



NOTICE OF MEETING

ENVIRONMENTAL MANAGEMENT COMMITTEE

I hereby give notice that an Ordinary Meeting of the Environmental Management Committee will be held on:-

DATE: **Tuesday, 13 August 2002** **TIME:** **9.30 am**

VENUE: **Civic Centre, 6 Waipareira Avenue, Lincoln, Waitakere City**

to consider the business as set out herein and to take any necessary action connected therewith.

7 August 2002

Owena Schuster
COMMITTEE SECRETARY

Telephone (09) 836 8000 extn 8864

MEMBERSHIP:

Councillors	PA	Hulse (Chairperson)
	DA	Yates, JP (Deputy Chairperson)
	DQ	Battersby, JP
	BA	Brady, JP
	JM	Clews, QSO, JP
	RP	Dallow, QPM, JP
	AC	Fenton
	OE	Hoskin, JP
	JP	Lawley
	GE	Nash, JP
	VS	Neeson, JP
	GB	Presland
	GW	Russell
	CA	Stone

Mayor, Bob Harvey, QSO, JP (ex officio)

(Quorum 5 members)

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

**AGENDA FOR AN ORDINARY MEETING OF THE ENVIRONMENTAL MANAGEMENT
COMMITTEE TO BE HELD IN THE CIVIC CENTRE, 6 WAIPAREIRA AVENUE,
LINCOLN, WAITAKERE CITY, ON TUESDAY, 13 AUGUST 2002,
COMMENCING AT 9.30 AM.**

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AGENDA FOR AN ORDINARY MEETING OF THE ENVIRONMENTAL MANAGEMENT COMMITTEE TO BE HELD IN THE CIVIC CENTRE, 6 WAIPAREIRA AVENUE, LINCOLN, WAITAKERE CITY, ON TUESDAY, 13 AUGUST 2002, COMMENCING AT 9.30 AM.

1 APOLOGIES



2 URGENT BUSINESS

Section 46A(7) and (7A) of the Local Government Official Information Act 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 item is a minor matter; 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, why the item is not on the agenda, and why it cannot be delayed until a subsequent meeting; and
- (iii) the Committee resolves to deal with the item.

No resolution, decision, or recommendation may be made in respect of the item except to refer the item to a subsequent meeting for further discussion.

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



3 CONFIRMATION OF MINUTES

Ordinary - Tuesday, 9 July 2002

RECOMMENDATION

That the minutes of the Ordinary Meeting of the Environmental Management Committee held on Tuesday, 9 July 2002, as circulated, be taken as read and now be confirmed.



4 DEPUTATION

Pursuant to Standing Order 37.1 the Chairperson has agreed to receive a Deputation from Waitakere Ranges Protection Society explaining to the committee the work of the Society, the guiding principles that it believes should apply to structure plans, and the measures that should be adopted by Council to protect the Waitakere Ranges.

For the guidance of Councillors, Standing Orders have the following provisions in regard to deputations:

1. Unless the meeting determines otherwise in any particular case, a limit of 10 minutes is placed on a speaker making a presentation, or five minutes each if there are two members of the deputation addressing the meeting.
2. Except with the approval of the local authority or committee, not more than two members of a deputation may address the meeting.
3. After a presentation is received members may put to the deputation any question pertinent to the subject heard, but no member shall express an opinion upon or discuss the subject until the deputation has completed making its submissions and answering questions.
4. The Chairperson may terminate a presentation in progress which is disrespectful or offensive, or where the Chairperson has reason to believe that statements have been made with malice.



5 PRESENTATION - RUTHERFORD COLLEGE AND WEBSITE DEVELOPMENT

Jessica Grinter, a student at Rutherford College will make a presentation as part of EcoWater's focus on environmental education. Jessica recently completed a study on water quality in the Pixie Stream. This presentation will be followed by a demonstration of water-related video images that are part of a new Council website development. This website development, which is about macro invertebrates, will be used by students in particular, as part of stormwater education programmes.



PART I - REGULATORY / ENFORCEMENT

6 LEGAL UPDATE (AS AT 25 JULY 2002)

INTRODUCTION

The following is a list of legal actions in respect of matters within the scope of the Environmental Management Committee, which are currently before the Courts and which are ongoing or have been commenced since the date of the preceding report. The list does not include minor matters such as dog, swimming pools, health and litter prosecutions although advice on any particular such prosecution can be provided to the Committee if it wishes. The dates referred to in the headings are the dates on which appeals, informations or proceedings were first filed in Court.

ENVIRONMENT COURT

APPEALS

Waitakere City Council v Auckland Regional Council (SH16/18) (14 March 2002)

Appeal filed by Waitakere City Council against decision of Auckland Regional Council on earthworks, stormwater and related resource consents sought by Transit for SH16/18.

Several other parties have also filed appeals (namely Transit, John Boyle, Ockleston Family Trust). It now appears that the appeals aside from Waitakere City Council's appeal will soon be settled. Transit has now settled its appeal with Auckland Regional Council, by entering into a consent memorandum which confirms that the total amount to be spent by Transit on mitigatory measures for the entire SH16/18 project is \$768,000. Waitakere City Council is continuing with ongoing settlement negotiations with Transit. Waitakere City Council has recently agreed to resolve that part of its appeal which relates to the Greenhithe side of the motorway project. The basis upon which settlement has been reached is that Transit has agreed to consult with both Waitakere City Council and the North Shore City Council prior to the allocation of the mitigation package of \$768,000. This will ensure that Waitakere City Council has some input into the allocation of the funds. The remainder of Waitakere City Council's appeal remains live.

Selak v Waitakere City Council (7 March 2002) Collett and Nye v Waitakere City Council (8 March 2002)

Appeals have recently filed by the applicant Messrs Selak and their neighbours, Messrs Collett and Nye. Both appeals relate to the operation of the Selaks' Go-kart track on their property at Kennedy's Road, Whenuapai. The Selaks have appealed a condition disallowing use of the track on Sundays and public holidays. The Colletts and Nyes have appealed Council's decision to allow the Go-Kart activity. It has been agreed that further acoustic testing should be done and negotiations are continuing at this stage whilst the parties agree as to the particulars of the noise tests.

PJ Lipsham v Waitakere City Council (24 October 2001)

Appeal against consent conditions imposed for proposed subdivision within Oratia Structure Plan area. The parties have gone through mediation on this issue and have now resolved the appeal, with an agreement reached on amended consent conditions. A consent order has now been issued by the Court confirming this appeal has been resolved.

**Mobil Oil New Zealand Limited v Waitakere City Council (Appeal filed late September/early October 2001)
Henderson Valley Developments Limited v Waitakere City Council (12 October 2001)**

Both the above appeals relate to the proposed 264 residential unit development intended for 2-6 Henderson Valley Road. There are on-going negotiations with the applicant/developer and valuations are currently under consideration.

Estate Homes Limited v Waitakere City Council (31 August 2001) (Sturges Road)

Estate Homes has appealed the financial reserves contribution assessed as payable for the second stage of its subdivision at 13-15 Sturges Road. A cash bond of the amount of the contribution in dispute has been paid and on that basis Council has consented to an Order allowing the subdivision to proceed. The matter has been set down for a hearing of 1½ days when Court time is available, most likely to be in last quarter of this year.

Druker and Michaels v. Waitakere City Council and Anor (9 August 2001)

This is an appeal by AS Druker and AC Michaels against a decision by Council to grant an application for resource consent for an auditorium, youth lounge, administration office, Sunday School rooms and additional car parking at Green Bay Community Church in Vardon Road, Green Bay. Mediations took place on 28 January and 18 February 2002 and did not resolve the matter. The church has issued proceedings in the District Court relating to the use of a right of way shared by the church and the Drukers/Michaels. The Church has now requested that the Environment Court proceedings proceed to hearing prior to the District Court proceedings, the matter is yet to be set down.

Coastal Environments Limited v Waitakere City Council - Coastal Subdivision at Piha (5 March 2001)

This is an application for subdivision consent lodged by Coastal Environments Limited, which was declined by the Council. The Waitakere Ranges Protection Society and several residents groups are parties to the appeal. Coastal are presently considering whether to revise their proposal and this matter will be set down for the next call over list.

Spencer v Waitakere City Council - Lone Kauri Road, Karekare (29 August 2000)

This is an appeal by Mr Spencer against a decision of the Council to refuse consent to allow a subdivision of his property located at Lone Kauri Road, Karekare. Both Waitakere Ranges Protection Society and several residents groups are parties to the appeal. A mediation between all parties took place on 28 November 2001, where it was agreed that a further mediation would take place following an agreed process to obtain further information. Negotiations are continuing at this stage, with an on-site meeting to be arranged.

HIGH COURT APPEALS

Waitakere City Council v Kitewaho Bush Reserve Company Limited and Ors (Filed 22 January 2002)

Kitewaho Bush Reserve Company Limited and Ors v Waitakere City Council (February 2002)

These proceedings involve applications for declarations and enforcement orders by Kitewaho and associated companies relating to 8 different subdivision applications and related applications for certificates of compliance. On 18 October 2001 Judge Treadwell released an interim decision rejecting Kitewaho et al's declaration and enforcement applications, and essentially finding in Council's favour.

In December 2001 the Court released its final decision. In that decision the Court found that the proceedings issued by Kitewaho and related companies were an abuse of process and largely misconceived. Costs were reserved. In other words, Council was successful in its defence of all aspects of these proceedings (other than certain findings by the Court in relation to Section 91 and Section 92 of the Resource Management Act).

At a meeting of Council on 19 December 2001, it was resolved that an appeal should be lodged to the High Court to clarify the Court's decision in relation to matters of interpretation of the Resource Management Act. That appeal was filed on 22 January 2002 and has been served on the other parties involved (ie. Kitewaho and related entities and the Auckland Regional Council).

Kitewaho and related entities has now served its own appeal on Council. Council has applied for security for costs and to admit some new evidence. These applications will be heard by the Court once Kitewaho has amended its appeal.

Separate to the above High Court appeals, both Waitakere City Council and the Auckland Regional Council have applied to the Environment Court for substantial costs against Kitewaho and related entities. The Court has deferred any decision on the costs application pending the outcome of the above High Court appeals.

Estate Homes Limited v Waitakere City Council (28 March 2002) (Ranui Station Road)

Appeal against consent conditions imposed for proposed subdivision at Ranui Station Road. The appeal primarily relates to financial contribution conditions imposed, as well as certain conditions relating to the provision of infrastructure (water mains and roading). The parties have been involved in negotiations over the appeal, but have not resolved matters. The matter has recently been set down for hearing in the Environment Court when Court time is available, expected to be at the end of this year.

ENFORCEMENT ORDERS

Derek Moors - 17 Erangi Place, Bethells Beach (17 May 2000)

An application by Council for enforcement orders against Mr Moors for the presence of unpermitted dwellings, buses and caravans on the property for a long period. The caravans and buses have been used periodically to provide semi permanent rental accommodation. The Enforcement Order proceedings have been adjourned after Mr Moors made an application for resource consent.

The application submitted seeks to provide a central ablutions block and regularisation of disposal of waste from the existing buildings. This application is opposed by some local residents. A joint hearing (along with the Auckland Regional Council) occurred as scheduled on 24 May 2002. A decision was released on 6 June 2002 that granted consent in part, limited to the retention of three established buildings. Mr Moors has not appealed the decision relating to the consent. Counsel for Mr Moors and the Waitakere City Council are negotiating whether enforcement orders can be made by consent. It is hoped that enforcement orders that reflect the resource consent granted can be made by agreement.

Waitakere City Council v Borrett - Sunnyvale Road, Red Hills

Application for Enforcement Orders in relation to an alleged illegal landfill site in Sunnyvale Road. A search warrant and an Order to inspect the property were obtained from the Court in September 2001 and Council officers have since inspected the property. As a result of that inspection, amendments to the Enforcement Orders being sought were made. An agreed settlement has now been reached in principle with final details being resolved and final Enforcement Orders ultimately to be issued by the Court, that will include cessation of the works and mitigation measures.

PROSECUTIONS

Barry Cargill - 58A Rauhuia Crescent, Huia (17 May 2001)

Informations have been laid against Mr Cargill under CRN Nos.1090017265 & 66 in relation to the clearance of bush in the Coastal Natural Area. The matter was set down for a depositions hearing on 14 June 2002, at which time the defendant conceded that he had a case to answer. The defendant's representatives and Council are finalising a replanting plan to remedy the damage caused on the property. The matter has been set down for a provision trial date of 16 September 2002 and for call over on 20 August 2002 at 9.15 am. There are indications at this stage that Mr Cargill may change his plea to guilty. The defendant was committed for trial. In the interim, Council met with the defendant's representatives to discuss an appropriate replanting plan to remedy the damage caused on the property.

J and D Gionis / Jayel Contracting Limited - 69 Trig Road (7 November 2001)

Mr and Mrs Gionis and Jayel Contracting have been charged with permitting and/or undertaking earthworks on the property without consent. Jayel Contracting Limited have pleaded guilty to carrying out those earthworks. The Gionis have pleaded not guilty and the matter has been set down for a two day hearing on 23 and 24 September 2002. Jayel Contracting Limited will be sentenced once the Gionis matter is decided.

Graham Gordon - 202 Shaw Road, Titirangi (7 July 2001)

On 16 November 2001, a number of informations were served on Mr Gordon in relation to breaches of the Resource Management Act for allowing car bodies to be stored on his property and allowing multiple household units to be established. Council alleges that these activities are contrary to the District Plan and to Enforcement Orders made against Mr Gordon by the Court in 1993. Mr Gordon has intimated a not guilty plea to all charges. This has been set down for a pre-trial conference on 23 August 2002.

Graham Gordon - 202 Shaw Road, Titirangi (7 July 2001)

On 16 November 2002, two informations in relation to breaches of the Building Act 1991 were served on Mr Gordon in relation to the alleged construction of a workshop on his property without building consent. The matter is set down for a formal proof hearing on 5 September 2002.

Borrett Prosecution - 49 Sunnyvale Road, Red Hills (3 June 2002)

Breach of alleged vegetation clearance, earthworks and interim enforcement orders. The Borretts have not entered a plea. The matter has been adjourned until 30 August 2002.

HIGH COURT - APPEALS FROM PROSECUTIONS

Aik Law and Kim Lai - 34 Rathgar Road, Henderson (21 August 2001)

These defendants rented an unsanitary building, previously a garage, to a family of six for a period of four years and three months. On 25 May 2001, they were convicted in the Waitakere District Court pursuant to CRN Nos.0090028151 & 52 and sentenced to total fines of \$40,500. The defendants subsequently appealed by the conviction and sentence. The High Court has now decided on what further evidence can be produced at the appeal. The matter is set down in the High Court for 24 to 26 July 2002. A decision will be released in due course.

Abatal Limited - 374-376 Henderson Valley Road

On 28 June 2002 the Auckland High Court dealt with an appeal by Abatal Limited from a Waitakere District Court decision ordering the company to pay a fine of \$20,000 for an offence under the Building Act. The offence related to a large greenhouse approximately 5,400m² in size which the appellant built without a building consent in 2001. The High Court upheld the fine and dismissed the appeal.

In doing so the Court commented on the need for deterrent fines so as to encourage business people to comply with the Act, and these comments will be useful for further cases.

This case represents the highest single fine and fine for building without a consent upheld by the High Court in New Zealand.

RECOMMENDATION

That the information be received.

Report prepared by: Catherine Knight and John Watson, Contract Solicitors.



PART II - ENVIRONMENTAL MANAGEMENT

7 VEHICLE FLEET MODEL FOR WATER

PURPOSE OF THE REPORT

The purpose of this report is to introduce the Vehicle Fleet Model for Water project and provide a short presentation to the Environmental Management Committee.

BACKGROUND

Recent work on water quality issues and the impact of road transport identified a need to better define the effects on aquatic environments and to identify pollutant sources, including vehicle traffic. Defining these relationships will enable local authorities and road controlling authorities to establish work programmes to mitigate the adverse effects of road transport.

A report detailing the scope of this project was presented to the Environmental Management Committee meeting of 9 April 2002.

The project has the following objectives:

- To develop a process to assess and predict the contribution of road transport emissions to water pollution, inclusive of other non-vehicle emission sources, in any given localised urban situation;
- To develop a user-friendly, interactive Environmental Capacity Analysis software model that will allow this process to be applied in any New Zealand urban situation; and
- To ensure the model can accurately represent the consequences of the main range of vehicle technology, road and drainage network/transportation management and urban demographic developments, and their changes over time.

STRATEGIC CONTEXT

The Vehicle Fleet Model for Water project will contribute strongly to a wide array of strategic themes and objectives influencing stormwater and environmental management in Waitakere City. In particular, this project will significantly underpin the Vision of Waitakere City's *Comprehensive Urban Stormwater Management Strategy*, and enable tangible progress to be made on 7 of its 10 main objectives:

- **Objective 1:** To achieve a multidisciplinary, co-ordinated approach to address all aspects of stormwater management in Waitakere City.
- **Objective 2:** To protect and enhance the quality and quantity of freshwater and marine habitats.
- **Objective 3:** To reduce the adverse effects of point-source contamination.
- **Objective 4:** To reduce the adverse effects of non-point-source contamination.
- **Objective 7:** Plan and provide stormwater infrastructure ahead of development.
- **Objective 8:** To achieve hydraulically neutral development which maintains the natural water balance as much as possible.
- **Objective 10:** To protect and enhance community access to and enjoyment of freshwater and marine environments.

PROJECT OUTPUTS

Vehicle Fleet Model for Water provides an inventory framework that relates contaminant emission rates with vehicle technology and how they operate in local traffic conditions. These are linked to the layout of the local road network to calculate the spatial distribution of emission loadings and where the contaminants are deposited in the receiving environment.

The end product is an integrated model that relates emissions source to environmental effects, defined around the actual configuration of the particular urban form. This results in the Environmental Capacity Analysis tool that defines the limits of local ecosystems in handling emissions loadings. This in turn enables understanding of the balance for sustainability, and the possible future trends in this balance through urban development and evolution in vehicle fleet. Part of the benefits of this tool is that it draws together a huge volume of information, including that information collated for the New Zealand Vehicle Fleet Model, in a consistent and integrated way. It provides an ability to consider the relative emission contributions on a source-by-source basis within a defined urban area. It will automatically provide environmental indicators, for any change in the urban form, roading and traffic activity.

The Vehicle Fleet Model for Water project will deliver a level of integrated planning hitherto unseen anywhere in New Zealand, as the combined influences of traffic congestion, air and water pollution, stormwater quantity and quality, urban village design and road safety are brought together under one suite of modelling software. It also incorporates fuel consumption/carbon dioxide emissions for climate change policy analysis. The benefits to Waitakere City and other local authorities around the country will be significant and previously unplanned benefits are still being identified.

The New Zealand Fleet Model for Water will deliver the following benefits:

- The ability to assess and predict the contribution of road transport emissions to water pollution, inclusive of other non-vehicle emission sources;
- A nationally standard means of optimising vehicle pollution controls and national fleet profiles;
- An invaluable tool in planning toward minimising traffic congestion and the associated air and water pollution caused;
- A means of tracking, and thereby controlling, vehicle-related contaminants as they leave the source, move through waterways, and finally accumulate in receiving waters; and
- A strategic planning tool to assist local governments in developing 'urban village' and other demographic concepts, and ensuring pollution is dealt by the polluter before it leaves their site.

WORK PROGRAMME

The next steps in the work programme are as follows:

- Completion of technical development by August 2002;
- Development of formal consultation with regulators and other Territorial Local Authorities thereafter; and
- Validation of the model against empirical data during 2002/2003.

RESOURCES

The development of the Vehicle Fleet Model for Water model and associated processes and supporting documentation is totally funded by the Ministry of Transport.

The minor cost impacts to Waitakere City Council are:

- Limited staff time involved in providing information and access to Council systems; and
- There is provision within the budget for an independent project manager to facilitate communication and information transfer.

PRESENTATION

A short presentation of the Vehicle Fleet Model for Water project will be made at the Environmental Management Committee meeting on 13 August 2002 by Ministry of Transport staff.

The presentation will focus on the Vehicle Fleet Model for Water and the Environmental Capacity Analysis concept as tools for developing a policy response to this issue.

CONCLUSION

The Vehicle Fleet Model for Water project will provide a national standard planning tool for minimising the effects of contaminants associated with vehicle transportation and the effects on air and water quality in Waitakere City and other national Territorial Local Authority areas.

The Vehicle Fleet Model for Water offers major benefits to Waitakere City as the chosen case study, including:

- The ability to assess and predict the contribution of road transport emissions to water pollution, inclusive of other non-vehicle emission sources;
- An invaluable tool in planning toward minimising traffic congestion and the associated air and water pollution caused;
- A means of tracking, and thereby controlling, vehicle-related contaminants as they leave the source, move through waterways, and finally accumulate in receiving waters; and
- A strategic planning tool to assist local governments in developing 'urban village' and other demographic concepts, and ensuring pollution is dealt by the polluter before it leaves their site.

RECOMMENDATIONS

1. That the report be received.
2. That the presentation of the Vehicle Fleet Model for Water by the Ministry of Transport be received.

Report prepared by: Tony Miguel, Manager: EcoWater.



8 SHOPPING TROLLEYS - ABANDONMENT AND DUMPING

PURPOSE OF THE REPORT

The purpose of this report is to provide the Committee with an update on the issue of the abandonment and dumping of shopping trolleys.

BACKGROUND

A report on the issue of shopping trolleys being dumped in streams was considered by the Committee at its meeting of 12 March 2002, when it resolved:

- “1. That the following Action Plan be implemented and be reviewed by November 2002:
 - Advocacy for shopping trolley control devices and liaising with supermarkets on the wider issues;
 - Communication and publicity;
 - Enforcement of existing bylaws;
 - Monitoring of trials conducted by supermarkets.
2. That Cr Brady and Mr DB Shaw, JP, be appointed to advocate at regional and national levels for the control of shopping trolleys.
3. That Council advocates directly to major retailers regarding:
 - a) adoption of a device that precludes removal of a shopping trolleys from car parks; and
 - b) establishing a better collection system for trolleys.”

406/2002

“That the Chief Executive be requested to report to this Committee on the process for introducing a bylaw to control depositing shopping trolleys in public places, the report to include a draft of a suitable bylaw.”

407/2002

STRATEGIC CONTEXT

Addressing the issue contributes to a number of Council's strategic objectives, as shown below:

Objectives	Goal
Urban Villages - Objective 2: Amenity and Heritage	Town centres and neighbourhoods to be attractive and enjoyable places, each with their own identity and valued heritage.
Green Network - Objective 1: Native Ecosystem Improvement	The City's native plants, animals and their ecosystems to be cared for and protected. Stream and coastal areas to be replanted and protected from erosion and natural links and wetlands to be re-established.
Solid Waste - Objective 5: Litter Services and Illegal Dumping	To provide litter services where they are most needed and to minimise littering and illegal dumping.

ISSUES

The dumping of shopping trolleys has a number of adverse effects which are discussed below.

Environmental

Trolleys cause adverse effects on the habitat of aquatic ecosystems in streams, acting as a barrier to the passage of fish and invertebrates by trapping them. As a consequence they are not able to reach breeding grounds and populations are reduced.

Cost

There are significant costs associated with the illegal dumping:

- To the consumer: trolleys cost \$300 to \$400 each and it is estimated that it is costing supermarkets in the City up to \$50,000 per year for the replacement of lost trolleys. In addition, supermarkets employ staff to collect trolleys and these costs are then passed on to consumers.
- To the ratepayer: the cost of removing City-wide from streams and roads is estimated to be up to \$30,000 per year.

Visual

- Dumped trolleys reduce the amenity value of streams.
- Shopping trolleys abandoned on footpaths give an untidy appearance to the City's streets and at times cause a hazard to pedestrians.

IMPLEMENTATION OF ACTION PLAN

Progress to date is as follows:

- EcoWater and Solid Waste have both communicated with supermarket and shopping mall management on a number of occasions in an attempt to establish a proactive solution to better control shopping trolleys. To date, no effective action has been undertaken by supermarket management in Waitakere City to prevent shopping trolleys being removed from their property.
- Positive feedback has been received on the effectiveness of a trial of control devices at the Glen Innes Pak'n'Save. The trial proved very effective and the supermarket has now purchased the system outright for approximately \$30,000. A brief presentation on these devices will be provided at the meeting by a supplier.
- The shopping trolley problem has been communicated to the public through a number of newspaper articles.
- A legal review has been initiated to determine Council's ability to use existing bylaws to enforce control of trolleys.

Enforcement

Council has advocated for the use of control devices. Now that a local trial has proven these to be effective, further incentive is required to ensure control of shopping trolleys.

It has become apparent from the low level of interest of supermarkets and shopping malls that enforcement of regulation is required to provide this incentive.

CHARGE FOR HANDLING AND STORAGE

Solid Waste proposes the introduction of a \$40 charge per trolley for the recovery of trolleys. The charge would assist with recovery, handling and storage costs associated with trolleys.

RESOURCE CONSENT CONDITIONS

A policy could be established by Consent Services to require installation of control devices as a condition of any new shopping mall and supermarket resource consents.

Bylaw Amendments

The legal advice is that the provisions of Waitakere City Council General Bylaw No. 4 (1990) – Chapter 1 and Chapter 2 would need to be made clearer. A report on this issue will be submitted to the Committee in September 2002.

Based on the outcome of the bylaw review, it is proposed that enforcement by way of imposing a significant fine for each trolley found abandoned or recovered could be introduced.

CONCLUSION

Although communication with supermarkets and shopping malls has failed to initiate control of shopping trolleys, there will be further communication to advise that:

- Control devices have proven to be effective.
- Enforcement is required to provide incentives for supermarkets and shopping malls to introduce sufficient control systems. This may require development of a new bylaw.
- Council is considering a charge to recover handling and storage costs for trolleys.

A policy could be established to require installation of control devices as a condition of any new shopping mall and supermarket resource consents.

RECOMMENDATIONS

1. That the information be received.
2. That the issue of bylaw amendments to control the abandonment and dumping of trolleys, including fines and recovery costs, be reported back to the Committee at its 10 September 2002 meeting.

Report prepared by: Tony Miguel, Manager: EcoWater.



9 **ENERGY EFFICIENCY ASPECTS OF THE CITIES FOR CLIMATE PROTECTION PROGRAMME**

PURPOSE OF THE REPORT

The purpose of this report is to outline the energy efficiency aspects of the Cities for Climate Protection Programme, as requested by this committee through resolution 907/2002.

BACKGROUND

On 12 March 2002 this committee resolved to adopt the international Cities for Climate Protection programme for Waitakere City and to continue discussions about the national establishment of such a programme by Local Government New Zealand.

Staff are compiling a Greenhouse Gas Emissions Inventory as the first step of the Cities for Climate Protection programme.

The international Cities for Climate Protection programme has been running successfully for a number of years and is well established in Australia. 149 Australian Councils participate in the programme and internationally the programme has over 370 member Councils.

Discussions have also continued with Local Government New Zealand about the establishment of a national programme. Cabinet has approved that a national programme based on the Cities for Climate Protection programme will be established and this is likely to be co-ordinated by Energy Efficiency and Conservation Authority. However the detailed funding has not yet been approved and there are likely to be considerable delays caused by the earlier than expected national election.

STRATEGIC CONTEXT

Climate protection is an integral part of the Eco City philosophy and is acknowledged internationally as a priority, especially by those cities committed to Agenda 21. It can be expected that the New Zealand government will ratify the Kyoto protocol and therefore commit New Zealand to greenhouse gas emission reductions later this year.

Energy efficiency is closely related to climate protection and Waitakere City Council has been active in this area for some time.

ENERGY EFFICIENCY AND THE CITIES FOR CLIMATE PROTECTION PROGRAMME

In 1999 38% of New Zealand's greenhouse gas emissions came from the energy sector. The largest source of emissions (54%) came from the agricultural sector, mainly in the form of methane. However there are currently no known methods for the reduction of methane emissions from the agricultural sector, except to reduce stock numbers. The energy proportion of New Zealand's emissions therefore presents the best opportunity for reductions.

Methane emissions from agriculture are likely to be a relatively small part of Waitakere City's emissions profile because of the largely urban nature of the city. It can therefore be argued that our management of energy use has the biggest impact on our emissions.

The Cities for Climate Protection programme aims to reduce greenhouse gas emissions from the waste and energy sectors because these are the areas that can be best influenced by local authorities. The energy sector includes electricity and other fuels used in homes and industry; and energy used in transport.

Waitakere City Council already engages in a number of initiatives that help to reduce greenhouse gas emissions through energy efficiency. Examples are the establishment of park and ride facilities and the installation of photovoltaic panels on the Massey library. The Cities for Climate Protection framework will help to establish sound baseline data that will allow us to monitor progress and to target such initiatives more effectively.

The Cities for Climate Protection focuses heavily on political and management buy in and provides a strategic framework for energy efficiency that will help develop sound policy and action plans. The step by step programme will ensure that policies and initiatives are based on sound analysis of greenhouse gas emissions data and external co-ordination will help to ensure continuity of the programme.

Internationally the Cities for Climate Protection offers guidance and information exchange. Some Australian energy efficiency examples that resulted out of Cities for Climate Protection are:

- Park and ride developments.
- Promotion of car free days.
- Provisions of energy audits for residential homes.
- Demonstration projects on public buildings, such as photovoltaic cells.
- Street lighting audits and upgrades.

Further information and Cities for Climate Protection case studies can be viewed on www.iclei.org/ccp-au.

Reducing Council's corporate emissions is an integral part of the programme. The main purpose of this is to lead by example and to enthuse others through well publicised demonstration projects. Ensuring that Council operations are energy efficient will help reduce greenhouse gas emissions and save money on electricity and fuel bills. There are close links between the Cities for Climate Protection programme, the triple bottom line project and the corporate sustainability programme.

Initiatives planned for the current financial year include:

- Completion of the Waitakere City greenhouse gas emissions inventory.
- Review of Council policy in relation to climate change.
- Planning of new initiatives to reduce greenhouse gas emissions.
- Benchmark and monitor Council's energy use through new energy management software.
- Reporting on Council's energy use and CO² emissions in the triple bottom line report.
- Ensuring energy efficiency in new Council buildings and Council funded buildings, such as the Glen Eden library and the Waitakere Sports Complex.
- Continuation of regional transport work.
- High profile demonstration projects, such as the installation of solar panels on the Massey library.
- Promotion of energy efficiency to the public through initiatives such as the Auckland Home Show 2002 stall in partnership with Building Research Association of New Zealand and Energy Efficiency and Conservation Authority.

Internationally there is recognition that there are many positive opportunities for business arising out of climate change challenges.

RESOURCES

The resources to deliver the programme outlined above are included in the 2002/2003 Annual Plan.

CONCLUSION

Energy efficiency is the main aspect of the Cities for Climate Protection programme. The Cities for Climate Protection programme builds on the energy efficiency work already underway at Council, but will offer additional benefits.

- The programme will allow Council to better focus its efforts and to re-evaluate present policies, because decisions are based on measurements.
- International information exchange will ensure that Council has access to up to date case studies on Councils further ahead in the programme.
- The emphasis on political and management buy in and on the promotion of member Council's initiatives is likely to raise the public profile of this Council's already extensive energy efficiency work.
- Outside co-ordination will help ensure continuity of the programme over time.

It can be expected that energy efficiency demonstration projects will form a major part of the programme.

RECOMMENDATION

That the information be received.

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



10 PROPOSED PLAN CHANGE 1 - RE-IDENTIFICATION OF LAND AT 1 AND 1A GLENDALE ROAD FROM OPEN SPACE ENVIRONMENT TO COMMUNITY ENVIRONMENT

PURPOSE OF THE REPORT

The purpose of this report is to seek the approval of the Environmental Management Committee to promulgate a change to the Proposed District Plan as soon as it is made operative.

The proposed Plan Change (1) relates to a site on the western corner of Glendale and West Coast Roads, locally known as 'Glen Eden Green', and seeks to change the existing Human Environment classification from Open Space Environment to Community Environment.

A1

A copy of the proposed Plan Change (solely comprising a change to the District Plan Maps) as attached at page A1 in the Attachments supplement.

BACKGROUND

The site at 1 and 1A Glendale Road is comprised in two lots, with a total area of 1617m². The land is currently identified as Open Space Environment under the Proposed District Plan, although the land is not a reserve.

In October 2001, the Council resolved to transfer the land to Waitakere Properties Limited (minute 2442/2001), to enable it to be used in conjunction with the adjoining site to the south to facilitate a comprehensive commercial development. In particular, it was envisaged that the land would primarily be used for car parking associated with the proposed development of a medical centre on the adjoining site, and for additional parking required to serve other users in the vicinity such as the Playhouse Theatre.

It is apparent that the current zoning of the land (as Open Space Environment) would not be appropriate if the land is to be developed for commercial activities.

STRATEGIC CONTEXT

The proposed Plan Change would enable the use of 1 and 1A Glendale Road for commercial development. The nature of development that is proposed would provide enhanced community-based health facilities in Glen Eden, and has the potential to contribute significantly to the development of the town centre in a manner that is consistent with the Council's strategic direction.

The land in question is not a park or reserve, and therefore the Parks Strategy is not a relevant consideration in this instance.

There are also strategic considerations relating to the timing of the proposed Plan Change. The Committee will be aware that there are only a few references (appeals) still outstanding in relation to the Proposed District Plan and, as such, there is a good prospect of making the District Plan operative towards the end of September 2002. An operative plan will considerably simplify district plan administration functions as well as being an important milestone in what has been a long process over many years. None of the outstanding appeals relate to the subject site or any policy, objective or rule relating to the Open Space or Community Environments. Given the importance of making the Proposed District Plan operative, no further variations to the Proposed Plan will be promulgated.

The re-identification of the land at 1 and 1A Glendale Road from Open Space Environment to Community Environment would therefore be promulgated as a Plan Change to the Operative District Plan. Proposed Plan Change 1 would be publicly notified as soon as possible after the Proposed District Plan is made operative.

STATUTORY REQUIREMENTS

Section 73 of the Resource Management Act 1991 provides for changes to District Plans. The First Schedule of the Act sets out the process that must be followed for plan changes.

The Council must have regard to Section 74 when changing its District Plan. Section 74 states as follows:

- “(1) A territorial authority shall prepare and change its district plan in accordance with its functions under section 31, the provisions of Part II, its duty under section 32, and any regulations.*
- (2) In addition to the requirements of section 75(2), when preparing or changing a district plan, a territorial authority shall have regard to -*
- (a) Any -*
 - (i) Proposed regional policy statement; or*
 - (ii) Proposed regional plan of its region in regard to any matter of regional significance or for which the regional council has primary responsibility under Part IV; and*
 - (b) Any -*
 - (i) Management plans and strategies prepared under other Acts; and*
 - (ii) Relevant planning document recognised by an iwi authority affected by the district plan; and*
 - (iia) Relevant entry in the Historic Places Register; and*
 - (iii) Regulations relating to ensuring sustainability, or the conservation, management, or sustainability of fisheries resources (including regulations or bylaws relating to taiapure, mahinga mataitai, or other non-commercial Maori customary fishing), -*
to the extent that their content has a bearing on resource management issues of the district; and
 - (c) The extent to which the district plan needs to be consistent with the plans or proposed plans of adjacent territorial authorities.*
- (3) In preparing or changing any district plan, a territorial authority must not have regard to trade competition.”*

Section 5 of the Act sets out its purpose as follows:

- “(1) The purpose of this Act is to promote the sustainable management of natural and physical resources.*
- (2) In this Act, "sustainable management" means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety while -*
- (a) Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
 - (b) Safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and*
 - (c) Avoiding, remedying, or mitigating any adverse effects of activities on the environment.”*

Case law has emphasised the importance of Section 5 of the Act when considering changes to the zoning of land. In the case of *Cornwall Park Trust Board Inc v Auckland C.C.* (A058/97 2 NZED 360), the Environment Court held that "In considering the rezoning of land the test is whether the zoning is appropriate for the purpose of, and in terms of, the Resource Management Act." (.)

Section 75 requires consistency with a regional policy statement. In addition, Section 32 imposes a statutory responsibility to evaluate the options available to achieve the Council's particular objectives or policies.

DISTRICT PLAN CONSIDERATIONS

As noted the subject land is in the Open Space Environment, and also falls within the General Natural Area. The District Plan describes the Open Space Environment as "areas of publicly owned open space ranging from the large park areas in the Waitakere Ranges to the small local parks in the urban area." The rules for the Open Space Environment have been designed to reflect the City's recreation strategies and Reserve Management Plans. Therefore development on Open Space Environments within the City is generally a permitted activity when there is an Operative Management Plan.

Reserve Management Plans are required under the Reserves Act 1977 to be prepared for all reserves, and are a tool for managing the development and operation of parks, in conjunction with the rules of the Open Space Environment and Natural Area rules in the Proposed Plan. When there is no Reserve Management Plan for a reserve or public open space all buildings are deemed to be a non-complying activity under the rules of the Open Space Environment in the Proposed Plan. The land at 1 and 1A Glendale Road is not vested as a reserve under the Reserves Act 1977, and has no Reserve Management Plan.

The Community Environment includes the town centres and other smaller areas, which are the focus of shopping, service, recreational and communal activities. The development controls in the Community Environment are designed to protect residential activities, by requiring a 6m setback from the boundary as well as fencing and landscaping where commercial land adjoins sites in the Living Environment. Other effects, which require management are noise from garage doors, loading bays, fans and air conditioning equipment. Other rules are concerned with providing a level of amenity for pedestrians by requiring canopies or verandas, seating or pedestrian areas and the provision of display space by not having blank facades. Parking associated with a development is required to be landscaped. Noise controls are also applicable to activities adjoining Living Environments.

SITE AND CONTEXT

Site History

Historically the Glen Eden Post Office was located on the site. In 1989 following the divestment by the crown of its postal services to New Zealand Post Limited (a state owned enterprise) the land was transferred to the Glen Eden Borough Council, and the new Post Shop relocated to 254 West Coast Road. The Post Office was subsequently demolished. During this time the land was zoned Commercial B under the Glen Eden Section of the Transitional Waitakere City District Plan. The zoning of the land was effectively changed at the time the Proposed District Plan was notified in 1995, when the site was identified as Open Space Environment.

Site Description And Character Of Local Environment

The subject site is at the western extremity of the existing Glen Eden town centre. The shopping precinct of Glen Eden town centre is located in the block bounded by West Coast Road, Captain Scott Road, Glen Mall and the eastern side of Glendale Road. Glen Mall has been repaved and landscaped to provide a safer pedestrian environment while accommodating local traffic and parking. The pedestrian connections between shops in West Coast Road and the Mall have also been paved and landscaped with planting and art works. New medium density housing has been built behind the existing shops on Oates Road.

There are no retail activities on the western side of Glendale Road. Instead there are community uses, which previously included the Glen Eden Library, which was located in a two-storey building adjacent to the southern boundary of the site, the Returned Servicemen's Association and the Playhouse Theatre. A church is located behind the former library building. To the west of the site along West Coast Road there are two residentially developed properties and then another church. There are industrial activities immediately opposite the site in West Coast Road, and a parking lot further east. The Glen Eden railway station is located at the eastern end of the town centre.

The subject site has been maintained as a small gently sloping grassed open space. Apart from a small brick toilet block with a tiled roof located on the site beside the southern boundary, and two picnic tables set on concrete pads close to the front boundary with Glendale Road, the site is otherwise undeveloped. Landscaping includes six exotic trees adjacent to, and 3m from, the western boundary and two along the frontage with West Coast Road. There is also an evergreen tree (Queensland Box), at the northeast corner of the site and two plane trees in the berm in Glendale Road. A hedge of pittosporum tenuifolium trees is located along the western boundary against a 1.8m high close-boarded fence.

ENVIRONMENTAL CONSIDERATIONS

Amenity / Landscape Aspects

The subject site is not well integrated with the existing town centre given that it is separated from the shops and it is necessary to cross Glendale Road to use it. While it provides a pleasant open space, the facilities for users are limited to the public toilets and two picnic tables and associated seating. There is no shelter from the weather and it is located at the intersection of two major roads, which makes it noisy and potentially dangerous for pedestrians and park users, particularly children. The existing close boarded fence and hedge of pittosporum tenuifolium shrubs currently provides privacy to the residential development on the property adjoining the subject site.

The rules of the Community Environment in the District Plan require buildings to be set back 6m from the boundary of the Living Environment. This would ensure that future buildings on the subject site did not limit daylight and sunlight access into adjoining property, which is somewhat necessary in that there is no height control for buildings in the Community Environment. The provision of on site parking is usually the determinant of the size and scale of any future building. Other requirements of the Community Environment rules that would apply to the future development of the site are for a 6m high close boarded fence and a 1m wide planted strip alongside the fence. Therefore the existing hedge and fence would either be retained, ensuring the continuity of existing privacy for the adjoining residential property, or similar screening provided. It should be noted that parking could be provided to within one metre of the boundary with the residential property, but the fence would provide screening.

Currently the landscaping on the site is simple being grass with a row of six deciduous trees about 3m high close to the western boundary, two along the frontage and an evergreen exotic tree on the corner and two behind the public toilets. Without any plans of the future proposed development the retention of the trees on the site cannot be ascertained. The City Projects Manager has indicated that the future development of the land will need to maintain the open character of the frontage with West Coast Road and increase the landscaping to improve the amenity of the street. Although the intersection is now controlled by traffic lights, any future planting would also need to maintain sight lines. The use of species that are compatible with the landscaping theme in the Glen Eden town centre would also be appropriate.

The rules require the provision of landscaping in association with car parking. It is a permitted activity for 5 - 20 cars if 10% of the area in car parking is landscaped. However given that there is a road widening designation along the West Coast Road frontage of the site, and this land cannot therefore be used for parking, it could provide additional landscaping in the interim. Thus an additional 98m² of landscaping could be provided.

Traffic / Transport

Glendale and West Coast Roads are part of the major road network in the City as they are both classified as District Arterial roads in the District Plan. The intersection is now controlled by traffic lights. There is a 2.6m wide road widening designation along the West Coast Road frontage of the site and the Transport Assets Section of the Council have requested that it be retained. The Transport Assets Section of Council was asked to comment on the traffic implications arising from the proposed change of zoning. In terms of a potentially more intensive use of the site, they have advised that any future vehicle access would need to be provided as far away as possible from the intersection. The existing vehicle crossing at the western end of the frontage on West Coast Road would satisfy this requirement. Any new access from Glendale Road would also need to be located away from the intersection.

Infrastructure

The site is connected to the public water and wastewater systems. There is no stormwater reticulation serving the site other than to the kerb and channel on West Coast Road. Stormwater from the site would be required to drain to the stormwater system to the west located at 290 West Coast Rd. Consent from the affected property owners is required for a new stormwater drain to be constructed to the site. Consent and construction is the responsibility of the applicant. Stormwater quality treatment is also required for development of the site, particularly so if a car park is proposed.

Noise

The site is on the corner of an intersection of two major roads, and there is the usual vehicle noise associated with the stopping and starting of vehicles at the traffic lights and the movement of vehicles on both roads. There is currently no protection or screening for users of the park from the traffic noise. If the land is rezoned to Community Environment a building on the site could be designed to reduce the internal impact of noise, if it was considered necessary. However, acoustic insulation is only a requirement of the City Wide rules of the District Plan if it is a residential use. The amenities of the adjoining residential property would be protected by the rules of the District Plan, which do not allow vehicle access doors or loading bays, fans, or air conditioning equipment within 20m of the boundary of a Living Environment.

Cultural / Heritage

There are no known archaeological or heritage issues associated with the land. These are not therefore a constraint to any development option.

Social / Economic

The subject site currently provides visual amenity to the streetscape, particularly for the motoring public as well as limited opportunities for passive recreation. The public toilets require modernising and are not well located with respect to shoppers in the Town Centre. They would be replaced by facilities in the proposed new library. The provision of landscaping along the front of the site would ensure the visual amenities of the streetscape were retained albeit in a different manner. The proposed pedestrian precinct, which would be provided in front of the new library building, would provide a more conveniently located area for passive recreation.

DISTRICT PLAN POLICIES

It is considered that the subject land does not meet the requirements of the Policies of the Proposed District Plan with respect to the provision of open space. Policy 10.7 states:

“New public and semi-public spaces should be designed in a way that ensures the safety of all users and, in particular, should provide for:

- *overlooking (surveillance) of public and semi-public spaces from surrounding buildings during the day and where possible at night;*
- *direct and efficient movement routes through such spaces;*
- *adequate signage indicating connections with other routes, and the location of the space within the surrounding area for public reserves, walkways, and within Community Environments;*
- *adequate lighting;*
- *integration of pedestrian systems with vehicle routes;*
- *the minimisation of any physical barrier to the reasonable movement of people within any public space.”*

Currently there is reasonable surveillance of the subject land from passing motorists and pedestrians but there are no buildings directly overlooking the site. The land is not conveniently located for shoppers given that access to it requires crossing Glendale Road. The subject land is not well integrated into the Town Centre because its location does not provide a focus for passive recreation. Furthermore, once the Glen Eden Library is relocated to the corner of Glenmall and Glendale Roads, the land will be even more isolated from potential users.

Policy 11.5 states:

“New public open space should be designed and located in a way that:

- *minimises isolation and separation of such space from public roads;*
- *maximises access to local neighbourhoods (where that is compatible with the role such open space may have within the Green Network);*
- *where possible, creates or contributes to a neighbourhood focal point;*
- *ensures, where appropriate, integration with the objectives and policies relating to the Green Network;*
- *enhances practical public access linkages between areas of public open space, roads, and to and along waterways and the coast;*
- *enhances the amenity values of the surrounding Environment and neighbourhood character.”*

It is considered that although the subject site has some amenity value, the new open space in front of the library could better achieve the outcomes of the above policies. Re-identifying the subject land would provide new opportunities within the Glen Eden Town Centre to consolidate the existing development.

SECTION 32 CONSIDERATIONS

Section 32 of the Resource Management Act 1991 requires a rigorous test to ensure that before any objective, policy, rule or other method is adopted, a local authority has had regard to:

- *The necessity of the objective, policy or rule or other method; and*
- *Other means of achieving the purpose of the Resource Management Act 1991; and*
- *Reasons for and against adopting the proposed objective, policy or rule or other method; and*
- *Evaluation of the likely costs and benefits of the principal alternative means; including consideration of effectiveness and efficiency.*

These matters are addressed in the following sections of this report.

The necessity of the objective, policy or rule or other method; and Reasons for and against adopting the proposed objective, policy or rule or other method;

The use of the subject land for a possible medical centre development and car parking associated with the proposed development of the library complex, and in conjunction with other users in the vicinity such as the Playhouse Theatre would be a non-complying activity in terms of the rules of the Open Space Environment of the Proposed District Plan. While it would be possible to develop and use the land for such activities, an application for resource consent for a non-complying activity would be required and it would potentially be publicly notified. The bulk and location controls may not be appropriate for uses, which do not specifically relate to recreational activities.

The Community Environment of the Proposed District Plan would enable the natural and the future physical resources on 1 and 1A Glendale Road to be sustainably managed via the implementation of the Objectives, Policies and Rules of the Proposed District Plan.

The proposed Plan Change to re-identify 1 and 1A Glendale Road to Community Environment would not involve the adoption of any new objective, policy or method. The existing framework of policies and rules within the Proposed District Plan is adequate to address any adverse effects on natural and physical resources arising from land and resource use within the site being identified as Community Environment.

Other means of achieving the purpose of the Resource Management Act 1991; and Evaluation of the likely costs and benefits of the principal alternative means; including a consideration of effectiveness and efficiency.

It would not be appropriate to designate for the proposed use as the land is no longer owned by Waitakere City Council. As already noted the option of retaining the Open Space Environment is also not considered appropriate for the future use of the land, which would not be related to recreational activities. Given that residential development on land in the Living Environment adjoins the western boundary of the subject site the option of re-identifying the land for residential use has also been considered. However, while the rules of the Living Environment would allow potential activities such as the possible development of a medical centre and car parking associated with the existing Playhouse Theatre, they would be non-complying activities and potentially would require notification. Furthermore, "mixed use development", which would enhance Council's strategic direction by consolidating a range of uses including higher density residential development, on sites such as the subject site and around transport nodes, would not be precluded by the re-identification of the land to Community Environment.

As it is now proposed to relocate the Glen Eden library to the opposite side of Glendale Road on the corner with Glen Mall, a new building would be constructed and a pedestrian precinct would be developed in front of it facing into Glen Mall. The development of the pedestrian precinct in front of the new library would be more conveniently located and accessible to shoppers because they would not have to cross Glendale Road. Furthermore, the new pedestrian precinct, which would be sheltered by the building and would have a northerly aspect, would more than compensate for the loss of the subject existing open space.

RESOURCES

This Report also seeks direction from the Committee on the approach to be taken to notifying the proposed Plan Change. This has an implication in terms of the resources required to publicly notify the Plan Change.

The First Schedule of the Resource Management Act 1991 requires the following in regard to public notification:

- “5. *Public Notice And Provision Of Document To Public Bodies*
- (1) *A local authority that has prepared a proposed policy statement or plan shall publicly notify it.*
- (1A) *A territorial authority shall, not earlier than 60 working days before public notification or later than 10 working days after public notification of its plan, either -*
- (a) *Send a copy of the public notice, and such further information as the territorial authority thinks fit relating to the proposed plan, to every person whose name for the time being appears in the occupier's column of the valuation roll for the area of the territorial authority where that person, in the local authority's opinion, is likely to be directly affected by the proposed plan; or*
- (b) *Include the public notice, and such further information as the territorial authority thinks fit relating to the proposed plan, in any publication or circular which is issued or sent to all residential properties and Post Office box addresses located in the affected area -*
- and shall send a copy of the public notice to any other person who, in the territorial authority's opinion, is directly affected by the plan.”*

In the past the Council has generally chosen to implement Clause (1A)(b) when publicly notifying variations to the Proposed District Plan, which is also relevant to the proposed Plan Change.

A copy of a proposed plan change is sent to the Ministry for the Environment, other relevant government agencies, the Auckland Regional Council, adjacent territorial local authorities and iwi. These organisations are required to be notified by the Resource Management Act 1991.

The Council always advertises such notices in the New Zealand Herald. The community newspapers such as the “Western Leader” and the “West Weekly” do not have sufficient coverage to meet the requirements of the Resource Management Act 1991. The advertised proposed plan change is also made available for public inspection at Council Offices, and at the Council Libraries located throughout the City.

A copy of the Proposed Plan Change should also be posted to directly affected parties, for example all of the landowners and residents within the immediate vicinity. The local New Lynn and Glen Eden Ratepayers Group, Glen Eden Community Protection Society and Glen Eden Business Association would also be notified. A sign would be erected on the site as is done for notified resource consents.

It is not considered necessary to individually notify the residents of the entire City, or even Glen Eden, by post. However in the past the Council has put a notice in its publication "Waitakere City News". This publication is distributed to households in the first week of each month and it is considered that this fulfils the requirement to reach all residential properties and Post Office Box holders. If this Committee considers wider publication of the proposed Plan Change is necessary a notice could be included in the "Waitakere City News".

CONCLUSION

The proposed Plan Change would re-identify the Human Environment of an existing corner site at 1 and 1A Glendale Road from Open Space Environment to Community Environment to provide for future commercial development, which would also probably include parking for community facilities in the vicinity. The future development of the land would be facilitated by Waitakere Properties Limited but would require Council approval.

The current use of the land does not meet the District Plan policies for open space as it is poorly located in terms of the Glen Eden Town Centre. Provision of a pedestrian precinct in front of the new library on the corner of Glenmall and Glendale Road would provide the opportunity to provide a well designed open space for passive recreation which was better integrated in the town centre.

The road widening designation on the site would be retained, and in the interim it could be used for additional landscaping as it could not be used for the development of the site.

There would be minor adverse effects arising from the Proposed Plan Change because the land provides a level of visual amenity. The future use of the subject site for a commercial development would require compliance with the rules of the Community Environment. As the assessment of effects indicated, the use of the land for a commercial activity could be managed to ensure the amenities of the adjoining residential property were maintained.

RECOMMENDATIONS

1. That the information be received.
2. That pursuant to Clause 16A of the First Schedule to the Resource Management Act 1991, the Environmental Management Committee resolve to publicly notify proposed Plan Change 1 to the Operative Waitakere City District Plan to re-identify 1 and 1A Glendale Road from Open Space Environment to Community Environment, as attached at page A1 in the Attachments supplement.
3. That the Environmental Management Committee endorse the notification procedures for the proposed Plan Change to exclude City wide postal notification, and for the notification to be initiated as soon as the Proposed District Plan has been made operative.

A1

Report prepared by: Pamela Wells, Service Planner.



11 MANAGEMENT OF FIRES IN THE OPEN AIR

PURPOSE OF THE REPORT

The purpose of this report is to brief Council on its management of “Fires in the Open Air”, following Council’s Submission to the Auckland Regional Plan: “Air, Land and Water.” (Ref.709/2002)

BACKGROUND

Council’s Emergency Services Special Committee, at it’s 2 April meeting, requested that a report be forwarded to the Environmental Management Committee, setting out the ways in which “fire” is currently managed in Council’s Rural Fire district.

STRATEGIC CONTEXT

The proposed Regional Plan “Air, Land and Water” is the statutory document prepared by the Auckland Regional Council pursuant to Section 30 of the Resource Management Act. The aim is the control of discharge of contaminants into, or onto, land, air or water. The Plan sits under the Regional Policy Statement, which sets out integrated broad Resource Management Policy for the Auckland Region.

The management of fire is important for Waitakere City both for the impacts that fire can have on air quality, but also in respect of the protection of the Waitakere ranges and of private property. The management of fire relates to Council’s objectives around Community Well-being, Safety, and Environmental Protection.

ISSUES

Discharges to Air

The Proposed Regional Plan defines four Air Quality Management Areas, “Industrial; Urban; Rural; Coastal/Marine,” in order to better manage the effects of discharges to air.

Under the proposed Plan, outdoor burning is only permitted in the Rural Air Quality Management Area. As from January 2003, open fireplaces will no longer be able to be installed; and any new fireplaces will need to meet the New Zealand Standard for burning efficiency.

Currently outdoor burning is used in the rural areas of Waitakere City by land-owners, orchardists, farmers, forest owners and property developers, to burn off or clear the results of the management of their properties, for example annual tree-pruning. The use of fire could therefore be considered one of the tools of rural land-management.

Such “fires in the open air” are controlled under the Forest and Rural Fires Act 1977 which directs the activities of Rural Fire Authorities such as Waitakere City. Specifically Sections 20 to 25 of this Act set out the measures to be taken by the Rural Fire Authority for the “Control of the Lighting of Fires in Open Air”. These control measures include the setting of up to three fire seasons during any twelve-month period:

- Open Fire Season. 1 May to 31 November - during which time fires are permitted to be lit under the conditions set out in Council’s Bylaw 6.
- Restricted Fire Season. 1 December to 30 April. Over this period any person resident in the Rural Fire District who wishes to light a Fire in the Open Air, must apply for a Permit. The issuing of each permit includes an inspection of the site by one of Council’s Rural Fire officers.

And in periods of severe drought:

- Prohibited Fire Season. This “total ban on all fires in the Open Air” can be authorised, if at any time the Rural Fire Authority believes that the weather pattern and drought conditions prevailing at the time, have created an extreme fire hazard.

As from January 2002, under the proposed Regional Plan “Air, Land and Water”, outdoor burning is to be prohibited in the Industrial, Urban and Coastal Air Quality Management areas, while continuing to be permitted in the Rural Air Quality Area.

This Rural “dispensation” is controlled by Waitakere City Council (the Rural Fire Authority), by the following policies:

- Council’s Bylaw 6 setting out the management of Fires in the Open Air.
- Seasonal restrictions on the lighting of fires under the Forest and Rural Fires Act 1977, as defined in the Open and Restricted Fire Seasons set out above.
- The control of the conditions for lighting fires in the Restricted Fire Season by the setting of conditions on the Fire Permit issued by warranted Rural Fire officers.
- The implementation of a Prohibited Fire Season when weather conditions dictate this.
- Fire Investigations to determine causes of un-permitted rural fires.
- Prosecution and cost recovery action when deemed necessary.

CONCLUSION

The prevention and fire control methods for managing fires in the open air currently in place in the Waitakere Rural Fire District, are in line with the direction of the proposed Regional “Air, Land and Water” Plan.

RECOMMENDATION

That the information be received.

Report prepared by: Heather Smith, Manager: Emergency Services Section.



12 ORATIA STRUCTURE PLAN - UPDATE

PURPOSE OF THE REPORT

This report provides an update on the Oratia Structure Plan appeals and recommends that the matter be set down for hearing at the Environment Court should a consent order not be achievable.

BACKGROUND

The substantive appeals on the Oratia Structure Plan were settled by way of consent order on 26 June 2001. Revised provisions have now been made to the Foothills Environment rules and relevant policies.

This leaves two site-specific appeals relating to the Whittaker and Mitchell properties. By agreement, these appeals were separated out from those dealing with more general issues.

On 7 August 2001 the then Planning and Regulatory Committee resolved to undertake detailed analysis of the subject properties in order to develop a mediated agreement between the appellants, Council, Waitakere Ranges Protection Society, and the Auckland Regional Council.

STRATEGIC CONTEXT

The Proposed District Plan provides for structure planning in rural areas as a means to allow further development, but in a way that ensures recognition of environmental issues, some of which may be catchment-wide. An important component of the structure plan approach is the achievement of improvements to the environment, for instance by protecting and enhancing natural resources, as a balance to the effects created by further development. This approach is consistent with the provisions of the Resource Management Act, and also the Auckland Regional Policy Statement.

ISSUES

Consultants were commissioned to undertake detailed studies on the appellant's sites. The detailed studies included stormwater, landscape, soil contamination, and ecological assessments. These studies were intended to be brought together to ascertain consistency with the remainder of the Oratia Structure Plan. Reports were completed identifying the lot layout to be included in the Oratia Structure Plan.

The results are summarised below:

Property	OSP	Whittaker	Council Study
105 Carter Road	5	7	6
71 Carter Road	4	5	5
21 Cochran Road	6	10	9
Totals	15	22	20

	OSP	Mitchell	Council Study
198 Parker Road	6	9	8

A2-A5

A copy of the lot layouts, as attached at pages A2 to A5 in the Attachments supplement.

The lot layout indicates significant areas of revegetation required in order to mitigate the stormwater impacts to achieve hydrological neutrality, the landscape impact, and the ecological impacts of future development. The results of this study indicated a maximum density to achieve consistency with the remainder of the Oratia Structure Plan.

The Auckland Regional Council and Waitakere Ranges Protection Society have verbally agreed on the findings of the Council studies. Agreement has not yet been reached with the appellants for the number of lots indicated in these studies. The main reason Council cannot support the appellants position is based the consistency with the remainder of the Oratia Structure Plan. There are also landscape and stormwater issues that need to be addressed. Should agreement not be arrived at through consent order, Waitakere Ranges Protection Society has indicated that they wish to proceed to hearing. Consequently, mediation is no longer considered a viable option and this matter would need to proceed to an Environment Court hearing for resolution.

RESOURCES

Should this matter be resolved via consent order no additional resources are considered necessary. Should this matter proceed to hearing at the Environment Court costs are provided for within the current District Plan budget.

CONCLUSION

Council has commissioned studies on the Mitchell and Whittaker properties that are defensible in the Environment Court. Due to the position of the parties it is apparent that this matter should be set down for hearing at the Environment Court where resolution is not possible via consent order based on the findings of Council's studies.

RECOMMENDATIONS

1. That the information be received.
2. That in respect of the remaining Oratia Structure Plan Appeals negotiations be continued with a view to achieving consent order agreement.
3. That if agreement is not reached in respect of all or part of the remaining Oratia Structure Plan appeals, these matters be set down for hearing prior to the end of 2002.

Report prepared by: Matt Heale, Policy Analyst.



13 SUBMISSION TO PROPOSED REGIONAL PLANS VARIATIONS

PURPOSE OF THE REPORT

The purpose of this report is to provide a basis for Council's submission to the Variations notified by the Auckland Regional Council to the Proposed Regional Plan: Coastal and Proposed Regional Plan: Air, Land and Water.

BACKGROUND

The Auckland Regional Council notified Variations to the Proposed Regional Plan: Coastal and Proposed Regional Plan: Air, Land and Water on 21 June, with submissions closing on 16 August 2002.

The Variation has effect from the day it is notified and must be taken into account in subsequent resource consent processes.

The proposed variations involve around 70 changes. They are generally minor, but the Variation also includes environmental assessment criteria and policies that will have significant implications for Council in terms of costs and environmental standards for wastewater and stormwater networks.

Some of the variations were requested by network operators and will be helpful in ensuring a simpler resource consent process. Examples include permitted activity status for exfiltration and existing structures in the Coastal Marine Area, subject to conditions. These should be supported.

STRATEGIC CONTEXT

Council's strategy is to integrate the management of the water cycle including stormwater and the green network, with the following objectives:

- The City's native plants, animals and their ecosystems are cared for and protected. Stream and coastal areas are replanted and protected from erosion and natural links and wetlands are re-established.
- Council and private landowners work in partnership to ensure that our native and other ecosystems are protected from threats to their ongoing survival.
- People have better access to the City's parks, streams and green corridors, which are well managed to provide improved standards of amenity and ecological health.
- The management of stormwater keeps up with the growth of the City and remains in harmony with the natural water cycle. Land slippage and erosion is reduced and people's health and safety is protected.

The water which runs off the City's roads, roofs and car parks creates flooding and pollution problems if it is not well managed. As an area becomes more urbanised, there is more of this runoff and less opportunity for the water to soak naturally into the ground, or to find its own way along creeks and streams to the sea.

Auckland Regional Council sets standards for stormwater, which require local councils to show they are addressing the flooding and pollution problems in their areas. To meet these new requirements, Council will need to obtain and implement resource consents for 1400 to 1800 stormwater discharge points in the City. It will also need to demonstrate that it is making progress towards sustainably managing stormwater and wastewater overflows and reducing environmental effects.

Stormwater works do not need to be pipes in the ground. Natural creeks and streams are part of the beauty of the City and a habitat for native plants and animals, and many of the stormwater systems being developed in the City now mimic these natural areas and include plantings, walkways and wetland areas. These have the advantage of removing much of the pollution from the stormwater as well as reducing the potential for flooding.

Council has put in place a long-term plan to manage stormwater in the City, focussing first on the problems of the older urban areas and on catchments experiencing a lot of building and development, including parts of the Outer Area such as Huia and Piha. There will be further work and fine-tuning of this plan with the development of a computerised stormwater modelling system and to take into account the Auckland Regional Council's requirements.

ENVIRONMENTAL CRITERIA

Environmental Response Criteria have been developed by the Auckland Regional Council for marine sediment quality and are supplemented by secondary criteria for water quality and aquatic ecosystems. The criterion for contact recreation values is based on national guidelines for marine water contact recreation prepared by the Ministry for the Environment and the Ministry of Health. No criteria are currently proposed for fishing and shellfish gathering, cultural or aesthetic values.

Environmental Response Criteria were developed using values adopted from existing guidelines. Three values provide a "green, amber and red" approach, analogous to traffic lights. A green signal is an "all clear", while amber and red values denote increasing levels of contamination, highlighting areas where appropriate mitigation may be required within a Best Practicable Option framework.

The Environmental Response Criteria for sediment, water quality and benthic aquatic ecology will be used as follows:

- (a) Areas that do not meet the 'green' criteria for sediment quality will be identified through robust field monitoring;
- (b) Auckland Regional Council will co-operate with any organisations discharging to degraded areas to identify the most likely sources of contamination. This will involve an assessment of the physical pathways for discharges to contribute to the degraded area (for significant discharges this may require the use of a computerised hydrodynamic model of the harbour - the "Harbour model");
- (c) Areas not meeting the sediment criteria may be further investigated through water quality and aquatic ecology monitoring to determine if there are significant adverse effects occurring within the receiving environment;
- (d) Through the consent process, Auckland Regional Council will co-operate with any organisations discharging to degraded areas to determine if avoiding or minimising the discharge of contaminants of concern would in turn remedy or mitigate identified significant adverse effects in the receiving environment. It is acknowledged that in some cases the maintenance or enhancement of a receiving environment's contamination status may not be practicable or affordable, or may only be possible over a long period of time;
- (e) Through the consent process, Auckland Regional Council will co-operate with any organisations discharging to degraded areas to develop the most appropriate overall management strategies for those areas, including the selection of the Best Practicable Option for the management of discharges, the setting of priorities, and the timetable for implementing the Best Practicable Option.

The Environmental Response Criteria for contact recreation (or indicators of microbiological contamination) will be used to identify areas where further investigations into the Best Practicable Option for avoiding high numbers of beach closures need to be undertaken.

It is noted that the overall approach behind the use of environmental assessment criteria is supported and is consistent with the approach being taken by Council. However, the incorporation of the criteria in a legally binding Regional Plan framework at the present time may be inappropriate for the following reasons:

- There have been limited opportunities for meaningful input to the process from Council or other network operators;
- The methodology relies on the use of scientific methods that are not understood and there remains uncertainty as to how this methodology will be used;
- There is a lack of legal certainty; and
- Uncertainties about the cost of meeting requirements of the proposed Variation, the efficiency and effectiveness of the proposal, the extent of benefits that will result and affordability.

MICROBIOLOGICAL ASSESSMENT CRITERIA

The criteria in Table 20.1.E of the Proposed Regional Plan: Air, Land and Water are as follows:

“For each high recreational use beach, to have no more than two separate events (triggered by either the predictive or monitoring method) in any one calendar year where public advisory notices are issued to warn against contact recreation.”

The guidelines in their present form could result in all beaches in the City and probably through much of the Auckland Region being graded poor. Careful thought would be required before proceeding to grading beaches in accordance with the guidelines as this may not assist in any practical way in managing beach water quality.

NEXT STEPS

A6-A26

Council's submission and a joint submission is being developed jointly with Watercare Services Limited and the Local Network Operators. A draft of the submissions is attached at pages A6 to A26 in the Attachments supplement, and will be finalised prior to 16 August 2002. It is recommended that the Chairperson of the Environmental Management Committee be authorised to finalise the submission.

Following the closing date for submissions, it is proposed to work collaboratively with the Auckland Regional Council, Watercare Services Limited, and the Local Network Operators to achieve consensus and avoid a protracted legal process. If this is not successful, it is likely that an appeal may eventually be lodged with the Environment Court.

The concept of using some form of environmental standards to determine further investigations and possible remediation is supported by Council, so that there is not argument with the principle of using assessment criteria. However, it is considered that these should not be included in a Regional Plan as this approach limits flexibility.

As a starting point, additional background research needs to be undertaken into the criteria themselves, and the way in which they will be used need to be further developed in consultation with stakeholders before any attempt is made to finalise them through the statutory process. The Auckland Regional Council has indicated it wishes to continue to work co-operatively and this will provide an opportunity to contribute positively.

WORK PROGRAMME

This will need to be confirmed with the Auckland Regional Council, but broadly speaking the key outcome required is a workable process that:

- (a) Investigates the condition of the existing aquatic environment that could be affected significantly by discharges of wastewater and stormwater;
- (b) Identifies localities where there are or could be significant adverse effects on the environment caused by wastewater and/or stormwater discharges;
- (c) Investigates the most likely causes of such effects and the parties most likely to be responsible; and
- (d) Investigates options for avoiding, mitigating or remedying adverse effects, based on the Best Practicable Option, which will allow specific actions to be undertaken through the resource consent processes.

The key elements to be addressed are:

- (i) Initial agreement of the overall process in accordance with the brief developed by the Auckland Regional Council;
- (ii) Identification of gaps in present knowledge about the condition of the existing environment, based on the Auckland Regional Council's Phase 2 Snapshot Report;
- (iii) Agree protocols for further scientific investigations required to fill any gaps, using the Auckland Regional Council Blueprint for Environmental Monitoring Report as a starting point;
- (iv) Agree possible use of models to predict future increases in contaminant loads;
- (v) Agree response criteria above which further investigation is required, using the Auckland Regional Council values as a starting point;
- (vi) Agree when and how water quality and ecological investigations will be used to supplement sediment quality investigations;
- (vii) Agree initial additional investigation programmes required, who undertakes them and an appropriate basis of cost sharing between the Auckland Regional Council, contributing Councils and others;
- (viii) Investigate the most likely sources of main contaminants of concern, who is responsible for them and what practicable options exist to reduce levels, including source control options;
- (ix) Review performance of existing stormwater treatment devices to assess their effectiveness under different operating conditions and their overall cost effectiveness on a whole of life basis;
- (x) Undertake a comprehensive review of the Auckland Regional Council's Technical Publication No. 10 to take account of other relevant experience from elsewhere and the overall role of stormwater treatment, whole of life costs, region and district wide, integrated environmental management objectives, strategies and policies. It is envisaged that the revised document currently being prepared by the Auckland Regional Council will be the starting point;
- (xi) Develop strategies for source control, including education, lobbying central government, if appropriate, and incentives and penalties that can be used region-wide to encourage people to participate;
- (xii) Develop procedures to address public health risk that are not incompatible with the proposed Ministry for the Environment/Ministry of Health Guidelines; and
- (xiii) Agree the process and programme for reviewing resource consents to incorporate changes required as a result of the above.

RESOURCES

The cost implications of meeting the requirements are not able to be calculated with any certainty at this stage, particularly with regard to stormwater.

It is not known at this stage whether it is feasible to engineer stormwater treatment solutions to meet the proposed Auckland Regional Council criteria.

The costs will be further developed to enable Council's consideration through the Long Term Council Community Plan and Funding Review.

There are no timelines given as to the timing and sequencing of investment required to achieve the environmental criteria in the Variations. No allowance has been made in the 2002/2003 Annual Plan for legal costs associated with this issue, but, as it is expected that Hearings will not take place until June 2003, there should not be a significant impact on the budget.

CONCLUSION

Council supports the need for environmental improvement to the receiving aquatic environment and the setting of appropriate environmental standards. However, there is a need to provide flexibility to take into account new technologies, affordability and improvements based on current initiatives. For this reason the Best Practical Option must remain as the overriding principle because there is uncertainty about the environmental targets as proposed, particularly the criteria in the Variations.

However, the Regional Plan should retain the concept of environmental standards but the actual numerical criteria to be used should be taken out and incorporated into a technical publication outside the Regional Plan.

Further work should be carried out co-operatively between the Auckland Regional Council and councils to explain these targets and define appropriate targets. Such work should consider the cost of standards, legal enforceability, achievability, benefits and efficiency.

It is suggested that it may be beneficial for the meeting to adjourn to a workshop to consider this item and the 'Alive Streams' - Stormwater and Aquatic Ecosystems item.

If agreement can be reached between Auckland Regional Council and a majority of councils then these could then be incorporated at a later date as a further Variation to the Regional Plan.

RECOMMENDATIONS

1. That the information be received.
2. That the Chairperson of the Environmental Management Committee be authorised to finalise Council's submission to the Variations to the Proposed Regional Plan: Coastal and the Proposed Regional Plan: Air, Land and Water.
3. That it be recommended to Council: Strategic Review that the cost, timing, sequencing and any other issues arising from these Variations be considered in the Long Term Council Community Plan and Funding Review.
4. That the Manager: EcoWater be authorised to work with other stakeholders to achieve a negotiated outcome on this issue.
5. That the meeting adjourn to a workshop to consider the "Submission to Proposed Regional Plans Variations" and " 'Alive Streams' - Stormwater and Aquatic Ecosystems" items.

Report prepared by: Tony Miguel, Manager: EcoWater.



PART III - GREEN NETWORK

14 NATURAL RESOURCES AND THE GREEN NETWORK OF WAITAKERE CITY

PURPOSE OF THE REPORT

The Green Network concept for Waitakere City has now been in place for nearly ten years. This paper heads a package of six reports, three in this agenda and three in the September agenda of this Committee, aimed at both exploring the major issues for the Green Network and suggesting steps that can be taken by the EcoCity during the next strategic period (10 to 20 years) to protect and restore the Green Network. The three reports in this agenda are:

- Natural Resources and the Green Network of Waitakere City.
- Green Network Community Engagement.
- 'Alive Stream' - Stormwater and Aquatic Ecosystems.

The reports for the September agenda are:

- The Waitakere Ranges - Our Green Network Taonga.
- Plant and Animal Invaders in the Green Network.
- Green Network - Coastal Management Issues.

There is a brief description of each of these reports below. The reports are interlinked. The intention is to provide information to assist Council in setting the strategic direction for the Green Network for the next ten to twenty years. The reports, taken together, contain a long list of suggestions to take Council forward. It is anticipated that a workshop process on these issues, together with the strategic review process will help to rank these suggestions in order of priority, and set timeframes for them.

This lead report describes the Green Network and the vision, set through the Greenprint, for the next 50 years. It then briefly summarises the content of the five reports that form the remainder of the package of reports on the Green Network. The report reflects on progress made by the City over the past ten years in achieving Green Network objectives, and provides an overview of the main instruments utilised to date by the Council to achieve these objectives, and the main monitoring indicators for the Green Network. Finally, this report briefly indicates the major issues facing Council in developing the linkages so integral to the concept of the Green Network. Many of these issues are elaborated on in the other reports.

BACKGROUND

What is the Green Network?

The Greenprint sets out strategic action areas for protecting the natural taonga of Waitakere City as follows:

1. *Construct a Green Network which links existing open space, streams and bush remnants into an ecologically continuous network extending from the Ranges, along the stream and road networks, and across open spaces, to the sea.*
2. Foster a caring attitude towards the natural environment, including the responsible use of resources, and foster community recognition of the role of tangata whenua and of kaitiaki in the management of natural resources.

3. *Protect and restore Waitakere City's indigenous bush, its plants and wildlife, and the diversity of the ecosystems which are native to this area, and foster community pride and community involvement in protecting the City's distinctive natural ecosystems.*
4. *Protect and restore the natural character of the City's coast, its streams, rivers and lakes, and its estuaries and wetlands, and foster community pride and community involvement in our aquatic environments.*
5. *Protect Waitakere City's land forms and landscapes, ridgelines, skylines and views, control the impacts of development and the environmental effects of rural activities, and ensure that the special character of the rural areas is preserved.*

The Green Network, therefore, encompasses three main elements - protection, restoration and stewardship:

- Protection of significant landscape and natural values of the city - the native bush and wildlife, streams, lakes, wetlands, coastlines, natural features and geo-preservation sites such as Lion Rock and Lake Wainamu. Many of these values are located within the area of the Waitakere Ranges/West Coast/Manukau Harbour.
- Restoration and regeneration of natural resources, particularly through the urban area of the city, to connect remnant bush areas and provide ecological corridors for wildlife, to protect streams, to connect the Ranges to the Waitemata, and in effect, to develop a comprehensive natural area framework for urban land uses across the City.
- Bring the natural environment closer to the everyday lives of the people - and particularly the urban dwellers, of the city - so that they come to know and value it. Achieved through bringing the bush to town' and improving public access to and along the coast, alongside streams and through the green network.

Summary of the Five Related Green Network Reports

Below is a brief summary of the five remaining interrelated reports that make up this package of information to the August and September meetings of the Environmental Management Committee, on management of the Green Network.

1. The Green Network - Community Engagement

One of the main success factors of the Green Network programme is the education and empowerment provided through the Community Assistance programme. This particular aspect of the Green Network programme provides for community involvement in Green Network projects and for Council assistance, advice and guidance for residents of Waitakere City to continue Green Network incentives within their own properties. The programme also encourages community ownership and assistance with weeding, planting and improvements on public parks and reserves.

Survey work indicates that knowledge and understanding of the Green Network programme is growing within the community. The next phase community ownership is through commitment to programmes and partnerships, with guidance provided by Council.

Significant increases in the number of community groups wanting to be involved in these programmes and big increases in demand for the plant vouchers, weed bins and contractor assistance provided by Council, has highlighted the need to review the level of resources provided for the community aspects of the Green Network and to analyse the most effective combination of programme components.

2. 'Alive Streams' - Stormwater and Aquatic Ecosystems

The waterways of the city - the streams, wetlands, lakes, lagoons, harbour and coastal waters - are home to a great variety of indigenous plants and wildlife, much of it threatened, and certainly, in the past, largely ignored. These waterways also double as the stormwater drains of the city, receiving largely untreated stormwater runoff from roads, roofs, farm paddocks, building sites and the like, and wastewater overflows. Past engineering goals have been to remove stormwater, a potential flood hazard, as quickly as possible, generally by kerbing, culverting and concreting the waterways, and by so doing destroying the natural values. Fortunately, in Waitakere City many of our stream systems still remain intact, although often weedy and with variable water quality.

This report uses the Council's 'Comprehensive Urban Stormwater Management Strategy and Action Plan', which sets out the City's approach to management of the City's waterways, to explore the issues. The approach laid out brings multiple benefits, including improving water quality, restoring stream ecosystems, improving visual amenity, reducing potential for flooding, providing recreational facilities and promoting the use of stormwater run-off from the catchment. While emphasis is on preventing future problems through careful design of new development and its stormwater management systems, a large challenge within the limited resources available is remedying problems arising from past solutions that have proved inadequate. The report also indicates some of the challenges for Council of the new environmental standards set through the Regional Council's Proposed Air, Land and Water Plan.

3. The Waitakere Ranges - Our Green Network Taonga

This report will outline the resources of the Waitakere Ranges and its Foothills, summarise from past consultation the things that people have said they value about the Ranges, set the strategic context, with particular emphasis on the Greenprint and the District Plan, and outline the issues, together with the results of monitoring. The issues are many, and include pests and weeds in the Ranges, natural water bodies, heritage, iwi issues, visitors, infrastructure (water supply, sewerage, roads, power and communication), and natural hazards. Issues relating to three significant land uses and features in the Ranges will be examined, these being the Waitakere Quarry, Lake Wainamu and the Waitakere Wetland.

The controversial issue of subdivision and development of privately owned land in the Ranges will be explored, along with the related issue of, in the terminology of the Parliamentary Commissioner for the Environment, 'death by a thousand cuts', or the cumulative impact of the many small, short - term actions on the long term goals for the Ranges. The perceived problems with the current system of management of the Ranges will be outlined, and the beginnings of a possible solution scoped. Significant consultation will be required, should Council choose to further examine these options. The report will conclude with a list of possibilities for future action.

4. Weeds and Pests in the Green Network

New Zealand's natural environment has evolved in isolation and is distinctly unique. The very recent arrival of humans, the mammals and the exotic plants brought with us have contributed to the loss of native species and are the greatest threat to indigenous biodiversity and ecosystem integrity. This report will outline the threats posed by invasive plant and animal pests, detail the current programmes Council is involved in to address these threats, set the legislative and strategic contexts and identify the issues. Among these issues are gaps in monitoring and feedback loops, further opportunities for community involvement, internal development initiatives and possible future threats. Future directions will be explored and potential actions identified.

5. Green Network - Coastal Management

Significant effort within the Green Network programme during the past seven years has gone into the City's streams, but little attention has been paid to coastal issues. This report will outline central and regional government policy that sends strong messages about the value of the coastline, and explore the numerous issues on Waitakere City's coasts. Among them are coastal structures such as wharves and sea walls, erosion control, dealing with the effects of accretion and sediment build up, public access to the coast, coastal restoration, recreational use of the coast, impacts of climate change, waste discharge, marine pests, and protection of geo-preservation sites on the coast.

Why is the Green Network Important?

Research shows that Aucklanders rate environmental elements such as the coast, beaches, and the bush as key contributors to quality of life in the Region. These environmental elements are the framework for peoples' lives, and are often pivotal in decisions to live in, and bring business to, particular areas.

Some of the reasons that Green Network values are important are:

- Natural ecosystems perform many life-sustaining functions such as the absorption of carbon dioxide the production of oxygen and the maintenance of the water cycle.
- Significance to tangata whenua.
- Agriculture, tourism and horticulture are reliant on biological resources and the natural processes that sustain them - 'ecosystem services' also decompose waste, provide pollution control, keep soil on the hill country, water clear and climatic and other natural systems regulated.
- Waitakere City's areas of indigenous vegetation, streams, lakes, wetlands and coast are valued for their aesthetic (landscape) and spiritual qualities.
- Biodiversity is a pool of untapped medical and other commercial opportunities.
- Markets are becoming increasingly sensitive to New Zealand's national environmental record.
- The value of life itself.
- The silver fern, kiwi, pohutukawa, cabbage tree and inanga are instantly recognisable national icons, symbols that inspire local art, form a distinctive backdrop to our literature and theatre - central to our physical and cultural landscape and to our sense of identity.
- Food sources.
- Recreation value.

What Progress has been Made in the Green Network?

It is useful to reflect how far Waitakere City has come in the past ten years, in terms of management of the natural environment.

Ten years ago there was:

- No comprehensive information about the extent and state of natural resources in the City.
- Recognition in the District Scheme of the need to protect landscape values in the Ranges, but little recognition of ecosystems and biodiversity.
- No legal protection for urban bush remnants in the Tamaki Ecological District, apart from a schedule of notable trees.

- No policy recognition of the role of ecosystem services in cleaning water and reducing flooding downstream or the importance of the flora and fauna in the streams, wetlands, lakes and marine areas of the city. Wetlands were drained, and streams were often piped and used as peoples' backyard dump.
- No policy recognition either at city or regional level, of the critical part played by stormwater management in the health of aquatic ecosystems. Policy emphasised removal of stormwater in the most efficient way possible, generally through kerbs and concrete channelling, and flood control was exclusively through hard engineering solutions such as detention ponds.
- No recognition for or protection of riparian margins.
- Little recognition of kaitiaki responsibilities of manawhenua in relation to the environment.
- Little integrated planning of new development areas.
- No environmental weed control programmes - weed management focussed on 'agricultural weeds' such as gorse and ragwort.
- No recognition of the importance of eco-sourcing in maintaining Waitakere's unique biodiversity.
- Little incentive for environmental stewardship, except for a rates relief scheme with fourteen participants introduced in the 1980's for properties protecting bush areas above and beyond the requirements of the District Scheme.
- Little or no support for community environmental initiatives.
- No broad vision or integrated planning for the Green Network.
- No monitoring of the state of the Green Network and the effectiveness of policy in protecting it.

Today there is:

- Baseline information available on a significant proportion of the natural values of the city, such as native flora and fauna (including aquatic fauna), streams and waterways, landforms and outstanding landscapes.
- A number of ongoing monitoring systems in place.
- A State of the City Report to track progress towards targets and goals.
- The Greenprint and Strategic Plan, District Plan, Parks Strategy, Stormwater Strategy, Weeds Strategy and many Reserve Management Plans in place that recognise and seek to protect and rehabilitate biodiversity and landscape values.
- Some systems in place to provide for exercise of kaitiaki responsibilities by the manawhenua of the city.
- A completed West Coast Plan, facilitated by the Council but developed by the community through a four year community consensus process, setting out goals, targets and actions for the natural environment, built environment, communities and recreation in the West Coast and Waitakere Ranges.
- A Green Network Incentives and Community Assistance package in place, and some staff resource available to work with landowners, schools, businesses and community groups seeking to improve the environment.
- An eco-sourcing strategy in place, and partnerships formed with a number of plant nurseries in the city.
- Recognition of the triple bottom line (social, economic and environmental) in implementation of Council projects, for example, the 'Safety in the Green Network' guidelines, the celebratory events such as 'Trees for Babies' and the launch of the Twin Streams project, the multiple objectives of the Paramuka and Manawa ponds for wildlife and vegetation, recreation and arts as well as stormwater treatment, and the new organics cluster to facilitate a healthy community and environment as well as a bigger employment base.

- Management of the 'three waters' (water supply, wastewater and stormwater) in the City has been revolutionised as it integrates with Green Network objectives.
- A significant number of demonstration projects for stormwater management and treatment are in place and being monitored, to the extent where there is now confidence that they can be implemented on a wider scale.
- Council owned open space is now managed for its natural as well as its recreational values.
- Environmental weed control and related restoration work is now carried out on Council owned land, and assistance provided for weed control and restoration on private land.
- A much improved Council culture of joined-up thinking, where Green Network protection and restoration, along with economic and wellbeing concerns, are all considered in Council development initiatives, for example, in the case of planning exercises for new green fields development land, revitalisation plans for town centres and the design of new civic buildings such as the New Lynn Community Centre, the Massey Library and the new hospital.
- The purchase, with contributions by the Council, of ecologically important land additions to publicly owned parkland, at Big Muddy Creek, Pae o te Rangi, Karekare and Spragg Bush.

This package of reports suggests numerous possible actions. The Council through the strategic review process will set priorities to guide the Green Network through the next ten to twenty years.

Mapping of Green Network Elements

Detailed research into the natural resources of Waitakere City was undertaken as part of the development of the Proposed District Plan, as a basis for regulatory management, and the City now has an excellent data base of natural environmental values, as follows:

- A27-A28*
 - Outstanding and significant indigenous vegetation was defined and mapped for Waitakere City (as attached in Appendix 1 at pages A27 to A28 in the Attachments supplement, for a description of the methodology).
 - Areas of significant fauna habitat were mapped using the former New Zealand Wildlife Service (now Department of Conservation) methodology to identify Sites of Special Wildlife Interest.
- A29-A30*
 - The benefits were recognised of well-vegetated riparian margins in protecting ecosystems and maintaining and enhancing the quality of the environment. Specifically riparian margins play an important role in protecting water quality, indigenous vegetation and indigenous fauna habitat and in minimising bank erosion. These are discussed in more detail as attached in Appendix 2 at pages A29 to A30 in the Attachments supplement.
- A31*
 - The city's streams were surveyed (as attached in Appendix 3 at page A31 in the Attachments supplement) and appropriate riparian margin widths between five and twenty metres identified and mapped.
 - Coastal Edge Natural Areas were surveyed and an appropriate coastal edge management width between five and twenty metres set along the coast.
 - Coastal areas were surveyed to identify land with largely unmodified coastal character for the 'Coastal Natural Area' layer of management. This generally extends in from the coast to the first ridgeline, and excludes the more modified urban area coastline and any Protected Natural Areas, which have a higher level of management.
- A32-A33*
 - Areas for restoration were identified (applies to 'bush' areas more than 300 m² in area and with only 10 - 50% indigenous vegetation) together with opportunities to create ecological linkages. These are described as attached in Appendix 4 at pages A32 to A33 in the Attachments supplement.

A27-A28

- Outstanding natural features were mapped as identified in the Protected Natural Areas programme (as attached in Appendix 1 at pages A27 to A28 in the Attachments supplement) and the Geo-preservation Inventory prepared by the Geological Society.
- Visually sensitive ridgelines were mapped to protect them from inappropriate development, and classified according to whether they are natural or modified and the shape of the ridge (steep, moderate or broad).

Most of these Green Network areas for protection, restoration and/or enhancement are brought into one of the five different management areas in the Proposed District Plan, called Natural Areas. These five Natural Areas (other than the General Natural Area) are the focus of the Green Network.

A34-A37

Their management and protection is an appropriate response to the requirements of the Resource Management Act, particularly Sections 5, 6 and 7, as attached in Appendix 5 at pages A34 to A37 in the Attachments supplement. Appendix 6 at attached at page A35 in the Attachments supplement, describes the five Natural Areas, being the Protected Natural Area, the Managed Natural Area, the Coastal Natural Area, the Riparian Margins/Coastal Edge Natural Areas and the Ecological Linkage Opportunities/Restoration Natural Areas. This appendix also contains an explanation of the legislative mandate and the level of protection afforded each Natural Area layer under the rules of the Proposed District Plan.

The regulatory approach to protection of the Green Network is only a part of the picture, with active management through non-regulatory means being possibly more important in ensuring the long-term survival of these important natural values.

Waitakere City Programmes to Protect and Enhance the Green Network

Waitakere City has multiple programmes that contribute to the protection and restoration of the Green Network. Elements include:

- Programmes for both public and privately owned land.
- Regulatory and non-regulatory methods.
- Riparian and in-stream areas, coastal edge areas and land areas.
- Council run activities, and programmes to support and encourage community run activities.

A36-A37

Some of the programmes and activities are summarised in the two diagrams as attached in Appendix 7 at pages A36 to A37 in the Attachments supplement.

Monitoring of the Green Network

A38-A40

Some of the indicators for the Green Network, including the targets and current results, are set out as attached in Appendix 8 at pages A38 to A40 in the Attachments supplement. It is anticipated that monitoring of birds, fish and water quality will only show improvements in the long term as habitat, predation, stormwater and sewage overflow issues are addressed through Green Network programmes. Council's work in these areas is tracked through a number of output targets, as set out in the appendix, including the large numbers of eco-sourced native trees and plants planted in the city, working towards legal protection of significant areas, and the targets for removing weeds, restoring stream habitat quality, installing stormwater treatment systems and preventing environmentally harmful overflows from sewerage pumping stations.

ISSUES

A brief summary of some of the main issues relating to the Green Network is set out below. Many are dealt with in detail in the other reports in the Green Network package.

Issues for native vegetation

General

- A reduction in the City's naturally occurring biodiversity - loss of a valued resource.

Specific

- Felling and removal of vegetation - in particular in areas of outstanding and significant native vegetation;
- Coverage and disturbance of tree root systems;
- Exposure of native vegetation to "edge" effects;
- Drainage and coverage of wetlands;
- Introduction of environmentally damaging plants and animal pests.

A programme that was originally discussed at the time of notification of the District Plan, but has never been activated, is a targeted approach on an individual basis to landowners of important natural values, such as areas of outstanding vegetation, to discuss the values on their land, support available from Waitakere City and the Auckland Regional Council for its protection (for example assistance with weed clearance and fencing), and, if amenable, to discuss possibilities such as covenanting. A related need is a prioritised inventory of key areas for encouragement of private landowner activity.

Issues for native fauna

General

- Degradation of aquatic habitat;
- Reductions in the total area of fauna habitat, and especially forest habitats and wetlands;
- Fragmentation of habitat particularly in lowland areas;
- Continued degradation of coastal habitat and mangrove areas.

Specific

- Increased vulnerability of wildlife species, and of birds in particular;
- Cutting and clearance of native vegetation and wetlands;
- Alteration of natural water levels within wetlands;
- Grazing and trampling of forest and wetlands;
- Presence of environmentally damaging plants;
- Eating of native vegetation by possums;
- Predation of native wildlife by introduced mammals (stoats, rats, cats and dogs);
- Isolation of forest and bush remnants.

A programme is needed, together with the Auckland Regional Council, to prioritise indigenous fauna that is most at risk in Waitakere City, and identify and put in place management that is specifically targeted to their protection.

Issues for Landscape

General

- Degradation of landscape values in the predominantly natural areas of the city.

Specific

- Buildings of unsympathetic scale, design and colour in the Waitakere Ranges, that stand out from the landscape rather than blend in;
- Buildings on ridgelines in areas of outstanding landscape, detracting from the naturalness of the view of the ridgeline;
- Bush clearance changing the nature of the landscape;
- Earthworks changing the natural contours of ridgelines and landscape elements.

Both the existing and the Proposed District Plans put in place a certain level of protection for landscape in the sensitive natural areas of the City. A monitoring project is needed to find how well it is working.

Issues for Creating the Green Network linkages

The stream corridors of the Oratia and Opanuku Streams, the Swanson Stream, the Paramuka Stream and the Whau River provide the best opportunities to create the continuous linkages or 'green corridors' from the Waitakere Ranges to the Waitemata Harbour. Development of these corridors would ideally include:

- Creating public pedestrian pathways in the 'green corridors' extending from the Ranges all the way down to the Waitemata Harbour.
- Removal of weeds and pests and restoration of the 'green corridors' with eco-sourced native vegetation.

A 'Green Network Linkages' policy is required to scope the project and set priorities, followed by a detailed implementation strategy, if the vision of these green linkages from the Ranges to the Waitemata is to be achieved over the next twenty years. A significant work programme is in place for 'Twin Streams', the Oratia/Opanuku Streams, and this has already gone some way to identifying restoration and access possibilities in these corridors.

The scoping project would, for each stream corridor:

- Identify the land alongside the streams that is already in public ownership.
- Identify where esplanades are likely to be forthcoming through future subdivision.
- Identify where riparian margins on private land may need to be either purchased, or public access negotiated.
- Identify where public access to and alongside the stream is provided, or where not provided, is currently practicable.
- Identify where bridges may be necessary to connect public access along the stream corridor.

The detailed implementation programme would need to address issues of consultation and negotiation with landowners and neighbours, design and funding. In the interim, extension of the public walkway system on the esplanade reserves within these key corridors could be made a priority for Council.

Community Engagement Issues in the Green Network

There is considerable public goodwill towards the Green Network, and positive steps have been taken by the Council in working together with individual landowners and community groups in environmental projects, as outlined in the Green Network report on Community Engagement, included in this agenda. The rewards in terms of harnessing community energy and resources towards protection of the Ranges are great, but a programme that is responsive to the community also creates community expectations of availability of Council support and advice as needed.

The Council through the 2002/2003 Annual Plan has approved an additional staff member to work in the area of strategic environmental Partnerships and Advocacy, and this will make a big difference at the macro level, to the Council's ability to work with other government agencies and environmental groups in the City. It will not impact at the micro level of supporting individual landowners and land care groups in their regular conservation activities, for example, assistance in developing weed management plans for individual properties. Council targets currently anticipate significant increases in this kind of activity, without providing parallel increases in capacity. If community expectations of Council delivery are not met, the resulting cynicism may be worse than the original indifference. Either the targets relating to community engagement at a micro-level need to be reduced, or additional resources applied. This issue will be ongoing, and if a responsive programme is to be put in place, it will need to be addressed through the Long Term Financial Strategy.

CONCLUSION

The presence of weeds, pests, degraded habitat and polluted water in the Green Network means that passive protection alone, through regulation, will not have the desired effect. Positive action is needed, and is expensive. Inaction is also very expensive, since loss of biodiversity is irreversible.

Through the project on the 'Waitakere Ranges Heritage Area' (explored in the report on the Waitakere Ranges in the September agenda) national funding mechanisms such as the Nature Heritage funds and QE11 National Trust fund may be able to be expanded. These additional funding sources would augment Council and Regional Council funds, and allow a better match of resources with the demand by landowners and communities for individualised advice, and financial incentives to protect valued habitats and ecosystems, through fencing and pest management.

In protecting and restoring the Green Network, getting the balance right between engaging landholders and local communities from the 'bottom up', and the need for scientific assessment, leadership and regulation from the 'top down', is a sensitive issue that may need further debate.

Questions and Actions for Consideration

A number of suggestions are made below for actions to take the Green Network forward over the next ten to twenty years. The other five reports in the 'Green Network package' contain similar lists. It is anticipated that the strategic review process will help to rank these numerous issues and suggestions in order of priority, and to set timeframes for them.

- A 'Green Network Linkages' policy to scope the project of developing the green linkages from the Ranges to the Waitemata Harbour, and set priorities, accompanied by a detailed implementation strategy.
- A targeted approach on an individual basis to landowners of important natural values, such as areas of outstanding vegetation, to discuss the values on their land, support available from Waitakere City and the Auckland Regional Council for its protection (for example assistance with weed clearance and fencing), and, if amenable, to discuss possibilities such as covenanting.

- A prioritised inventory of key areas for encouragement of private landowner activity.
- Development, together with the Auckland Regional Council, of a programme to prioritise indigenous fauna that is most at risk and identify and put in place specifically targeted management for its protection.
- A monitoring project to find how well the District Plan is doing in protecting landscape in the outstanding landscape areas of the City.
- Consider the targets relating to community engagement at the micro-level, and whether either the targets need to be reduced, or additional resources applied. This issue will be ongoing, and if a responsive programme is decided upon, it will need to be addressed through the Long Term Financial Strategy.

RECOMMENDATIONS

1. That the information be received.
2. That these issues be considered and prioritised through the strategic review and associated workshop processes.
3. That a copy of this report be forwarded to the Community Boards and Te Taumata Runanga for their information, and be made available to others on request.

Report prepared by: Jenny MacDonald, Strategic Leader.



15 GREEN NETWORK COMMUNITY ENGAGEMENT

PURPOSE OF THE REPORT

This report outlines the range of community involvement currently undertaken within the City in relation to the natural environment issues, in particular the Green Network incentives programme. The report also discusses various issues that have arisen over the last few years with regard to the engagement of the community and provides a range of questions for consideration on improving and enhancing community involvement and empowerment around these issues.

BACKGROUND

Waitakere City's population is fast growing, culturally and ethnically diverse, low to middle income, with large numbers of children and young people. At the same time there are greater numbers of older people in the City.

The Green Network community assistance programmes contribute to the 'look and feel' of the City, and as such they can benefit and have an impact on all residents. For Council to meet the needs of its customers for the Green Network it needs to know who its customers are and what they want

Overall, user groups of the Green Network services include:

- The general Waitakere City population.
- People living in specific geographical areas (eg. a ward, suburb, town centre or street).
- People living close to a green corridor/park.
- People driving/walking past amenity and enhancement areas and green corridors.
- People living in the vicinity of a project being undertaken.
- All types of ethnic and age groups, with a particular focus on children, young people and the elderly.
- Environmental groups.
- Iwi / Maori.
- Other groups such as sports clubs, youth groups, childcare centre users, community facility users.

The different Green network programmes themselves have impacts on different elements of the community of Waitakere City. A broad overview of these communities of interest is detailed below;

Green Network Planning

- The environment.
- Environmental groups.
- Community groups.
- Current or future residents of the land and surrounding area.

Development of Natural Environment Assets

- Current and future residents in the area.
- Environmental and community groups.
- The environment and wildlife within it.

Development of Access to Natural Environment Assets

- Current and future residents in the area.
- Walking groups.
- Environmental groups.
- Middle aged Europeans - parks market research identifies that Europeans in the 40-59 age group are the greatest users of bush and streamside tracks.

Community Projects on Public Land

- Those people with an interest in developing or taking part in community projects on parks eg. residents, schools, sports and youth clubs, community groups.
- Current and future adjacent residents who benefit from increased care and amenity for their neighbourhood.
- Ratepayers who benefit from reduced vandalism costs as community projects generally receive a higher degree of care from the community.

Community Involvement on Private Land

- Private landowners participating in the programme.
- Community groups.
- The environment and future generations.
- Ratepayers in particular relation to weed control as private weed control results in reduced seed source for infestation of public land.

Advice, Information and Education

- Private landowners participating in the programme.
- Community groups.
- The environment and future generations.
- Ratepayers in particular relation to weed control as private weed control results in reduced seed source for infestation of public land.

In kind Support [Plants, Weeds, Bins etc.]

- Private landowners participating in the programme.
- Community groups.
- The environment and future generations.
- Ratepayers in particular relation to weed control as private weed control results in reduced seed source for infestation of public land.

Support for Legal Protection

- Private landowners participating in the programme.
- The environment and future generations.

In order to better assess the community benefit gained from the green network incentives, two surveys have been undertaken. The results of the surveys show the areas of improvement and give some guidance on the priorities which are coming forward from the community with regard to the green network programme.

Green Network Survey Results

From the general Parks Survey undertaken every year, the Green Network Community Assistance Programme has an overall 17% awareness. From the specific market research undertaken for the Green Network Community Assistance Programme in November 2001, 57% of participants in the programme had heard of the Green Network. This is an increase of 14% from the 2000 survey where 43% of participants in the programme had heard of the Green Network.

Specific questions were asked about the types of assistance received and what effect the assistance had.

Planting

48% of people who received free plants stated that without the assistance they would not have undertaken planting.

Management Plan Advice

73% of those people who received management plan advice stated that it was very or reasonably helpful.

53% of those people who received management plan advice stated that they had done all or most of the plan

Telephone Advice

59% of those people who had received telephone advice found it very or reasonably helpful.

Weed Assistance

49% of people who participated in the programme were aware that contractor assistance was available.

33% of those people who received free herbicide would not have undertaken weed control without the free herbicide.

73% of people who received assistance with weed disposal were controlling weeds in an infested area up to half the size of a tennis court or larger.

17% of those people assisted with weed control fully eradicated the weeds, while 65% recognise the need for ongoing weed control.

86% of those people assisted with weed control expect to do more about weeds in the future.

18% of those people who received contractor assistance had their weeds successfully eradicated.

Conservation Covenant

56% of participants knew it is possible to covenant natural areas.

55% of those surveyed consider that six months to a year is the right time to consider issues before entering a covenant.

Fencing

24% of those surveyed were aware of fencing assistance.

Overall Programme

63% of those surveyed learned something from the programme.

33% of those surveyed felt there was a greater need for awareness raising.

14% of those surveyed felt that communication could be improved between staff and participants.

STRATEGIC CONTEXT

Waitakere City adopted Agenda 21 as a basis for its policy development and operations in 1993. Agenda 21 was the outcome of the “Earth Summit” held in 1992 to address the serious problems of environmental degradation and social inequity on a global basis. It is an agenda for the 21st century.

Agenda 21 is not just about what should be done to address these problems - it is also about how things should be done. While it has an international perspective, it is focused on changes that can be implemented at a community level, and recognises local government as the level of government closest to communities. Key points of Agenda 21 are:

- Providing a vision for the future.
- Taking a holistic approach to sustainable development, including recognising the links between people, the environment and the economy.
- Encouraging community led initiatives in the areas of economic and social development, environmental protection, and community involvement in decision making.
- Providing for partnerships - both between and within different sectors of society.
- Having a long-term view - considering the impacts of current actions on future generations.

In line with Agenda 21, Waitakere City became an Eco-city in 1993, Council then developed its own local Agenda 21 plan known as the Greenprint, which sets out the City's own agenda for the 21st century - the agenda for becoming an Eco-city.

As well as outlining the actions that the Council, together with its community must take, the Greenprint talks about partnerships, community led initiatives and the need to work together both within the city and across the region, the country and the globe in order to achieve those desired outcomes. The Greenprint recognises that Council is limited in the things it can influence directly, and that a key way to achieve results is to work with citizens, other stakeholders and participants - businesses, other local and central government agencies, iwi, social sector groups, and the community in general.

This makes interacting effectively with its community a key priority for Waitakere City Council. In order to achieve the strategic objectives it has set for the Green Network, Council must encourage the community to take decisions and actions that move the city towards those objectives.

ISSUES

Community Empowerment

Models

A recent 10-year review by the Green Network Pathway leader highlighted a need for greater direction and further ideas for community interaction and participation.

The following model can be used to elucidate the stage of development of a programme with regard to its target audience, or to place participants' stage of development re Environmental or Green Network responses to surveys.

The stages of education, attitude and behaviour development include:

- Gloom (“look at all the damage we are doing”) – the message of the 1970’s (**attention getting** for the issue). A ‘dramatic’ response to surrounding ignorance or lack of awareness.
- Milestone: Acceptance - wide acceptance that **there are environmental problems** that we (society) need to address. There are two stages: 1) oh yes, but it’s out there, too big; 2) oh yes, and I am part of it, that means I can do something about it, but what?
- Information **seeking** - Response: providing **guidance** on how to address the problems (ie. providing practical options as **solutions**).
- Application - **uptake** of solutions (experimenting to see what suits and what works) -
 - **Participant** (self);
 - **Advocate** (tell others);
 - **Organiser** (organise for others to participate).
- Effectiveness
 - Suitable (convenient) and **workable techniques are discovered**;
 - Begin to repeat - using most convenient and effective techniques;
 - Common strategies, methods, tools used.
- Milestone: Normalisation - Changed behaviour and attitudes have become normalised (**habitual**).

The above three bullet points can be **cyclical** with the formation of ‘habit’ releasing energy for the next change to be concentrated on.

- Effort, Inconvenience - this stage includes **feelings of belief or commitment** and involves a willingness to put yourself out to do the right thing because of what you believe. (Belief often forms after the first cycle and will fuel the next cycles. It is also now after one or more cycles that ‘Advocate’ and ‘Organise’ are most likely to happen.
- System - a **societal** response. That is, enough people are prepared to put themselves out that there is now enough demand to set up a system eg. kerbside recycling.

Importantly, the whole process can be sped up significantly or short circuited if the system is provided early on, that is, if the system provider is forward looking and innovative (foresees the need).

This model can be seen to be interlacing with the community development model of:

- Awareness ⇒
- Presence at the Decision Making ⇒
- Contribute to the Decision Making ⇒
- Participate in the Decision Making ⇒
- Decider.

At What Stage is Waitakere City?

The review identifies a high level of interest in the community with regards to nature but a very low level of understanding or knowledge. A high proportion of people are at bullet point 2 (as outlined above) with a few at each of bullet points 3-7; the Green network community team are working to increase knowledge and implementation levels and take larger numbers through bullet points 3-7.) Experience has also highlighted that interaction and participation are much more effective than information alone. Both are backed by quite a high level of pride in the Eco City but a low level of understanding of what that means, what they can do, or what the City is actually doing. The aim is to build sufficient mass of awareness and knowledge so that advocacy and leadership within the community begins to provide its own momentum.

Council's Approach

The Greenprint Commits the Council to:

- Help the City's diverse communities to contribute to the development of an eco-city.
- Act in partnership with the community to give voice to community hopes and aspirations.
- Recognise that Council power comes from the community and that the Council is answerable to the community for what it does.
- Listen to the community and be willing to change in response to community needs.
- Mediate between conflicting interests for the public good.

These commitments represent a range of relationships that Council has with its community - from service provider to advocate on the national stage, from representative organisation to regulator and from actor in society to a leader of the community. In deciding how it will interact with its community, Council must bear all of these different relationships in mind. Each different relationship will place different demands on Council, and will require different approaches to, and types of, interaction.

Council's approach is based on the following key tenets:

- Community interaction is a part of the democratic process.
- Community interaction is reliant on people being able to participate.
- Community interaction leads to effective implementation of the City's goals.
- Community interaction provides a community resource.
- Council needs to support and respond to its community.

Council's approach then is to effectively interact with its community to:

- enable local communities to influence city direction and to better provide for their own wellbeing.
- enhance decision making and community input into it.
- identify the needs and aspirations of the community.
- provide services (including being an advocate) that better meet residents needs and aspirations.
- communicate and achieve the City's strategic objectives.
- improve implementation of city projects.

Resourcing of Communities

Participation in Council processes brings with it costs. These can be in the form of time spent, travel costs and resources used in communicating, holding meetings or organising events. Costs can often fall on a small number of people in the community.

There are a number of issues involved when looking at resourcing communities to participate. Participation in the democratic process is one of the rights of citizenship, similar to the exercise of voting. People are encouraged to exercise these rights but traditionally are not paid to do so. Conversely, people can often face barriers to participation that cost them either financially or in other ways. Reasonable steps should be taken to minimise these barriers where possible.

Payment for participation also raises questions of impartiality. If Council were to pay a community member for work done in relation to a process, that payment could be seen as carrying with it obligations of an employer/employee or principal/consultant relationship. Other members of the community might question the impartiality of the community member or the process.

There is still a need however for Council to ensure that community participation is not prohibited by cost. In the past people have not been able to participate in community interaction processes because of travel costs or not being able to afford child-care while a parent attends a meeting or project. There are opportunities to make sure that processes are set up in such a way as to minimise barriers to participation.

Community Organisations

A number of initiatives are possible to ensure that Community organisations can become more involved in Council Green Network projects. Such methodologies include Memorandums of understanding, or similar documents, developed between Council and community organisations that have the skills and knowledge to implement weed control, revegetation and education. An example of such has been developed with the Weedfree Waitakere Trust and is about to be implemented with the Keep Waitakere Beautiful Trust.

Health and Safety Issues

Recent changes in the health and safety regulations have meant an increase in planning with regard to any volunteer work undertaken on Council owned land. A site-specific health and safety plan must be prepared for every situation involving work on Council land by volunteers. This requires more liaison time with the volunteer group/individual and has an impact on the number of projects able to be undertaken.

In addition to staff time the operational policies needed to be carried out prior to a project can lead to volunteers not wanting to take on more responsibility for projects and/or contributing to the project work.

The Health and Safety Act requirements are particularly limiting when it comes to allowing community members to undertake construction works etc on Council parks and reserves due to the potential risks involved. This is often perceived by the community as a negative response from Council and an unwillingness for Council to work with local communities on projects. In particular, strict criteria apply in terms of paying for work undertaken as part of a contract. The extensive process required to be undertaken to allow a community member to undertake such work can require a significant investment of staff resource, time and money.

The key piece of legislation on health and safety in the workplace is the Health and Safety in Employment Act (1992). The Act requires an organisation to provide a healthy and safe work environment for their employees and requires employers to make sure their employees do not do something (or neglect to do something) which results in harm to other people in the workplace. If a Council staff member is on site (supervising) then the area is deemed as a workplace (even though Council is not paying the volunteers for the work). As such, Council has a responsibility to ensure that the above mentioned health and safety plan is prepared and take all reasonable actions as defined by the Act.

RESOURCES

The Green Network Community Assistance programme currently has .5 Full Time Equivalent involved in distributing, assessing and maintaining the plant voucher and contractor assistance programme. This programme had record numbers of participants in the 2001/2002 year and the budget was fully utilised four months prior to the end of the financial year (people were informed they would be placed on a waiting list for inclusion in the new financial year).

Another .75FTE is involved in running the covenanting programme and this person also works with community groups on weeding and planting projects within parks and reserves throughout the City.

The 2002/2003 Landscape Development and Parks? Budget for Community engagement projects and economic incentives includes the following;

➤ Ginger Plant Removal	\$8,000
➤ Project Costs (Covenants)	\$20,000
➤ Eco-Sourcing Projects	\$4,900
➤ Green Network Management Plans	\$5,000
➤ Education and Public Relations	\$15,000
➤ Weeds and Bins	\$30,000
➤ Eco-Sourced Plants	\$15,000
Total	\$97,900
➤ Community Planting on Parks	\$25,000

CONCLUSION

As outlined above, staff time is one of the main factors currently limiting the further expansion and success of the Community Assistance programme to meet community demand and Green Network objectives and the community planting on parks project. As with all programmes aimed at engaging the community, the one on one liaison is the factor that instils trust and enthusiasm within the community participants. However, this liaison is demanding of staff time.

Survey work indicates that knowledge and understanding of the Green Network programme is growing within the community, however, leading on from increasing understanding, the next phase of empowerment and ownership is through commitment to programmes and partnerships with guidance provided by Council.

Significant increases in the number of community groups wanting to be involved in these programmes and demand for the plant vouchers, weed bins and contractor assistance has highlighted the need to review the current resources provided for the community aspects of the Green Network and how best to enhance these components. This report outlines a number of elements to be considered in order to allow the further progression of the Green Network community incentives programme.

Questions and Actions to Consider

The following summarises the key questions requiring consideration with regard to community involvement in the Green Network and parks and reserves of Waitakere City and highlights some preliminary ideas on how progress can be made to better empower the community over the next ten to twenty years, to be considered by the Council as part of the Strategic Review;

1. Currently we do not have the ability to grow with demand. How much growth in community engagement do we wish to accommodate, if any?
2. There needs to be some guidance as to the principles on which the Council will base its interaction with its community.
3. What approach should we take to community involvement?
4. What communication methods are available and how do they relate to the range of interaction types?
5. Produce a checklist for ensuring that Council's Green Network community interaction principles are taken account of in each individual project or process.

6. Create a code of practise or manual that facilitates community decision making to develop and strengthen current and future work with community groups and give community ownership of their Green Network projects.
7. Develop links between Council and community organisations through tools such as a memorandum of understanding or other such tools identified in the code of practise.
8. Occupational Safety and Health and Accident Compensation Corporation complexities for voluntary organisations/individuals need to be considered and clear guidelines made available which support and encourage volunteer service.
9. Run an education programme. The aim is to build Green Network knowledge in the community. Sectors in the community would be targeted according to their ability to transfer that knowledge, including Industry (Nursery, Landscapers, Real Estate); Community Groups (newly forming groups planting in Parks and their leaders, existing Landcare and Beachcare groups, collections of neighbours cooperating for mutual and Green Network benefit); interest groups (gardening clubs, West Lynn Garden Trust, Forest and Bird), and many others.
10. Produce informal Management Plans for private landholders with Green Network elements of value on their property (streams bush edges, coastal edges). These become the examples in the community of what will work.
11. Establish strong link with the QEII National Trust Covenant programme to further highlight the importance of covenanting and provide assistance in terms of implementing and resourcing the provision of covenants.
12. Provide economic incentives for people to covenant individual trees or small patches of bush (more applicable to urban areas and trees of significance) on private properties. A provision is available through the QEII National Trust.
13. Provision of assistance and resources for responding to community priorities, for example, weed control on parks that the community identify as important but that are not a high priority from a weed strategy perspective.
14. That staff resources and funds for community facilitation increases with demand through the Long Term Financial Strategy.

RECOMMENDATIONS

1. That the information be received.
2. That these issues be considered and prioritised through the strategic review process.

Report prepared by: Renee Lambert, Service Manager: Landscape Development.



16 **'ALIVE STREAMS' - STORMWATER AND AQUATIC ECOSYSTEMS**

PURPOSE OF THE REPORT

This report is part of a package of reports to this agenda outlining issues for the Green Network, and discusses the key issues for stormwater and aquatic ecosystem management in the City. The reports are intended to provide information to assist Council in setting the strategic direction for the Green Network for the next ten to twenty years.

BACKGROUND

Over the last decade there has been growing focus on the issue of stormwater management. Traditional concerns about the impacts of flooding on properties have been extended to include concerns about the impact of stormwater on harbours and streams. Siltation from erosion and the impact of pollutants have become matters of significant concern, as has the issue of stream and coastal damage from stormwater runoff after rain. In some areas, the infiltration of stormwater into wastewater systems and the combined sewer/stormwater systems of the older parts of the region are major contributors to regional problems. It has become recognised that vehicle pollution off roads is the single largest source of water pollution in the Auckland region.

The Resource Management Act 1991 makes the protection of the condition of the country's natural ecosystems and its streams, rivers and harbours a matter of national importance. Councils are now required to address issues of stormwater quality and, in particular, take a preventative approach where new development occurs.

Regional Stormwater Strategy

In 1997, the Regional Stormwater Strategy took the first step in developing a co-ordinated regional approach to stormwater management. It reviewed the quality of 'receiving environments' (freshwater and marine) and the kinds of pressures that they were under. It also identified the kinds of values placed on various catchments by the community. Taking these classifications, the strategy identified a number of priority catchments, requiring to be addressed by the different territorial local authorities. The overall strategy was endorsed by Waitakere City Council in 1997 as the basis for its own forward planning for stormwater improvements. It was also used as a basis for developing an indication of long term costs for the 1998/1999 Long Term Financial Strategy and Council's Stormwater Strategy.

The Regional Stormwater Strategy places greatest emphasis on ensuring that there are adequate systems in place to cope with future growth. Councils face increasing requirements to address the issue of discharges, including non-point discharges, such as general road pollution.

The Regional Stormwater Strategy does not comprehensively address the issue of 'retrofitting' catchments where past solutions have proved inadequate. Such retrofitting might be 'picked up' in those catchments facing development pressures, but the strategy does not investigate the long-term costs that might be incurred in these areas. From the community perspective however, there is a significant level of concern about pollution and the ability to use certain areas for recreation and even food gathering. There are also increasing concerns about the silting of the Upper Waitemata Harbour.

Since the initial passage of the Strategy, there has been a number of initiatives that have identified the costs of stormwater systems and the potential for alternatives. These are:

- The environmental standards in the Air, Land and Water Plan;
- The requirement under the Local Government Act No. 3 to adequately fund maintenance and depreciation of existing assets which makes more transparent long term costs of traditional infrastructure;
- More rigorous comparisons of alternatives with traditional infrastructure and their increasing implementation by local authorities - examples are swales, riparian margins, artificial wetlands;
- Increasing water quality standards for discharges;
- Growing community concern about the quality of the region's harbours and streams and interest in seeing a clean-up of the worst catchments; and
- Increasing expectation by the community that flood hazards will be addressed.

All these factors contrive to make stormwater choices for the next ten years a pressing issue for Council.

Waitakere City Stormwater

Waitakere City has a wealth of ocean beaches, harbours, estuaries, wetlands, lakes and streams. To the people of Waitakere and beyond, these natural features provide many benefits, including sporting and recreation facilities and a pleasant environment that enriches the quality of life in the City. Water is of special value to the tangata whenua of the City and the waterways and their margins provide habitat for much native wildlife. The expansion of Waitakere City, particularly since the Second World War, has severely impacted on these aquatic environments.

Stormwater runoff is a major source of pollutants entering many waterways, and degrades the quality of water in streams and coastal environments. Motor vehicles are the single largest source of pollution of the City's urban water bodies, with their pollutants carried by stormwater running off roads and parking areas. Siltation of streams and coastal waters from erosion and the impact of pollutants on waterways have become pressing issues, with a significant level of community concern about the ability to use certain areas for recreation and food gathering.

For many years the management of water quality has been centred on controlling stormwater discharges, with inadequate consideration of smaller diffuse sources of pollution from roadways, homes and agriculture or the importance of good urban design. The focus on reducing flooding and instability has led to stormwater works aimed at efficiently removing stormwater into a reticulation system, mainly consisting of investment in kerbs, channels and piped infrastructure. This has often meant that the adverse environmental impacts upon the receiving waters and aquatic ecosystems have been overlooked.

More recent realisation is that stormwater management also need to address the impacts of flow volumes, pollution and works on the City's streams, beaches and harbours and their native wildlife. Because Waitakere is a rapidly growing city, a major focus of the Stormwater Strategy is on preventing future problems through careful design of new development and its stormwater management systems. An additional challenge within the limited resources available is remedying problems arising from past solutions that have proved inadequate.

STRATEGIC CONTEXT

Comprehensive Urban Stormwater Management Strategy and Action Plan

Council obtained funding from the Ministry for the Environment's Sustainable Management Fund, to develop and implement a strategy and action plan for the sustainable management of urban stormwater within Waitakere City. The 'Comprehensive Urban Stormwater Management Strategy and Action Plan' (2000) builds on the earlier "Water Cycle Strategy" (1994) and sets out the Waitakere City Council's approach to managing the City's stormwater over the next twenty years. It is intended mainly for Council and staff, as well as key external stakeholders with interests in sustainable stormwater management.

This management strategy and action plan sets out Waitakere City Council's vision for holistic management of stormwater in conjunction with Iwi and the community, and is based on the strategic direction determined by Council at its meeting of 18 August 1999. A copy of the draft Comprehensive Urban Stormwater Management Strategy and Action Plan will be distributed to elected members with this agenda.

The Strategy:

- Sets out a vision;
- Summarises the issues;
- Sets out goals and objectives;
- Outlines policies;
- Establishes priorities;
- Outlines options and implementation methods;
- Establishes monitoring measures; and
- Assesses costs and benefits.

The vision of the Stormwater Strategy is:

'Waitakere City Council will manage the effects of the City's stormwater runoff with due regard to -

- The health and safety of its people, land and property;
- Maintaining the mauri of the water;
- Protecting and enhancing the life-supporting properties and quality of its streams, rivers, estuaries and harbours;
- Efficient and effective stormwater infrastructure.'

The action plan seeks to identify “best sustainable practice” for the management of urban stormwater and specifically deals with the following:

- Flood control and property protection issues with reference to receiving environments, water quality issues and aesthetics;
- A process of relevance to other Territorial Authority stormwater management objectives;
- An assessment of the effects of urban stormwater discharges on receiving environments;
- Catchment management objectives and the application of appropriate techniques to minimise flooding;
- Adequate water quality and environmental protection;
- Takes into account the Regional Stormwater Strategy Statement as the overall document for stormwater planning;
- Is coordinated with best practice urban and rural design to meet the Council’s environmental and urban grants requirements; and
- Provides the basis for the Council’s consideration of stormwater management as part of the Long Term Financial Strategy.

Urban development causes flooding and has adverse effects on the receiving environment. The purpose of the Comprehensive Urban Stormwater Management Strategy and Action Plan is to develop a long term prioritised programme which will:

- Reduce potential for flooding;
- Improve water quality;
- Restore streams as far as is practical, including the amenity values of streams and restoration of habitat;
- Provide recreational facilities in association with water management facilities; and
- Promote the use of stormwater run-off from the catchment.

In addition, Council were required to apply to the Auckland Regional Council for resource consents for stormwater discharges by 1 April 2001.

Integrated Management of Stormwater

The Stormwater Strategy emphasises integrated management in line with the Resource Management Act, particularly in terms of economic, social and environmental concerns, cross-Council integration, for example with roads, locality planning, parks, cleaner production, town centre work, and integration of stormwater management with protection and enhancement of the natural environment.

The stormwater strategy will contribute to the outcomes sought in a number of the strategic objectives set by Council. As would be expected, Green Network objectives relating to managing stormwater in harmony with the natural water cycle, keeping up with the growth of the City, reducing land slippage and erosion, protecting the health and safety of people, protecting the natural environment, and partnerships are addressed within the strategy. In addition, the strategy sees stormwater solutions being planned and designed in conjunction with wider design initiatives being carried out within the urban villages pathway, such as neighbourhood and town centre plans, new subdivision design and structure plans, to ensure that natural environments are integrated into the stormwater management and that ecosystems, such as streams, are a fully functional part of these areas. In the sustainable business pathway, the strategy, by promoting sustainable stormwater management in business, assists the city in gaining a competitive edge in ‘green’ business.

Strategic Targets

Council's strategic targets for stormwater management are shown in Table 1 and Table 2.

10 Year Pathway Measures.	10 Year Targets (set in June 2000)
Sustainable management solutions for stormwater are achieved in new development areas.	All new development areas through to 2010.
Water quality in targeted streams in urban areas improves, measured over a 10 year period.	Improvements by 2010.
Stream length (and wetlands if measurable) that provides moderate or better habitat for native fish increased. (Of the 10% of streams monitored in 1998/99, 70% were graded moderate or better.)	5% or more increase by 2010.
Number and variety of native birds increase at five monitoring sites along the Opanuku and Oratia ecological corridors.	Increase in number and variety of native birds.

Table 1: Long-Term Stormwater Targets

Measures	2000/2001	2001/2002	2002/2003
New stormwater treatment systems that improve stormwater quality are in place in priority catchments, as identified by the Regional Stormwater Strategy (23 in place in 1998/1999).	5 or more new systems.	5 or more new systems.	5 or more new systems.
Stream restoration projects to control slippage and erosion are completed. (Eight completed in 1998/1999).	10 completed projects.	10 completed projects.	10 completed projects.
Minimise the number of flood hazards per 1,000 properties. (4.5 per 1,000 properties in 1998/1999.)	90% or better.	90% or better.	90% or better.

Table 2: Short-Term Stormwater Targets

ISSUES

The objectives and policies of Council's Stormwater Strategy are designed to achieve an integrated management approach to stormwater to address all identified issues, as follows:

- Loss of habitat quality and quantity.
- Point-source contamination.
- Flooding.
- Accelerated erosion and land instability.
- Land development potential.
- Altering the natural water balance.
- Existing stormwater infrastructure.

Issues are grouped under the objectives and policies and addressed below, together with the issue of monitoring.

Monitoring

The stormwater strategy includes a report that identifies public health as well as ecological and hydraulic implications of the state of Waitakere City's freshwater and stormwater receiving environments, for example, high nutrient loadings in streams affect human health as well as natural ecosystems. High nutrient loadings and high counts of *Escherichia coli* (an indicator of faecal contamination) can be attributed to a number of sources including sewage overflows, septic tank seepage, grazing and horticulture, as well as excreta from possums and waterfowl.

The strategy also provides the framework for a programme to monitor the effectiveness of Council's stormwater management initiatives. The report recommends adoption of the 1999 updated Australia New Zealand Environment and Conservation Council water quality guidelines to determine degradation trigger points.

The proposed monitoring programme identifies habitat, macroinvertebrates, macrophytes, fish and water flows and levels as key indicators, and provides methods, a programme and costing to monitor these.

Water quality monitoring ensures that:

- Public health and safety is protected from the effects of both pollution and flooding; and
- Aquatic ecosystem health is protected and restored.

Objective 1 - Integrated Management Approach to Stormwater

'To achieve a multidisciplinary, co-ordinated approach to address all aspects of stormwater management in Waitakere City.'

Policies

- Prepare comprehensive stormwater catchment management plans for each catchment in the City and obtain comprehensive discharge consents.
- Ensure involvement of external stakeholders, including the Auckland Regional Council, iwi, landowners, developers and the local community.
- Ensure involvement of all internal stakeholders as part of stormwater management processes, including Parks, Strategic Group, EcoWater, Field Services and other relevant departments.
- Recognise and draw on the range of skills that contribute to stormwater management, including hydrology, engineering, ecology, water quality science, policy and planning.
- Highlight stormwater issues and promote better community understanding of the problems and solutions.

Explanation

There is more to stormwater management than simply addressing flooding and the movement of water through a catchment. Ecological, recreational, amenity, landscape and cultural issues must be addressed even-handedly. Experts in disciplines other than engineering have much to contribute to stormwater management and can facilitate outcomes that also meet a range of other Council objectives relating to the protection of the ecological values of the Green Network, enhancement of landscape and amenity values and increased public access to natural areas. Through its Green Network strategic direction, Waitakere City has achieved a fully integrated approach to managing stormwater from a multi-disciplinary perspective, a far remove from the traditionally engineering management perspective. However, measures are still required to ensure the diverse areas of expertise from throughout the whole Council continue their involvement in sustainable stormwater management.

Objective 2 - Loss of Habitat Quality and Quantity

'To protect and enhance the quality and quantity of freshwater and marine habitats.'

Policies

- Protect and enhance riparian vegetation.
- Minimise vegetation loss, both riparian and catchment-wide.
- Maintain sufficient water flows in streams to support healthy aquatic life.
- Minimise earthworks in or around watercourses.
- Ensure adequate sediment control conditions on all building and resource consents.
- Minimise work in watercourses, including removal of obstructions where flooding is likely.
- Promote bridges instead of culverts for stream crossings.
- Raise the level of understanding of the adverse effects of activities on habitat quality and promote sustainable solutions.
- When undertaking flood management or erosion protection, use methods that minimize interference with natural channel morphology.
- Ensure impervious surface coverage doesn't exceed limits set in the District Plan.
- Avoid the creation of barriers to upstream movement of inanga and other weak-climbing native aquatic species.
- Remedy existing barriers to migration of inanga and other weak-climbing native aquatic species.
- Avoid the piping and channelling of streams.
- Promote the restoration of degraded and piped or channelled streams.
- Stormwater management devices can and must be designed to increase habitat opportunities.

Explanation

Council has adopted a policy of containment and consolidation of development, and part of this policy is to ensure settlement is located away from vulnerable watercourses and areas prone to flooding. Urban development should not occur in locations where such development will lead to significant adverse effects on water quality and water quantity. Identifying Riparian Margins and acquiring esplanade reserves are additional tools for maintaining and enhancing water and habitat quality.

Council has a centralisation policy of encouraging use of public transport and concentration of activities into nodes. One intention is to reduce vehicle trip length and numbers. Another is to minimise the discharge into stormwater systems and watercourses of contaminants deposited on to impermeable surfaces from motor vehicles.

At present, natural stream and wetland habitats are often only considered in isolation on single sites, and seen as dispensable, with the result that fewer and fewer of the region's natural aquatic habitats are being retained. The value of these remaining habitats is unappreciated and, as yet, little understood. Logs, natural debris and other objects can provide habitat and should be left in a stream unless serious flooding would result. Riparian vegetation plays an important role in shading streams, thereby reducing both peak water temperatures and water temperature fluctuations, and so maintaining more even water temperatures. It also provides shelter and refuge for aquatic invertebrates and fish, as well as a food source by dropping debris and providing habitat for terrestrial invertebrates. Riparian vegetation can also provide breeding and resting areas for many native birds and sheltered breeding areas for fish. Riparian areas also act as corridors for the movement and dispersal of native birds and vegetation.

Vegetation throughout the catchment also assists in maintaining groundwater levels and filtering overland run-off. Council advocates a precautionary approach to retaining what remains of these habitats in the City and maintaining their ecological health.

Appropriate management of headwaters of streams and watercourses, even if they are too small to be identified as part of the Riparian Margins Natural Area, is important for protecting and enhancing water quality and providing habitat. Subdivision and development of land have significant potential to degrade water quality and aquatic and riparian ecosystems. Revegetation of riparian areas is especially valuable because it reduces erosion and flooding, as well as helping to filter out contaminants before they reach the watercourse.

An understanding of in-stream fauna and their behaviour assists with providing for their habitat needs such as shade, shelter and food sources and their functional needs such as migration and breeding opportunities.

Objective 3 - Point - Source Contamination

‘To reduce the adverse effects of point-source contamination.’

Policies

- Eliminate where possible, or treat discharges containing contaminants and spills of hazardous substances before they enter natural water bodies.
- Minimise sewer overflows.
- Ensure the design and maintenance of on-site wastewater systems avoids or minimises the discharge of contaminants to natural water bodies.
- Ensure that sites where hazardous substances are used or stored are designed and operated so as to contain any spills.
- Promote Cleaner Production programmes and other source control initiatives.

Explanation

Occasional spills and chronic low-level discharges of substances harmful to aquatic life can destroy in-stream fauna for considerable periods of time, or lead to long-term degradation. Prevention of these discharges is crucial for maintaining and enhancing stormwater quality and the quality of both freshwater and estuarine receiving environments.

Objective 4 - Non-point Source Contamination

‘To reduce the adverse effects of non-point source contamination.’

Policies

- Provide for the treatment of 50% of road runoff within the road corridor.
- Encourage the use of swales within road reserves.
- Set up a partnership with Transfund for on-going contribution towards the cost of decontamination of road runoff.
- Promote the use of low impact design for development.
- Ensure that sediment control is undertaken for all earthworks.
- Advocate to central government the replacement in and phasing out from building and other materials of all substances with potential to contaminate stormwater.
- Promote the environmentally safe use of agri-chemicals.
- Encourage the fencing of stock from natural water bodies and their margins.
- Raise community awareness of the ecological effects of spills and waste dumping.

Explanation

Non-point source contamination of stormwater can only be controlled through raising community awareness and offering alternative solutions to unsustainable practices. The effects are cumulative and cause and effect are not easily monitored, so prevention of all known sources is the only prudent management approach.

Swales, sediment control for earthworks and low urban impact design with retention of riparian vegetation can physically trap sediment and sediment-bound nutrients. Passage of subsurface flows through riparian margins, particularly swampy margins, can significantly reduce nitrate concentrations in water.

Objective 5 - Flooding

'To reduce the adverse effects of flooding on people and property.'

Policies

- In addressing flooding problems, priority will be given to solutions that also address water quality and habitat values.
- Subdivisions should be designed so that the 1:100-year flood plain is included in a drainage reserve.
- Subdivision design should, as far as possible, ensure that secondary flow paths are located on public land or in areas where they will not be obstructed by buildings or fences.
- Building is not permitted where the floor level is less than 0.5m above the 1:100-year flood plain, except where a higher freeboard has been specified in the stormwater catchment management plan.
- Buildings and other obstructions must be kept clear of secondary flow paths.
- Plants such as willows, which exacerbate flooding, shall not be planted on stream banks or near wetlands.
- When planting for environmental quality or to aid stability, plants to be used must not be species that are known to exacerbate flooding.
- Avoid development that is likely to cause or accelerate inundation of other property.
- Filling is not permitted within the 1:100-year flood plain, except in exceptional circumstances where it can be demonstrated that adverse effects can be remedied or mitigated.

Explanation

Catchment development has traditionally taken place from the bottom up, starting at the lower end where the land is flatter, usually near the coast. As steeper, less desirable land is developed further up in the catchment, the resultant increased imperviousness transmits more runoff to the lower areas, and flooding of property begins to occur. In less-developed catchments, the opportunity for flood management is still available, and flooding can be addressed on a more planned and comprehensive basis.

Riparian vegetation can be very effective in slowing the velocity of floodwaters and reducing runoff and floods peaks. For maximum effectiveness, riparian vegetation is needed throughout the entire catchment. However, in stream vegetation like willows obstruct and restrict flow by occupying part of the water area. Willows also trap debris and sediment around their roots further blocked water flow and causing localised ponding or flooding. In contrast, sedges and reeds can slow water velocities and hold back flow - a benefit to downstream areas - but are flattened by bigger flows, thus presenting when flows become too strong, allowing water to spill over them, reducing localised ponding or flooding.

Objective 6 - Erosion and Land Stability

'To prevent any acceleration of the natural rate of erosion both on land and in stream channels.'

Policies

- Identify streams at risk from stream bank and streambed erosion, and promote appropriate solutions.
- Promote the use of soft engineering or bioengineering solutions to address erosion.
- Reduce the adverse effects of land instability on people and property.
- In stability sensitive areas (as determined in the District Plan/Natural Hazards or Hazard Register), ensure that stormwater from new developments is managed so that it does not flow directly to roads.
- In stability sensitive areas, ensure that stormwater disposal from roads is managed to avoid risk of land slippage or other environmental damage.

Explanation

Many streams in Waitakere City are soft-bottomed streams running through weathered clay deposits. The increases in peak flow volume and velocity that results from development causes accelerated erosion of stream banks and the bed of streams. This results in increased sedimentation that smothers in stream life and accelerates deposition to receiving environments. The presence of suitable deep-rooting riparian vegetation enhances the stability of stream banks by reducing the erosive effects of the water.

Objective 7 - Land Development Potential

'Plan and provide stormwater infrastructure ahead of development.'

Policies

- Settlement should be of a type and density that avoids, remedies or mitigates adverse effects of stormwater runoff on water quality, flow volumes and patterns and freshwater and estuarine receiving environments.
- Subdivision and development of green field sites such as Structure Plan Areas should be designed and managed so as to emphasise the protection and enhancement of streams, lakes, watercourses, wetlands and the coast and the enhancement or restoration of riparian vegetation.
- Promote designs that minimise the need for stormwater infrastructure, especially reticulated systems with direct discharges to streams.
- Ensure that stormwater management provisions keep pace with urban growth.

Explanation

The effects of development on stormwater runoff are closely related to the design and materials used, especially the percent impervious area and the extent of stormwater reticulation. The extent of catchment imperviousness is the single most critical determinant of the environmental effects of development. Moreover, in two catchments with the same percent impervious coverage, the one with the most extensive stormwater reticulation will experience the more severe effects on freshwater receiving environments.

Objective 8 - Altering the Natural Water Balance

'To achieve hydrologically neutral development which maintains the natural water balance as much as possible.'

Policies

- Encourage development styles and stormwater management methods that mimic natural runoff patterns.
- Maintain perennial flows in streams.
- Promote the use of stormwater methods that minimise, retain and treat stormwater runoff.

Explanation

Efficient collection and disposal of stormwater running off extensive impervious areas by reticulated systems short-circuits the natural water cycle, lowering the water table and causing seasonal low flows or cessation of flows in streams. The resulting water shortage compromises catchment vegetation as well as in stream communities.

Objective 9 - Existing Stormwater Infrastructure

'To optimise the effectiveness of the existing stormwater infrastructure network in a way that meets the needs of the community and, where possible, to implement alternative instead of traditional stormwater management solutions while ensuring that Council's management of stormwater pays due regard to the safety of staff and the public.'

Policies

- Maintain the reticulated stormwater system in an efficient and cost-effective manner.
- Design stormwater infrastructure to minimise long-term maintenance costs.
- Provide pipe capacities that accommodate the 1:5-year storm.
- Provide a secondary flow system with capacity to accommodate the 1:100-year storm clear of all buildings.
- Ensure stormwater system design does not conflict with the operation of other utilities.
- Where possible implement innovative solutions for stormwater management.
- Optimise the timing of replacement of infrastructure to maximise the investment in that infrastructure.
- Ensure safety of staff and the public with regard to the Council's management of stormwater.
- Discharges to road drainage systems shall be in compliance with the guidelines for curb discharges.
- Provide adequate signage for areas known to flood.
- Apply safety standards for all temporary sediment retention ponds.

Explanation

Stormwater infrastructure comprises a large part of Council's managed assets and must be maintained in an efficient and cost effective manner. New services must be able to meet the needs of the community well into the future, providing for expected growth and keeping pace with changes in technology and environmental performance standards.

The key safety hazards of stormwater structures are falling into water retention or carrying devices and not being able to get out. The risk of drowning must be reduced by reducing opportunities for accidental trapping or by posting warning signs.

Objective 10 - Loss of Community Use of Water Resources

'To protect and enhance community access to and enjoyment of freshwater and marine environments.'

Policies

- Ensure that water bodies remain in their natural state to continue providing sustainable stormwater management and landscape and visual amenity.
- Ensure that water quality is of a standard suitable for contact recreation where this has been or potentially is an appropriate activity.
- Ensure that water bodies are not degraded to the extent that renders them unsuitable for non-contact recreation.
- Ensure that water quality is of a standard to ensure the continued use of cultural harvesting of food and other resources where this is appropriate.
- Ensure water quality standards are met in areas of fishing and shellfish gathering.
- Protect the mauri of water.

Explanation

Human activities should not impede natural changes in watercourses, lakes or wetlands and should avoid modifying the interface between wetlands or streams and the surrounding land. This interface between land and water is a transitional zone which is highly vulnerable to development, but which performs important hydrological, ecological and landscape functions.

Water quality must be maintained or improved to enable various activities in and around the City's water bodies to continue. Swimming and shellfish gathering need the highest water quality and visual amenity the lowest. The water quality measures for the community use of water bodies may not directly relate to water quality necessary to maintain healthy aquatic or marine ecosystems, but the precautionary approach promotes management to the most conservative standard where possible.

Activities in the riparian margins must avoid adverse effects on the mauri of that water, taiapure or mahinga maataitai (traditional areas for harvesting cultural materials).

Catchment Priorities

A significant amount of work has been undertaken to improve understanding of the status of the different stormwater catchments that sit within the urban area, or are located in areas that will be under development pressure in the future. Analysis has involved refining information about stormwater issues and pressures in each catchment, and the quality of the 'receiving environments' (the streams and harbours into which the stormwater flows). The various issue categories that have been identified as relevant are:

- Point Source Contamination
 - sewer overflows
 - inadequate capacity
 - septic tanks
 - contaminated sites
 - zoning of industry
 - dangerous goods

- Non-Point Source Contamination
 - vehicle counts
 - agriculture/horticulture
- Flooding
 - floodplain (%area of catchments where non-residential buildings have been flooded)
 - risk to dwellings (number of residential buildings flooded)
- Stability/Erosion
 - unstable areas (slopes over 30°)
 - erosion prone areas
- Development Potential
 - growth estimates based on Regional Growth Strategy
- Vegetation
 - riparian vegetation (average area of streamside vegetation) – key to slowing surface water and capturing pollutants
 - catchment wide vegetation (area of catchment supporting significant or regenerating vegetation)
 - restoration programmes
- Existing Stormwater Network
 - age and condition of the network
 - service coverage, only 40% of the city has a conventional stormwater network

The impact of these various factors on each catchment has been analysed and a rating of whether the problem is a high, medium or low level has been made. The catchments have then been ranked in order of significant stormwater issues - by single issue and cumulatively.

In addition to these issues, information on the condition of the receiving environments was also seen as an important issue in arriving at priorities for a stormwater implementation programme. The information on the receiving environments is based on the work done for the Regional Stormwater Strategy although further monitoring of conditions is being undertaken in some limited areas. The catchments are ranked according where the greatest degradation has occurred (low quality) and where the natural systems are relatively intact (high quality).

The issue rankings and the receiving environment condition rankings will be used as the basis for developing broad options for discussion, each of which has a 'baseline' of initiatives in common. The packages involve addressing:

- Public health, development and safety issues;
- Remaining flooding priorities: giving priority to solving the City's flooding problems over the next ten years or so;
- High quality catchments: giving priority to protecting the City's existing relatively high quality catchments from further degradation;
- Low quality catchments: giving priority to cleaning up degraded catchments; and
- Arterial routes: undertaking work in those catchments that have the City's high use roads.

CONCLUSION

Successful management of stormwater needs a long-term approach to integrate best practice catchment management principles with excellence in rural and urban design in both new and established areas, and community and business involvement and education programmes. Stormwater systems and management need to be consistent with and actively contribute to a number of other environmental and community outcomes. Together these will improve the City's stormwater systems, the safety of people and property and the quality of the environment.

All councils in the region face significant costs in relation to stormwater management; this is partly due to growth pressures and more stringent environmental standards but it is also the result of a history of under funding of the existing infrastructure. Past decisions about the kind of engineering solutions have also meant that most parts of the region have invested in costly piped infrastructure which is focused primarily on the transport of stormwater, rather than run-off minimisation and treatment. Such infrastructure has significant long-term maintenance and renewal costs.

Local authorities in the region have no choice about whether they will address stormwater issues. At the very least, if they are to ensure that local growth strategies occur as planned, they will need to deal with stormwater issues within catchments that are identified as being subject to future growth pressures. The Auckland Regional Council also requires a comprehensive catchment based approach to stormwater management. This means that particular stormwater issues must be addressed as part of a catchment wide plan. Councils do, however, have the following choices:

- The timing, sequencing and standards for regulatory compliance;
- The priority order that catchments will be dealt with;
- The kinds of solutions that will be used; and
- The speed at which improvements are undertaken.

The analysis for the Strategic Review will consider primarily capital projects as most of the initiatives relate to the retrofitting of catchments to either solve existing problems or ensure capacity for future planned growth where this is not provided for via financial contributions. Costs for Council in relation to new growth areas are incurred mainly for subdivision advice and design. The costs incurred for addressing sewer overflows will be addressed as part of the wastewater infiltration and inflow programme.

RECOMMENDATION

That the information be received.

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