone will appreciate separating out the Housing for Older Adults part of the rates and this has the potential to cause a lot of friction. This is not recommended.

2. Set Rental Levels to 70% of market rental:

Rental levels of the units could be based on 70% of market rental in the Waitakere City area. The units will be improved as part of the refurbishment programme and the improved condition of the units will enable a rental increase. This is a much fairer method to levy rents as it reflects the quality and location of the units. As shown in Appendix 4.1 in the Partnership Framework Agreement the tenants will only pay a small proportion of the rental increase as the majority will be subsidised by Department of Work and Income.

3. Financial Assistance:

Financial assistance for the Housing for Older Adults portfolio is available to Council if an application were made for a suspensory loan (i.e. a grant subject to certain conditions being fulfilled), to the Local Government Housing Fund which is administered by Housing New Zealand Corporation. Key conditions for securing a grant include: a commitment to retain the housing for 20 years; providing housing to an acceptable and agreed quality standard; and that the number of units will be maintained. This fund was introduced in 2003 to encourage the provision of affordable housing. An application can be made once the Council is clear about its future plans for the housing. Funding received would help to cover the cost of improvements. This financial assistance would come with conditions including the fact that Council would have to commit to not reducing its current level of housing stock for the next 20 years. In addition, this fund is limited as it is a pool available for application from all territorial authorities in New Zealand. Therefore it is likely that full-funding for the amounts that are required might not be available.

The recommended solution to the current maintenance and financial issues with the Housing for Older Adults portfolio is a combination of options 2 and 3.

Method of Service Delivery

Current Situation

The Housing for Older Adults portfolio is currently managed 'in-house', by City Services. It is sensible to review this aspect of the management of the Housing for Older Adults, although there are not any direct problems relating to this method of governance. The merits of several different governance options that could apply to the Housing for Older Adults portfolio are examined below including the current management set-up.

Options

1. Contracting the Management of the Service

There are a number of real costs and risks regarding outsourcing. The costs of the outsourced service would incorporate set up costs and profit margin, which would not necessarily be encountered if delivered by Council. The current expenditure for Housing for Older Adults also includes fixed costs such as corporate overheads and IM costs. These costs need to be factored into any outsourcing possibility and it is likely that they will have to be redistributed throughout the organisation.

The structural risks with the outsourcing could also include confidentiality risks and loss of some institutional knowledge. In addition it can make the responsiveness to market change and political will difficult to implement.

In considering outsourcing there is a perception that organisations can benefit from contractors' economies of scale. However in this instance it would require a small niche market with tailored objectives and social outcomes.

Another alternative is to contract the asset including the land to Housing New Zealand Corporation. The conditions of this arrangement would be similar to the conditions for the suspensory loan offered by Housing New Zealand Corporation, in so far as Council would require a certain level of service commitment for a period of time and failure to do so would have some contractual consequence for Housing New Zealand Corporation. This way, Housing New Zealand Corporation would have better potential to utilise more funding for the Housing for Older Adults portfolio and could get efficiencies from its larger operations. Some of the risks noted above would be mitigated by contracting with Housing New Zealand Corporation, because of the organisation's social goals rather than an emphasis on financial goals. However it is unlikely that Housing New Zealand Corporation would consider this proposal.

2. Retain In-House Management

Under this option, the Housing for Older Adults service continues to be managed in-house, but opportunities are explored for working more closely with other providers, such as Housing New Zealand Corporation. The advantages of in-house management service include:

- The portfolio is presently managed with reasonable efficiency;
- Day-to-day management - Council officers have a number of years of experience in the Housing for Older Adults market, and in-house knowledge of the tenants and the portfolio is good;
- The property officer provides a valued service and tenants generally rate their experience in the units as a good one; and
- Ensures Council has better control of achieving strategic outcomes with regard to Housing for Older Adults.

Opportunities are being taken to improve the in-house management service:

- Continually improving in-house processes around maintenance, refurbishment, debt management and information management about tenants and units;
- Developing and implementing a modernisation programme and the asset maintenance plan for the units;
- Enhancing performance targets through the use of key performance indicators (KPIs); and
- Examining other ways that responsibilities could be shared internally with other units or externally with other housing providers.

The preferred option is to retain in-house management at this time.

Levels of Service of the Housing for Older Adults Portfolio

Waitakere City Council is reviewing options to improve the housing service to its tenants without reducing the number of units and in a way that is financially sustainable. There are three aspects to this:

- i) Level of service relating to tenancy services.
- ii) Level of service relating to the condition of the units (asset condition).
- iii) Level of service relating to the quality of the village grounds.

Currently the level of service that the Council offers with its tenancy services is at a good standard. However, the level of service relating to the condition of the units (the asset condition), is currently at a minimum acceptable standard and improvements could be considered in relation to the quality of the accommodation, which have mainly arisen through obsolescence of both design and fixtures

Tenancy Services

Current Situation

As a 'landlord' the Council currently takes on more responsibilities than is legally required under the Residential Tenancies Act.

Ideas about how the Council could improve its response as a landlord were raised by the tenants at village meetings held in July 2005. Suggestions included increasing the amount of contact that Council staff had with the tenants so that any problems or issues could be dealt with quickly and efficiently. Other ideas put forward by Councillors and Community Board members included making better use of the support services such as the social services and DWI, and this would be appropriate given the possibilities of applying a coherent response process for the tenants.

Solutions

Option A: Standard Service - As currently provided with planned enhancement

<p>Current Cost to Council Per Annum</p>	<ul style="list-style-type: none"> • Self funding • Costs included in the Long Term Council Community Plan
<p>Scope of the Service Provided</p>	<p>(a) Responsibilities under the Residential Tenancies Act:</p> <ul style="list-style-type: none"> • Processes are in place to manage applications, tenancy management issues and rental debt.
	<p>(b) Responsibilities under the Buildings Act</p> <ul style="list-style-type: none"> • Unit Maintenance - maintenance of the buildings and the shared facilities (eg. village halls and laundries); • Village grounds maintenance - this includes communal garden areas. Grass cutting etc is carried out by contractors.
	<p>(c) Additional Services</p> <ul style="list-style-type: none"> • Liaison with DWI on behalf of tenants; • Monthly visits to each village to address and identify any general issues from tenants (this is in addition to visits relating to specific issues); • Additional facilities on-site, which vary across the villages including communal halls in six villages; • Additional facilities such as shared laundry facilities which are available on a communal basis free of charge.
	<p>(d) Current Staff (1.7 Full Time Equivalent - [FTE])</p> <ul style="list-style-type: none"> • Property officer (1 FTE)) for day-to-day management of Housing for Older Adults: <ul style="list-style-type: none"> - Visits villages monthly on a rotational basis or when there is a specific problem or to conduct a rent review; - Other roles include following up inspections, rent arrears cases; - Managing and resolving tenant issues, following up where necessary on any breach of tenancy and to attend Mediation and Tribunal Hearings; • 1 x Business analyst (.35 FTE); • 1 x team manager (.35 FTE).
	<p>(e) This option will be enhanced from the current model with the addition of a new position included in the Long Term Council Community Plan in the Leisure Section - Community Liaison Officer:</p> <ul style="list-style-type: none"> • The primary purpose of this position is to liaise with community groups, to establish systems and provide linkages between the groups; • In relation to the Housing for Older Adults this role will provide additional services by establishing links between community groups and the Housing for Older Adults tenants which will include leisure pursuits and support services such as Age Concern and Grey Power; • This position would facilitate a social worker role through liaison with the appropriate Central Government agencies who have responsibility to provide social services, with whom the ultimate responsibility would sit.

This is the recommended option for improving tenancy services.

Option B - Addition of social worker

This option would involve the addition of a social worker to the Housing for Older Adults management service team, to enable the Council to provide specialist support for the benefit of the tenants.

Additional Cost to Council Per Annum	<ul style="list-style-type: none"> Yearly average for 5 years = \$100,000; These costs have not been included in the Long Term Council Community Plan; Could examine joint funding with Housing New Zealand Corporation for this position or partnering with Waitemata District Health Board.
Scope of the Service Provided	This option requires employing a social worker to work on a one to one basis with tenants. This would involve a higher level of service with additional roles being taken on by the Council.

This addition is not recommended, as the provision of a social worker would replicate Central Government services and responsibilities. This presents an additional risk through Council taking significant responsibility for the social welfare of its tenants. In addition the job market would indicate that hiring a social worker would be difficult in the current climate.

Quality of the Units

Current Situation

The Housing for Older Adults portfolio is aging and this leads to problems with increasing renewal requirements, obsolete design, outdated village style layout and lack of modern facilities. A grading system can be used to compare the villages according to their desirability: low, medium and high on the basis of their estimated market rent (see table below). A valuation survey estimated the market rent of the units in the villages in July 2005. This market rent level was set taking into account the overall condition of the units and the attractiveness of the location in terms of people wanting to live there.

Desirability of the villages:

Desirability Based on weekly market rent and overall condition of the units	Village
Low (Unit rent less than \$140)	North Karaka Street (No.19) Westview Village Wilsher Village
Average (Unit rent between \$140 - \$150)	Flagstaff Court Godley Court Harmony Village Jack Smyth Court Kaurilands Court
High (Unit rent more than \$150)	South Karaka Street (No. 10) Tane Street Hutchinson Avenue Kaumatua Village

Improvements to the standard of the accommodation offered in the villages can range widely, from simply upgrading or refurbishing the units, to reconfiguring the units so better use is made of space, or total rebuilding of the units. Options that are available to the Council for improving the units (excluding those in Wilsher Village as previously mentioned) are:

Options

1. **Redevelop or Reconfigure the Units**

A re-development of all the units across the 11 villages would not be financially feasible for the Council under current self funding policies. Such a project would involve demolishing and rebuilding the units, and also re-housing existing tenants throughout. Existing tenants would need to be re-housed during the rebuilding process, with one option being the use of available accommodation in other villages. This will pose further problems and time delays in being able to refurbish those units where they are relocated to. Without including all the relevant costs, the rebuilding of 267 units (excluding those in Wilsher village), would amount to \$26.7 million if a cost of \$100,000 per unit were applied. This scale of capital works (CAPEX budget) is unnecessary and would result in significant cost to ratepayers.

An alternative to complete redevelopment would be reconfiguration. This would include changing the size or layout of the units (but without altering the footprint). Again, the costs are significant if all units are reconfigured in this manner. To reconfigure 267 units the cost is estimated to be \$9.345 million (based on \$35,000 per unit). This expenditure across all units is unnecessary, but it has been identified that there are twenty units that needed to be reconfigured in this manner to address issues of layout and size. The other units are of adequate size but need to be modernised.

2. **Preferred Solution - Upgrade the Units**

Units of the villages can be upgraded to improved housing standards. Three standards for upgrading the quality of the units are being applied on the basis of the 'Property Quality Standard' approach. Housing New Zealand Corporation is considering using a similar system to set a benchmark in its decent homes, and is currently applied by Housing Associations in the United Kingdom. The standards range from Threshold 1 to Threshold 3. Each is set against criteria for health, safety, security, good design - and some additional but unique criteria set by the Council.

- **Threshold 1** - Minimum standard currently included in Long Term Council Community Plan;
- **Upgrade Threshold 2** - Medium standard;
- **Upgrade Threshold 3** - Medium to high standard.

Upgrading the units to threshold three together with some allowance for size reconfiguration for twenty units would be the most appropriate for the villages. In addition to improving the standard of the units, this option also includes some changes to the size of the units and their internal reconfiguration. The extent of the reconfiguration is at a reduced level to option 1 above, as it would apply to 20 units only, with the cost being approximately \$300,000 (averaging at \$15,000 per unit).

3. Costs to Council of Upgrades

Upgrade Standard	Details	Yearly Average for 5 years \$	Total for 5 years \$
Threshold 3	Upgrade units in 11 villages to high-to-medium standard	209,786	1,048,932
Threshold 2	Upgrade units in 11 villages to medium standard	94,221	471,105

The costings in the table above assume Housing New Zealand Corporation funding of \$1.5m and improvement to village grounds, but excluding loan repayments.

Quality of the Village Grounds

Current Situation

The village grounds vary considerably with different layouts as to how the units, gardens and vehicular and footpath access interact. Some villages have large communal gardens, whilst others have more private space. Some roads lead to the heart of the village providing accessible car parking, when in others the roads circumnavigate the villages.

Solution

Improve the Quality and Amenity of the Village Grounds

The grounds of the villages could be improved by carrying out remedial work to improve health and safety, accessibility, security, and the appearance and upkeep of physical attributes on the sites. This was the finding of a safety and security assessment that was carried out by Council staff of eleven of the twelve villages. The estimated cost of remedial work for 11 villages was \$444,000, although there is considerable variability in costs between the villages.

The safety and security assessment focused on the condition and adequacy of the following physical attributes: access to units and pathways; emergency vehicle access; car parking and driveways; security; lighting; drainage; maintenance of exterior buildings and/or grounds; signage; fencing and letter boxes. Each attribute was assessed using a grading system which considered for example, the potential consequences of not taking action and leaving things as they are.

Operation of the Housing for Older Adults Portfolio - Possible Scenarios

The operation of the housing portfolio concerns levels of service, funding and governance which have been discussed. Below, two scenarios have been presented to demonstrate the potential cost to Council of implementing the preferred solutions in relation to service levels, funding and governance. They apply to eleven of the villages (excluding Wilsher). The costs across the scenarios vary due to differences in levels in service on the basis of the quality of the upgrades to the units. Funding from the ratepayer has been used as a benchmark of level of service.

These options about the operation of the Housing for Older Adults portfolio could mean that the housing service could be run at minimal cost to the Council, assuming that sufficient accommodation supplement is able to be provided by Department of Work and Income and if no unforeseen costs were to arise.

Scenario 1 - Involves medium quality upgrades (lowest spend)

This scenario would mean that the Council does a medium amount of maintenance, without increasing the revenue as rents are retained at current levels. This is an option that could be applied if a rental increase is not considered to be acceptable even though the majority of the increase would be subsidised (as proposed in Scenario 2). This scenario has been presented if the view is that the level of service should be improved, but without an increase to the rent levels.

Aspect	Details	Yearly Average for 5 Years \$	Total for 5 Years \$
Operational	In-house management - current running cost (11 villages)	0	0
Levels of service improvements	Upgrade units in 11 villages to medium-standard (threshold 2)	94,221	471,105
	Loan repayment (15 years) - no additional loans required.	0	0
	Total Cost	94,221	471,105
Funding	Maintain Current Rental Levels	0	0
Net Cost / (Profit) to Council	Total Cost of Proposal	94,221	471,105

These costings assume Housing New Zealand Corporation funding of \$1.5m from the Local Government Housing Fund and costs of improvements to village grounds.

Scenario 2 - Additional costs to provide a medium to high level upgrade to villages (highest cost option)

This scenario involves making improvements to achieve a medium-to-high quality standard and increasing the revenue by raising rent levels to 70% of market rate. Improvements to this level is consistent with the feedback from the public regarding the levels of service consultation, and key stakeholders including the tenants.

Aspect	Details	Yearly Average for 5 Years \$	Total for 5 Years \$
Operational	In-house management - current running cost (11 villages)	0	0
Levels of service	Upgrade units in 11 villages to medium-to-high standard (threshold 3)	209,786	1,048,930

Aspect	Details	Yearly Average for 5 Years \$	Total for 5 Years \$
improvements	Loan repayment (15 years) - this relates to the repayment of principal from additional loan funding required over and above the \$1.5m assumed from the Local Government Housing Fund	53,554	267,770
	Total Cost	263,340	1,316,700
Funding	Increase rent to 70% market rate: (11 villages)		
	Additional Income from tenants	69,729	348,645
	Additional rental supplement	181,696	908,480
	Total Revenue	251,425	1,257,125
Net Cost / (Profit) to Council	Total Cost of Proposal	11,915	59,575

These costings assume Housing New Zealand Corporation funding of \$1.5m from the Local Government Housing Fund and costs of improvements to village grounds.

It is recommended that scenario 2 is adopted as the preferred approach for managing the Housing for Older Adults portfolio and providing an improved level of service.

Next Steps

It is proposed that the final report in this series will be presented in June 2006 to the City Development Committee to finalise decisions about the Housing for Older Adults portfolio and conclude the review. Contents of the report are likely to include:

- a draft detailed capital renewal programme and project management plan;
- a partnership plan to develop and strengthen the Council's relationship with agencies and organisations in the older adults area; and
- a draft social housing policy to outline strategic goals.

Prior to this report being presented in June, it is suggested that officers lodge an application to seek central government funds from the Local Government Housing Fund. Before submitting any application, the Council will need to demonstrate a long-term commitment to the provision of social Housing for Older Adults, and by implication, that it can afford to do so. For these reasons it would be helpful to the preparation of this application that some key principles regarding the housing portfolio are endorsed, which are:

- *That there is a commitment to deliver a quality service to tenants by improving the standard of the units, the grounds and widening the role of tenancy services.*

The service offered will be a better service than is currently provided with improvements made to the villages and units through a modernisation programme and improved management.

- *That the current number of units are maintained.*

This is a condition that social housing providers need to fulfil, if they wish to apply for funding from the Local Government Housing Fund to help pay for the cost of upgrades or improvements.

- *That rents are to be set to maximise return and maximise affordability without compromising the status of 'social housing'.*

The housing portfolio needs to be managed in a manner that is fiscally neutral to the Council, so there is no direct financial impact on the Council.

RESOURCES

It is envisaged that whatever option is selected there will no financial impact on ratepayers. Any additional income required should be provided through the tenants by Department of Work and Income as a rental supplement.

CONCLUSION

This report is the second of a series concerning the housing for older adults review. In this report, the City Development Committee has the opportunity to make decisions about the operation of the housing for older adults portfolio in respect of levels of service, governance and funding. These decisions are subject to consultation as the views of key stakeholders including the tenants need to be taken into account before final recommendations are made in a third report due to be presented in June 2006.

RECOMMENDATIONS

1. That the Housing for Older Adults: Operations, Levels of Service and Governance report be received.
2. That the City Development Committee endorse the following principles about the operation of the Housing for Older Adults portfolio:
 - a) That there is a commitment to deliver a quality service to tenants by improving the standard of the units, the grounds and extending the role of tenancy services;
 - b) That the current number of units are maintained; and
 - c) That rents are to be set to maximise return and maximise affordability without compromising the status of 'social housing'.

3. That Scenario 2 for management of the Housing for Older Adults, which includes the following:
 - a) That the units in the eleven villages be upgraded to the standard of threshold 3 together with some size modifications for twenty units;
 - b) That the housing for older adults portfolio continues to be governed and managed in house; and
 - c) That the rental levels be moved to 70% of the market rent with annual reviews providing that the accommodation supplement provides for the majority of this increase,be endorsed in principle, for consultation with tenants and other key stakeholders.
4. That a recommendation to include the financial adjustments for Scenario 2 in relation to the Housing for Older Adults portfolio, amounting to a net \$11,915 per annum, be forwarded to the Long Term Council Community Plan and Annual Plan Special Committee.
5. That a further report be presented in June 2006 to the City Development Committee, to include the following:
 - a) Views of key stakeholders, particularly the tenants about the proposals for the Housing for Older Adults service
 - b) Final recommendations of the review of the housing for older adults portfolio
 - c) Draft social housing policy to outline strategic goals and key principles
 - d) Draft capital renewal programme for the villages
 - e) A partnership plan to develop and strengthen Waitakere City Council's relationship with agencies and organisations relevant to the housing for older adults portfolio
6. That Council officers lodge an application for funding to Local Government Housing Fund.

Report prepared by: Zoe Cuming, Senior Analyst: Social Policy, Stephen Drumm, Group Manager: Service Management and Tina Hemsworth, Acting Manager: Property Assets.



9 BUILDING COMMUNITY IN MASSEY - OUR PLACE, OUR PEOPLE

PURPOSE OF THE REPORT

The purpose of this report is to introduce the initial scope for "Building Community in Massey - Our Place, Our People" and update the City Development Committee on work to date.

BACKGROUND

With growth ongoing, Massey is now home to around 21,000 people (2001 Census) - three to four times the size of the average New Zealand suburb. A 2003 report by the Centre for Social Health Outcomes Research and Evaluation (SHORE) confirmed what many people have suspected for some time - there are social issues emerging in the existing Massey urban area, with some perceptions that the Massey locality is on a negative trajectory or downward spiral.

Over the last 18 months, there has been increasing recognition within Council of the need to develop an integrated, long term programme for investment in the older parts of the Massey urban area, both in terms of infrastructure and community development. There is also recognition that this work should be undertaken alongside the proposed redevelopment of Westgate and expansion of metropolitan urban limits in the Northern Strategic Growth Area.

In many ways, the proposed expansion of employment, industrial and residential land in the northern area will be critical to the long term success of the existing Massey area, providing a platform for more local employment opportunities, new local and regional facilities and enhanced public transport services and connections. It is essential then, that planning for “old” and “new” Massey take place concurrently to ensure that synergies and opportunities can be maximised.

Changing Massey’s urban fabric will be long term, complex and potentially expensive. As such, it will be important that time is taken to explore a holistic and creative mix of potential ways forward with the local community. Developing a framework that creates networks of liveable, resilient and sustainable neighbourhoods in Massey should be the ultimate aim.

STRATEGIC CONTEXT

The purpose of “Building Community in Massey - Our Place, Our People” is to work alongside local community and other partners to develop a programme for community-driven, sustainable neighbourhood renewal and development in the Massey area.

Through taking a sustainable development approach to suburban renewal and community building, this project has the potential to impact on all nine strategic platforms. There are three platforms, however, where alignment is strongest:

- a) **Strong Communities** - People are active, healthy and content. They feel safe and there is a strong sense of community. Our City is a great place for children. We enjoy diversity of lifestyles and people.
- b) **Active Democracy** - People feel that they can make a difference. There are high levels of community participation and respect for each other.
- c) **Urban and Rural Villages** - Town Centres are thriving, providing exciting options for people to live, work and play.

The intention is to invest “with” Massey, by working in ways that support and enhance 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.

Indeed, the need to strengthen and grow a sense of local community in Massey (cohesion, support, identity, involvement, spirit, passion etc) is just as important as the need to rebuild local physical infrastructure. Both are critical to the long term viability and success of the area, and as such, will need to be jointly addressed within a long term redevelopment plan.

ISSUES

Initial Project Scope

As noted above, the purpose of this initial phase of the project is to develop a long term strategic framework for the upgrade/renewal of the Massey urban area that will build strong neighbourhoods and a foundation for resilience by 2016. The project will involve not only the Council but a range of community and other stakeholders e.g. government agencies, local businesses, community organisations etc.

On one hand, the challenges facing Massey appear to be well-known, practical solutions to enhancing sustainability in the Massey area are somewhat less clear. Indeed, the process of retrofitting suburban neighbourhoods is a relatively new and uncharted area of work - not only in the Auckland Region, but also internationally.

There is an opportunity to “lead the way” in developing an innovative process for neighbourhood renewal that:

- achieves a shift from dormitory suburb to an integrated community;
- is based upon the core principles of Eco City/Sustainable Development;
- builds on key learnings from Council’s town centre redevelopment programmes and locality based projects e.g. Ranui Action Project, McLaren Park, Twin Streams etc;
- promotes and encourages local community ownership of goal setting, decision making and implementation;
- utilises and leverages off Council’s extensive network of contacts, relationships and partner organisations.

A significant number of external agencies have signalled an early interest in working alongside Council in a long term Massey locality planning process. Given this, an opportunity now exists to:

- engage local Massey residents, organisations (e.g. sports clubs, play centres), institutions (e.g. schools), and businesses in a community driven process to identify local community outcomes and priorities for action/change;
- develop a best practice process for sustainable neighbourhood development in Waitakere/Auckland/Aotearoa;
- increase the capacity and ability of individuals, groups and organisations in the Massey area to participate in both planning and implementation of development plans for their area;
- develop a coordinated approach and programme for long term investment in the Massey locality by a range of community, government and private sector partners. e.g. Waitemata District Health Board, Housing Corporation New Zealand, Health West, Waitakere Trusts, Sport Waitakere, developers, early childhood education providers, IMF Westland, Council etc.;
- develop “pilot” projects within the wider project umbrella e.g. Healthy Housing;
- develop an integrated programme for ongoing Council investment in the Massey locality (infrastructure, assets, services, events, funding etc), for inclusion in future Long Term Council Community Plans.

Collaboration and Partnership Key

Enhancing quality of life in suburban Massey is not something that Council can achieve on its own. The project team will need to proactively seek and engage other potential stakeholders, with the view to developing “pilot” projects within the wider project. e.g. a Healthy Housing initiative potentially involving Waitemata District Health Board, Housing New Zealand Corporation, Energy Efficiency Conservation Authority and Primary Health Organisations. As a result, the Massey Community Building Project will likely become both a catalyst and an “umbrella” for a range of new initiatives.

Given their interest in creating Sustainable Neighbourhoods, BEACON Pathway Limited has also indicated that they will contribute funding to advance the Massey project. Massey would then become one of their suburban “case study” sites, with the intention that a BEACON Pathway Limited researcher form part of the core project development team, bringing to the table considerable national and international learnings about sustainable neighbourhood development. Additional project funding may also be available.

Work Undertaken to Date

Key areas of work undertaken on behalf of Council as part of an initial focus on the Massey area has included:

A121-A122

- **Massey West Social Cohesion Survey** - telephone survey of 440 West Massey residents by SHORE Research to gather baseline data on social connectedness, belonging and cohesion. Key findings from this work are attached at pages A121 to A122.
- **Massey Community Inquiry** - interviews by SHORE with around 50 people who live and/or work in Massey, including local schools, the Massey Community Board, Te Piringitahi Marae, local GPs, Housing Corporation, Massey Community Constable, Libraries/Citizen's Advice Bureaux, and some well known local residents. This research focuses on -
 - How local people in Massey define the boundaries and communities within their locality;
 - Identifying key points of connections into Massey communities;
 - Where local peoples living and working in Massey see hope and optimism being demonstrated in their community and how this could be best supported;
 - Identification of issues/barriers within the existing built environment of Massey and their impact on community connectedness, identity and neighbourhood sustainability;
 - Strategies identified by local peoples to overcome the challenges they perceive facing their community;
 - Recommendations for next steps and building blocks to support long term community-driven development in Massey.

A draft report from this work is currently being prepared. A community meeting to present the draft report and to discuss key findings/potential next steps for the project was held on Thursday, 30 March 2006. A verbal update on key report themes and community feedback will be made at today's meeting.

- **Information and data gathering** about Massey from across the various parts of Council and other partner organisations e.g. Waitemata District Health Board;
- **Developing a relationship with BEACON Pathway Limited**, including encouraging the selection of Massey as a case study for a BEACON Pathway Limited neighbourhood retrofit research and exploring a joint Waitakere City Council/ BEACON Pathway Limited approach to Massey.

Strengthening Neighbourhoods

Early advice from the Massey Councillors and Community Board Members is that the initial "whole of Massey" geographic scope of the project may in fact be too large. Given the size of Massey and the intention to meaningfully engage with the community, perhaps focus instead should be given into strengthening a number of neighbourhoods within Massey. This is something that will need careful consideration as the project progresses.

RESOURCES

Work undertaken to date has been funded from a Community Capacity Building budget of \$20,000 in the 2005/2006 Annual Plan. This has allowed baseline research to be undertaken and an initial project scope prepared and discussed with Massey Councillors, Community Board Members and key community contacts.

To enable "Building Community in Massey" to move from a concept to an action phase, funding of \$100,000 for 2006/2007 has been included in the draft 2006-2016 Long Term Council Community Plan and Annual Plan. This will enable the employment of a project coordinator, along with resources to enable active community participation in the project itself e.g. small scale local community projects and events. BEACON Pathway Limited has also signalled its intention to work alongside this initiative in Massey as part of their sustainable neighbourhoods research.

Other external project specific funding will be sought as the framework and action plan develop. Possible funding sources could include the Ministry for the Environment's Sustainable Management Fund, Sustainable Auckland Regional Programme of Action, Ministry of Social Development, Ministry of Health, Waitemata District Health Board, Housing New Zealand Corporation, and the Ministry of Education. These opportunities could be progressed through a number of channels, for example the Plan for the City or the Wellbeing Collaboration Project.

CONCLUSION

The concept of sustainable suburban neighbourhood redevelopment is new both in Waitakere and nationally. The "Building Community in Massey - Our place, Our people" project provides an opportunity to develop a new way of Council working and engagement at the neighbourhood or suburb level.

With the proposed expansion of the metropolitan urban limits around Westgate/Hobsonville, it is essential that future planning for adjoining existing and new communities happen concurrently. The new developments at Westgate and Hobsonville will serve the needs of the existing suburban population and redefine their access to services, jobs and recreation. There will be significant benefits for both these communities from this joint approach.

To date, the "Building Community in Massey" concept has been strongly supported by Massey Councillors, Community Board Members, local community leaders and many government agencies. To advance the project into an action phase, \$100,000 funding is being requested in the Long Term Council Community Plan and Annual Plan 2006-2016 for the 2006/2007 financial year and \$150,000 in each of the following two years.

RECOMMENDATION

That the Building Community in Massey - Our Place, Our People report be received.

Report prepared by: Megan Courtney, Partnering Advisor and Tony Rea, Community Partnerships Manager.



REPORTS FROM THE SUBCOMMITTEES

10 ARTS, EVENTS AND CULTURE SPECIAL COMMITTEE

THE SPECIAL COMMITTEE SUBMITS THE FOLLOWING REPORT OF ITS MEETING HELD ON WEDNESDAY, 8 MARCH 2006

MATTERS CONSIDERED

A123-A124

The Special Committee dealt with a number of items for which it has delegated powers to act and a copy of the minutes of the meeting is attached at pages A123 to A124.

The Special Committee Recommends:

That the Meeting report of the Arts, Events and Culture Special Committee held on Wednesday, 8 March 2006 be received.

JP Lawley
CHAIRPERSON



11 PROJECTS SPECIAL COMMITTEE

THE SPECIAL COMMITTEE SUBMITS THE FOLLOWING REPORT OF ITS MEETING HELD ON WEDNESDAY, 1 MARCH 2006

MATTERS CONSIDERED

A125-A129

The Special Committee dealt with a number of items for which it has delegated powers to act and a copy of the minutes of the meeting is attached at pages A125 to A129 and the public excluded minutes are attached at page C1 of the Confidential Supplement.

The Special Committee Recommends:

That the Meeting report of the Projects Special Committee held on Wednesday, 1 March 2006 be received.

RP Dallow, QPM, JP
CHAIRPERSON

