

**AGENDA FOR A MEETING OF THE COUNCIL TO BE HELD IN THE CIVIC CENTRE,
6 WAIPAREIRA AVENUE, LINCOLN, WAITAKERE CITY,
ON WEDNESDAY, 16 MARCH 2005
COMMENCING AT 9.30 AM**

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1 APOLOGIES



2 URGENT BUSINESS

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

- (i) the Council 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 Council 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 ASSESSMENT OF WATER AND SANITARY SERVICES

PURPOSE OF THE REPORT

The purpose of this report is to enable the Council to:

- consider and approve the Draft Assessment of Water and Sanitary Services and supporting technical reports;
- adopt the special consultative procedure for consultation upon the Draft Assessment of Water and Sanitary Services; and
- determine an appropriate public information programme.

BACKGROUND

The Local Government Act 2002, Part 7, Sections 123 to 136 requires Council to undertake an Assessment of Water and Sanitary Services. In this context water includes drinking water, wastewater and stormwater; and sanitary services include cemeteries, crematoria, solid waste and public toilets.

Section 128 of the Act requires the Council to consider a holistic approach for the assessment and to consider a full range of options and technologies available to meet current and future demands for services.

In addition, the Auckland Regional Council's Air, Land and Water Plan has become operative and this has a major bearing on the environmental standards for water and sanitary services and hence costs.

It is essential that these issues are understood by the community as they will have a significant effect on the 2006/2016 Long Term Council Community Plan.

In order to enable Council to fully debate the issues raised by the Assessment of Water and Sanitary Services, it is proposed to hold a workshop during the Council meeting of 16 March 2005.

STRATEGIC CONTEXT

The Council's *Three Waters* platform has the objective of establishing Waitakere as a centre of innovative water management. One of the success measures is that sustainable management solutions for stormwater, water and wastewater are achieved in all new development areas. The consideration of new technologies is fundamental to this achievement.

Planning for water, wastewater and stormwater services is included in the Sector Agreement developed with Rodney District Council, North Shore City Council and the Auckland Regional Council. This Agreement states that Sector partners will share technical knowledge and work co-operatively on innovative approaches for managing stormwater and wastewater.

Over the planning horizon greenfield expansion may occur in:

- Waitakere City Council's Northern Strategic Growth Area of Whenuapai, Hobsonville Peninsula, Hobsonville Corridor and Massey North, Red Hills and the western areas of Babich and Penihana;
- Rodney District Council's Kumeu and Riverhead townships; and
- North Shore City Council's Greenhithe area.

An integrated approach to development of these areas by all three Councils may have economic, environmental, cultural and social benefits to the Northern and Western Regions as a whole.

The Council's 2020 Vision for Zero Waste is that Waitakere will be a clean and attractive city that turns all its waste into resources. Thus the Assessment of Water and Sanitary Services should provide details of how Council aims to achieve its vision.

The provision of cemeteries, crematoria and public toilets support a number of Council's strategic platforms.

ISSUES

The Local Government Act 2002 requires territorial local authorities to assess the provision of water-related and other sanitary services within its district.

Specific information required from the assessment for each identified community includes:

- A description of the services provided;
- An assessment of risks to communities relating to the absence of services;
- The quality, quantity and adequacy of services provided;
- The current and estimated future demand;

- The territorial authority's role and proposals for meeting these demands;
- The options available to meet the forecast demands and the suitability of each;
- The health and environmental impacts of discharges of stormwater and wastewater; and
- The extent to which public health is adequately protected.

The Local Government Act requires the first assessment to be completed by 30 June 2005 and that it be adopted using the special consultative procedure.

The Local Government Act Part 7 defines "Water Services" as all 3 waters: water supply, wastewater and stormwater. All forms of supply and delivery systems servicing 'communities' must be assessed as to adequacy of supply for present and future demands, and with respect to any risks to the supply and the associated community.

Much of the urban area is serviced by well-recorded and maintained reticulated pipe systems for all three waters. Asset and Catchment Management Plans contain most of the information required for assessment of these services, but the Act requires that the process still be carried out.

The outlying rural communities have been more difficult to assess as Council records are less complete and some, if not, most local systems are privately owned and maintained.

Examples of non-Council water services would include:

- Stand alone activities: schools, correction facilities and private schemes;
- Small rural and holiday settlements;
- Small lot rural-residential and bush living subdivisions; and
- Marae and other cultural settlements.

The Local Government Act Part 7 (in referring to the Health Act section 25) defines "Sanitary Services" as cemeteries, crematoria, public toilets and waste disposal.

Section 129 of the Local Government Act limits the extent of information, and the Council's efforts to obtain it, to:

- The significance of the information;
- The costs of, and difficulty in, obtaining the information;
- The extent of the territorial authority's resources; and
- The possibility of the local authority's direction under the Health Act to provide the relevant services.

Council must therefore use its best endeavours to make a full and balanced assessment, within the practical limitations of cost, time, resources and information availability, and must explain the extent to which the above factors have impacted materially on its completeness.

The full range of options and their environmental and public health impacts must be considered in the assessment. These options must include, but may not be limited to, the following:

- On-site collection and disposal methods;
- Greywater and stormwater reuse or recycling;
- Demand reduction strategies including public education and information, promotion of appropriate technologies, pricing strategies and regulation; and
- The full range of technologies available.

In line with the Council's strategic direction 70% of growth over the next 20 years will be in existing urban areas and it will be necessary to ensure adequate capacity for growth. The remaining 30% will be in greenfields such as Northern Strategic Growth Area.

Traditional planning is based on a 20 year planning horizon. However, as the lifecycle of infrastructure typically exceeds 50 years, short term planning (i.e. up to 20 years) may compromise longer-term development and a 50-year planning horizon is now considered more appropriate.

Robust and flexible strategies that result in long-term management solutions meeting community outcomes and conforming to Council's Vision of sustainability as conveyed by its strategic platforms are required.

The assessment will also need to address cross boundary issues and incorporate integrated management solutions where appropriate.

The Assessment of Water Services takes into account the Auckland Regional Council's (ARC) Variation to the *Proposed Auckland Regional Plan: Air, Land and Water* and the *Proposed Auckland Regional Plan: Coastal* that sets environmental standards for the performance of stormwater and wastewater networks.

A series of detailed reports has been prepared for the Assessment of Water and Sanitary Services. These will be available upon request for elected members and any members of the community who wish to obtain detailed information.

A1-A108

As well, a simplified version will be made available as a summary of the information, attached at pages A1 to A2 and a statement of proposal attached at pages A3 to A108.

It is recommended that an Editorial Committee be established and be authorised to finalise these documents and all communication materials.

THREE WATERS

Waitakere City Council is currently investigating water cycle management options to service the Northern Strategic Growth Area of Hobsonville Peninsula, Hobsonville Corridor and Massey North.

In this context, Waitakere City Council is working with Rodney District Council and North Shore City Council to investigate technologies that can provide efficient and effective water, wastewater and stormwater services.

Although there is separate responsibility for the operation of the Council and Watercare Services Limited's water and wastewater networks, the networks operate in an integrated manner and modifications to one can have the potential to affect performance in the other. Hence there are mutual benefits in undertaking an appropriate level of joint planning and information exchange in relation to network performance, population forecasts, current and future flows and other relevant data.

The key challenges and issues facing Council's management of the Three Waters include the following:

- Growth;
- Protection of public health and environment;
- Affordability;
- Community partnerships;
- Climate change;
- New legislation and standards;
- Asset age and condition; and
- Achieving a regional approach.

In order to provide clear targets for Council's direction, it is proposed to seek community agreement on the targets for the Three Waters, including the following:

- Long term water use per capita, the target being to reduce domestic usage per person by 25% by 2025;
- The degree to which the community wishes to limit wastewater overflows, with a recommended target of 50% reduction by 2025;
- The degree of flood protection, with a recommended target of ensuring that no habitable buildings are flooded by 2025;
- The standards for environmental protection of streams, rivers, lakes, wetlands, aquifers and harbours, with a recommended target of complying with the Air, Land and Water Plan requirements by 2025; and
- The affordability of any agreed targets.

The methods that are recommended for adoption by Council include the following:

- Pricing and funding of the Three Waters, including increasing the frequency of water billing to a 3-monthly cycle and investigating tariffs for water, wastewater and stormwater;
- Work programmes to achieve economic growth from the investment in Three Waters technologies;
- Education and information programmes;
- New bylaws for water, wastewater, stormwater and trade waters;
- Implementation of new technologies;
- Water sensitive design;
- Northern Strategic Growth Area options;
- Water conservation and demand techniques;
- Infiltration and inflow control, including requiring private drains to be watertight;
- Management of wastewater systems, including on-site systems;

- Stormwater treatment techniques;
- Mitigation of vehicle pollution;
- Flood control management; and
- Promoting changes to the Building Act and the District Plan.

These methods are further detailed in the Statement of Proposals.

North Shore City Council will be seeking a declaratory judgement on its ability to charge for wastewater on the basis of water used by consumers. This would enable Council to establish wastewater as a self funding account on the same principles as water supply if so desired by Council. North Shore City Council has requested Council's support for this process and it is recommended that authority be given to support the declaratory judgement.

SOLID WASTE

The solid waste assessment is a summary of current waste services, a forecast of future demands and an assessment of options to meet future demand for waste services. The report concludes that, as far as the Council is aware through complaints registers, there are no major public health issues associated with the provision and operation of the various existing solid waste services in the City.

The range and extent of solid waste services that will be required in the future will be influenced by various factors including:

- Population and industry growth and trends;
- National and regional influences;
- Zero Waste vision; and
- Regional landfill capacity.

A basic analysis of Auckland Region's waste disposal landfill capacity suggests that there is sufficient capacity to continue to handle reuse from the Refuse Transfer Station for at least the next 10 years. However, it is essential that Council progresses its Zero Waste strategy to minimise the need for landfills once the capacity starts to run out.

In order to achieve the Zero Waste vision, there will be numerous initiatives and services which will begin to be introduced and implemented over the next ten or so years. This will require significant investment and participation from all sectors of the community.

The currently planned options that will help towards achieving the Zero Waste vision include:

- License refuse and recycling collectors operating within the city;
- Operate the resource recovery centre; and
- Establish the kerbside food waste collection.

It has been recognised in the assessment that further funding and initiatives will be required to address those waste categories that get transported to locations outside Waitakere City as well as waste that comes from outside Waitakere City but handled at the transfer station.

These are the issues that will be consulted on for solid waste. The feedback from consultation and Councillor workshops will contribute towards updating the Waste Management Plan.

CEMETERIES AND CREMATORIA

Council operates the Waikumete Cemetery and Crematorium and the Swanson Cemetery. As part of the Assessment of Water and Sanitary Services, investigations have been carried out into the future capacity of the Waikumete Cemetery and this has identified remaining capacity until 2021.

A number of options have been developed to provide capacity beyond this period, including the following:

- Closure of the Waikumete Cemetery when capacity runs out;
- Purchasing land now elsewhere in the city to secure future cemetery capacity, at an estimated cost of \$5.5m;
- A variation to the Waikumete Cemetery Management Plan and District Plan provisions to enable additional development on the site. This could provide capacity until 2055. Under this proposal there would be extensive ecological restoration of the existing developed areas of the cemetery, well ahead of other areas being disturbed, in order to off-set any adverse effects;
- Implementation of new burial technologies such as modular systems or the establishment of mausoleums. This could provide capacity until 2038 without variations to the currently approved development plans for Waikumete Cemetery; and
- Exiting the service, but this could not happen unless Council can provide alternative arrangements, such as private enterprise providing a suitable cemetery in the City.

At this stage further detailed investigation is required to identify an optimum solution. Thus the Assessment of Water and Sanitary services will seek feedback on preferred options to ensure cemetery services are secured for the city for the next 50 years.

The results of the feedback on the cemetery options and detailed investigations will be submitted for Council's consideration in the 2006/2016 Long Term Council Community Plan.

PUBLIC TOILETS

Council provides a total of 79 public toilets and changing rooms throughout the city. These toilets are located in town centres, sports parks, neighbourhood parks, beaches and major City parks.

The newest toilets within the City are in Glen Eden, Archibald Park and Brains Park. The new Glen Eden toilet has proven to be a success with the toilet averaging over 1000 visits per week since it was installed in July 2004.

Currently Council provides:

- Toilets and changing rooms for use on sports fields; and
- Toilet blocks that are located predominantly at beaches and in town centres.
- At present, there are 33 parks with at least one toilet, and 27 with both toilets and changing rooms. In addition to this, there are two parks with club toilet/changing room facilities.

There are several issues associated with the current provision, including:

- Inadequate level of provision across the city;
- Poor condition of some facilities;
- Closed facilities;
- High vandalism;
- Lack of provision in some places (for example Royal Reserve in Massey, which has potential as a high use park); and
- Affordability.

The criteria for providing toilets is applies to the following locations:

- City wide multi use parks;
- Main beach reserves and coastal reserves with a boat ramp;
- Sports parks where there are no club facilities that cater adequately for public use;
- Local multi use parks where there are no other facilities that provide that function;
- “Domains” in rural and bush villages;
- Neighbourhood parks which receive high usage;
- Where there are no existing facilities in the area; and
- Main town centres.

Toilets and changing room facilities require funds for their maintenance and upgrading. Where the cost of this work exceeds the benefits, Council should investigate the issue of removal.

Therefore, toilets/changing rooms could be removed where they are:

- Located on neighbourhood parks;
- In need of upgrading and occur on Green Network parks and parks with only one sports field; and
- Where there are instances of low use and vandalism.

There are three (3) toilets which are located on neighbourhood parks and are locked permanently, due to low use and high vandalism. These blocks are located at Roberts Field, Te Atatu South Park, Manuka Park and Riverpark and have been identified as surplus to current and future requirements based on the current policies and criteria. It is proposed that these blocks will be removed in 2005/2006.

Options for the future provision of toilets include the following:

Encouraging businesses to provide and maintain facilities in town centres. This is currently being carried out by the large mall operators at Henderson and New Lynn; and

Requiring sports clubs to supply toilets and changing rooms at sports parks in exchange for Council providing other park facilities. This has been trialled with a soccer club where Council contributed to improving a training area and the club was to upgrade the toilets for public use. The success of this option is still unrealised as the club has yet to install new toilets whereas the Council completed its works in 2004.

Currently at many of the sports grounds where there are club rooms the clubs toilets are often open for public use. This mainly occurs where clubs are based on grounds with less than three (3) fields and Council does not provide toilet/changing room facilities.

The provision of portaloos has also been considered as an alternative to permanent facilities. This is currently used in several locations in the city during peak summer periods but accessibility, safety and child use is an issue with these facilities. The cost of using the standard portaloos against a single unit toilet has a 20-year break even point in favour of the portaloos and hence these are generally only used as back up or for short term use.

The new single and double unit toilets currently being provided are removable and can be relocated when required. This has occurred in Henderson when the two toilet blocks were removed, refurbished and placed in new locations.

The current upgrade programme has five (5) years to continue until the goals of the present programme have been achieved. At this stage it is not planned to build any more new toilets beyond the 5-year period.

The Assessment of Water and Sanitary Services also contains further information to enable community feedback on the provision of public toilets, including location, amenity values and maintenance.

WATER FOCUS GROUP

Council established a Water Focus Group (working party) in May 2002 to carry out the process of reviewing water charging methods. At its meeting held on 14 November 2002, the Finance and Operational Performance Committee considered a report on Consultation Options for the Funding of Water, based on the work of the Focus Group and resolved:

“That Council confirms the following three options for consultation on water funding policy based on the work of the Water Funding Focus group:

- *User pays*
- *Full rates funded*
- *A fixed component based on land values plus a variable component related to water consumption (adjusted by average usage).”*

3306/2002

Members of the Water Focus Group included Councillor Hulse and former Councillor Yates; Andrew Good, Malcolm Hahn, John Edgar representing community groups; Meredydd Barrar and Keith Henderson representing Citizens Against Privatisation (CAP); Bill Kapea and Wayne Knox representing iwi.

Founded on the overarching principles established, the Focus Group identified that the water funding policy must meet the following objectives:

- Cover the costs of supplying water without profiting from this supply;
- Encourage water conservation/decrease demand for water; and
- Ensure that all individuals have access to water essential for health, hygiene and safety regardless of ability to pay.

The evaluation of a range of options shows that none of the funding options available is capable of maximising all objectives simultaneously. The choice of an option will depend on the relative importance attached to objectives relating to water conservation compared to the objective of ensuring access regardless of ability to pay. The three options identified for community consultation strongly reflect the different objectives plus an option that balances the objectives.

The Long Term Council Community Plan and Annual Plan Special Committee of 23 June 2003 considered a report on the review of water funding options and resolved:

- "1. That the information be received.
2. That it be recommended to Council that Council approve a project to undertake an assessment of water services (the Water Services Assessment) in Waitakere City as required under the Local Government Act 2002 to be completed by 30 June 2005.
3. That it be recommended to Council that no change be made to the current charging method for water services until such time as Council has completed the Water Services Assessment.
4. That it be recommended to Council that the terms of the Water Services Assessment include an evaluation of options for funding water supply to the non-householder sector (e.g. businesses, industries and non-rateable properties etc) and for the funding of wastewater services to all types of properties.
5. That it be recommended to Council that staff be requested to report back to Council by October 2003 the work programme of the Water Services Assessment, this work to include looking at the impacts of Option 3.
6. That it be recommended to Council that Council offer the option to the Focus Group to engage with Council during the Water Services Assessments.
7. That it be recommended to Council that Council continue to support water conservation measures.
8. That it be recommended to Council that Council develop a policy to address the ability to pay issues."

1250/2003

In order to give effect to this resolution it is recommended that the Water Focus Group be reconvened to consider the Assessment of Water and Sanitary Services. This will require nomination of two Council representatives to the Water Focus Group.

WORK PROGRAMME

As the Assessment of Water and Sanitary Services will become a significant input into the 2006/2016 Long Term Council Community Plan it is proposed to carry out a two stage programme as set out below.

Stage 1

- | | | |
|-------------------------|---|--|
| 16 March 2005 | - | Council meeting to workshop the Assessment of Water and Sanitary Services. |
| 18 April to 18 May 2005 | - | Public consultation and submissions. |
| | - | Special Edition of Waitakere City News to be distributed citywide. |
| | - | Three Community Workshops - New Lynn Community Centre, Civic Centre, Massey Community Centre. |
| | - | Presentations to Community Boards, Te Taumata Runanga, Pacific Islands Advisory Board. |
| | - | Consultation with iwi, Medical Officer of Health, regional stakeholders and the Water Focus Group. |

- 18 May 2005 - Submissions close.
- June 2005 - Council hearings and adoption of the Assessment of Water and Sanitary Services.

Stage 2

- March 2006 - June 2006 - Further consideration and consultation on implementation issues of the Assessment of Water and Sanitary Services through the Long Term Council Community Plan process.

It is recommended that a Councillor be appointed to be Council's spokesperson for the community meetings and any communication issues.

RESOURCES

Provision has been made in the Long Term Council Community Plan for the Assessment of Water and Sanitary Services. The funding allocation covers the cost of various models required and specialist technical input to the assessment.

The resource implications, including the impact on the Funding Policy and Development Contributions Policy, arising from the Assessment of Water and Sanitary Services will be reported to Council through the 2006/2016 Long Term Council Community Plan process.

At this stage the North Shore City Council has not asked for a financial contribution for the declaratory judgement although this will require staff resources.

CONCLUSION

Under the Local Government Act 2002, Council is required to prepare an Assessment of Water and Sanitary Services by 30 June 2005. The draft Assessment of Water and Sanitary Services has identified the following issues for consultation:

- The need to reduce water usage;
- The need to reduce wastewater overflows and improve onsite wastewater management;
- The need to introduce user pays for wastewater in the Inner Drainage Area, it should be noted that residents outside the Inner Drainage Area already pay directly for the septic tank pump outs;
- The need to reduce the adverse effects of stormwater;
- The need to accelerate the Zero Waste strategy;
- The need to secure additional cemetery capacity beyond 2021; and
- No requirement for additional public toilets beyond the currently approved programme.

The draft Assessment of Water and Sanitary Services provides a series of tactical action plans and work programmes to address these issues.

A special consultative procedure is required under the Local Government Act 2002 and a summary of information and statement of proposal has been prepared to enable public consultation concurrent with the draft Annual Plan 2005/2006 consultation process.

RECOMMENDATIONS

1. That the Assessment of Water and Sanitary Services report be received.
2. That the draft Assessment of Water and Sanitary Services summary of information and statement of proposal be publicly notified as required by Section 125 of the Local Government Act 2002.
3. That the form and content of the summary of information and statement of proposal be approved.
4. That any submissions received in response to the summary of information and the Statement of Proposal be heard by the Long Term Council Community Plan and Annual Plan Special Committee concurrently with hearings on the draft Annual Plan 2005/2006.
5. That an Editorial Group be established and authorised to approve documents relating to the Statement of Proposal and make any minor editorial changes required to the Statement of Proposal.
6. That Council appoint two representatives to be members of the Water Focus Group.
7. That a Councillor be appointed to be Council's spokesperson for the community workshops and any other communication issues.
8. That authority be given for Waitakere City Council to become a party to the declaratory judgement being sought by North Shore City Council to clarify Council's powers to charge for wastewater as a user charge based on water supply consumption.

Report prepared by: Tony Miguel, Group Manager: Asset Management.

