



Waitakere City Council
Te Taiao o Waitakere

NOTICE OF MEETING

POLICY AND STRATEGY COMMITTEE

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

DATE: Thursday, 3 June 2010 **TIME:** 9.30 am

MEETING ROOM: Council Chamber

VENUE: Waitakere Central, 6 Henderson Valley Road, Henderson, Waitakere

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

28 May 2010

Judith Moore
COMMITTEE SECRETARY

Telephone (09) 836 8000 extn 8950

MEMBERSHIP:

Deputy Mayor	PA	Hulse (Chairman)
Councillors	LA	Cooper, JP (Deputy Chairman)
	DQ	Battersby, QSM, JP
	BA	Brady, JP
	MFP	Chan, JP
	JM	Clews, QSO, JP
	RI	Clow
	AK	Corban, OBE, JP
	RP	Dallow, QPM, JP
	WW	Flaunty, QSM, JP
	MM	Jolley
	JP	Lawley, JP
	PG	Mitchell
	VS	Neeson, JP
Mr	WH	Paki, JP (Chairman, Te Taumata Runanga)

Mayor RA Harvey, QSO, JP (ex officio)

(Quorum 5 members)

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(Meeting Room could be subject to change)

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

**AGENDA FOR A MEETING OF THE POLICY AND STRATEGY COMMITTEE TO BE HELD IN
THE COUNCIL CHAMBER AT WAITAKERE CENTRAL, 6 HENDERSON VALLEY ROAD,
HENDERSON, WAITAKERE, ON THURSDAY, 3 JUNE 2010
COMMENCING AT 9.30 AM**

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**AGENDA FOR A MEETING OF THE POLICY AND STRATEGY COMMITTEE TO BE HELD IN
THE COUNCIL CHAMBER AT WAITAKERE CENTRAL, 6 HENDERSON VALLEY ROAD,
HENDERSON, WAITAKERE, ON THURSDAY, 3 JUNE 2010
COMMENCING AT 9.30 AM**

1 APOLOGIES



2 URGENT BUSINESS

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

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

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

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



3 CONFLICTS OF INTEREST

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



4 CONFIRMATION OF MINUTES

Meeting Minutes - Thursday, 6 May 2010

RECOMMENDATION

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

Receive the minutes of the meeting of the Policy and Strategy Committee held on Thursday, 6 May 2010, as circulated, and that they be taken as read and now be confirmed.



5 DRAFT WAITAKERE RECREATIONAL CYCLING PLAN

GLOSSARY

Sport and Recreation New Zealand	(SPARC)
Draft Waitakere Recreational Cycling Plan	(Cycling Plan)

EXECUTIVE SUMMARY

A1-A40 The purpose of this report is to present the Draft Waitakere Recreational Cycling Plan (Cycling Plan), attached at pages A1 to A40, for consideration and seeks the Policy and Strategy Committee endorsement for the Cycling Plan.

Cycling is New Zealand's fifth most popular adult recreation activity according to Sport and Recreation New Zealand's (SPARC) Active NZ Survey 2007/2008, yet little attention is placed on the needs of recreational cyclists and developing cycling activities for children and youth within Waitakere. Other than Project Twin Streams, investment to date has primarily been focused on transport initiatives yet the vast volume of cycling activity happens within the recreation environment. There is a concerning trend with a decline in young people cycling which Council is well placed to help reverse this trend.

With a concerted effort to encourage recreational cycling in safe areas of the City such as parks and reserves, and further investigating measures to improve safety for sport cycling on roads, positive outcomes for transport health and sport development will be achieved. Children learning bike handling skills in a challenging but safe environment will make them, and parents, more confident to do short journeys to school for example and those children could end up representing New Zealand on the international sporting stage.

RECOMMENDATIONS

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

1. **Receive** the Draft Waitakere Recreational Cycling Plan report.
2. **Agree** that the Draft Waitakere Recreational Cycling Plan be adopted as a final document subject to any minor changes for grammar and formatting.

BACKGROUND

1. Recreational cycling has seen a significant upsurge in the past 10 years. However, a concerning trend is, less youth are riding bikes, although sports such as mountain biking and road cycling have experienced considerable growth and numbers continue to rise. Whilst recreational cycling popularity has grown commuter cycling has not seen the same growth.
2. A number of issues face the City which the Cycling Plan looks to address. Issues such as increasing demand, declining youth participation, safety and integration with transport objectives are priorities for the Cycling Plan which will meet community objectives as well as meeting the objectives sought within Councils Active Recreation Strategic Plan.
3. Waitakere has two key cycle clubs operating. The Waitakere BMX club is well established, however, club numbers are modest. The Department of Cycling is a newly formed club catering to recreational road cyclists and mountain biking. It was established in late 2008 and has seen strong growth in club membership since its establishment.

4. Whilst cycling clubs are valuable for organised activities and events, the vast majority of recreational cyclists are doing so in a non-organised fashion. Road cyclists often ride with friends or in semi-organised bunch rides with no membership requirements. Many mountain bikers ride at Woodhill Forest on a pay to play basis or ride at other free to ride parks such as Riverhead and Whitford Forests and the Hunua Ranges. Informal cycling often occurs within the family unit by utilising bike paths or coastal routes for example.
5. New Zealand is currently well represented internationally, at a sport cycling level, with world champions in many cycling disciplines and will have up to four New Zealand riders competing in events such as the Tour de France this year. Television coverage of cycling is greater than ever with both local, national and international cycling regularly featuring on television. With such exposure and international success demand will continue to grow and Councils need to be able to respond to meet community needs and provide safe environments for the sport to flourish.
6. Whilst the Cycling Plan is a Waitakere document many of the issues raised are not isolated to Waitakere and these issues should be considered by the soon to be established Auckland Council. The Cycling Plan, whilst addressing local issues, is also relevant to the Auckland region as cyclist often range over vast distances. Scenic Drive is an example of a local facility which has regional significance and cyclist travel from all over the Auckland region to ride in the Waitakere Ranges. Scenic Drive is only one of the popular areas for recreational and sport road cycling in the Auckland region and as such a regional cycling strategy should be applied.

DECISION MAKING

Issues

7. In developing the Cycling Plan the key issues were identified as follows:
 - Growing numbers in road cycling and mountain biking;
 - Mountain biking locations remote and future tenure uncertain;
 - Falling youth participation;
 - Aging and outdated BMX club facility;
 - Parks bylaw discourages riding on parks and reserves;
 - Safety issues facing sport road cyclists;
 - Little infrastructure, support and marketing to attract touring cyclists;
 - Focus on transport not meeting recreational needs; and
 - Lack of progressive facilities to teach people bike skills.
8. There is a high need for a Cycling Plan for the City as there are many pressures and gaps in recreational cycling provision and support at present. Cycling planning, to date, has mostly been concerned with meeting transport objectives and the process of getting people from A to B. Whilst transport planning for cycling does meet some of the needs of recreational cyclists, infrastructure development does not fully meet recreational requirements. It is believed that a planning focus shift towards recreational cycling needs will have positive impacts for meeting transport objectives around cycling.

9. Mountain bikes make up the greatest share of bike sales in New Zealand. Mountain bikes are designed to be ridden off road and over uneven terrain. These are very versatile bikes and are used for both recreation purposes but also people ride them for commuting. Due to their versatile nature it is possible that transport routes through green belts, parks and reserves could be developed that compliment road cycle lanes. These off-road routes do not need to be three metre wide concrete paths, which are expensive assets. A more rustic track system with a rough and ready nature provides a recreational experience whilst commuting thereby meeting transport objectives as well as recreation and health. Examples of this can be seen in Wellington where many people commute through the City's green belts which could also attribute to the greater commuter numbers seen in Wellington over Auckland (8.5% versus 3.8% of population commuting by bike as per 2006 census).
10. Recreational cycling numbers are increasing yet there is very little infrastructure for recreational cyclists within the City. There are more sport road cyclists utilising the Waitakere Ranges and rural environs, for training and fitness, than ever before and yet road infrastructure, safety and user conflict issues are prevalent. Scenic Drive has seen increasing numbers of road cyclists over recent years and at certain time of the day cyclists make up 20% of all road traffic on Scenic Drive. Scenic Drive is popular with not only with cyclists, but runners and walkers also utilising this asset for their recreation pursuits. Scenic Drive is a "Scenic" road in the District Plan, implying it has a recreational value and as such recreation investment should be investigated further.
11. Mountain biking opportunities are confined to the outer areas of the Auckland region requiring vehicle transport to get to from the facilities making the sport inaccessible to many people. The Auckland Regional Physical Activity and Sport Strategy identified in the 2009 Informal Sport on Regional Open Space Scoping Report issues with distance to travel, increasing demand, overcrowding and the fragile tenure of mountain bike facilities based in commercial forests.
12. By developing mountain bike facilities on public land, within the urban boundaries, a number of these identified issues will be addressed. It is known that illegal mountain biking is happening within the Waitakere Ranges and developing mountain bike opportunities at the Birdwood/Te Rangi Hiroa reserves and Kay Road Balefill, being based at the foothills of the Waitakere Ranges, will alleviate the problem. These reserves have been identified, in their respective Reserve Management Plans, encouraging mountain bike activities and they should be considered pivotal to developing the sports in Waitakere and the Auckland region.
13. Youth participation in cycling has been falling with children aged 5-12 years riding only 9 minutes per week compared to 28 minutes in 1989. For youth aged 13 -17 this has fallen from 52 minutes to 13 minutes per week. This is concerning trend when general recreational cycling is increasing and falling youth numbers can be attributed to the lack of facilities catering to youth as well as safety issues around riding on city streets. The current Parks and Reserves Bylaw does not allow for bike riding in Council parks or reserves unless in designated areas and therefore discourages recreational riding. There is only one BMX track in the City which provides the only opportunity to ride on a reserve in Waitakere other than Twin Streams routes. With Waitakere having a high proportion of youth, providing local bike facilities will provide active recreation opportunities for this market segment.

14. Providing bike facilities on parks such as jump and pump tracks and skills parks will encourage local children and youth to ride their bikes in local parks. This will provide social opportunities, improve bike handling skills which will assist them with commuting and provide a pathway for sporting achievement. Developing these facilities are not necessarily expensive as in many cases dumping a truck load of soil is all that is needed for the riders themselves to build their own jumps. The main issue is identifying parks and reserves where these activities can be undertaken in light of the current Parks Bylaw.
15. Cycle tourism is a focus of the current Government with the national cycleway funding and promotion managed through the Ministry of Tourism. Waitakere should look at how it can position itself to capture cycle tourism for the economic benefits it might bring the City and local communities. Waitakere has many areas of interest which would be of interest to tourists and could easily be seen in a day's cycle trip from central Auckland. The excellent rail network out west further enhances cycle tourism opportunities.
16. Waitakere, with its linkages to the Waitakere Ranges and rural environments, existing and emerging clubs and range of parks spaces is well placed to provide a world class environment to encourage and develop recreational and sport cycling opportunities. It is not inconceivable that in the future the City will see young people competing in world championship events through all cycling disciplines if the opportunities are provided.

Next Steps

17. This Cycling Plan identifies Waitakere issues and seeks to have principles endorsed and carried forward into the Auckland Council. There is opportunity for the Auckland Council to use these principles for regional planning for recreational cycling.
18. In the time given and with resource pressures the Cycling Plan has been taken to a level which still requires further work to fully inform the next Long Term Council Community Plan for budgeting purposes. The table below identifies next steps for both local and regional planning. Local planning tasks can be funded from current budgets. However, regional planning should be prioritised by the Auckland Council.

Local Tasks	Regional Task
Investigate feasibility of producing hard shoulders along sections of Scenic Drive for recreation purposes including cyclists, walkers and runners.	Develop an Auckland region recreational cycling plan using the Waitakere and North Shore recreational cycling plans as a base.
Develop a 'Bikes on Parks' plan which looks at establishing bike activities on appropriate parks and reserves.	Identify popular sport road cycling routes within the Auckland region and develop a plan for dealing with accessibility, safety and sport development issues.
Investigate the creation of 'Green Highways' which are transport routes through green belts, parks and reserves suitable for use by mountain bikes.	Roading design standards reviewed to improve safety for cyclists.
Further planning for mountain bike activities at Birdwood/Te Rangi Hiroa Reserves and Kay Road Balefill.	Support the development of a regional recreational cycling body to represent all sporting and recreational cycling needs.
Develop a plan for local cycling events alongside local clubs.	Develop a regional event plan to attract significant cycling events to the Auckland region.

Local Tasks	Regional Task
Explore the feasibility of learn to ride facilities which teach both bike handling and road safety skills.	Explore the feasibility of developing a specialised road cycling circuit within the Auckland region for criterium and local road races
Reduce speed limits on Scenic Drive from 100 kilometres per hour to 70 kilometres per hour.	
Future skate park planning to include the needs of recreational bike activities as appropriate planning and design can cater to both sports. An example being Te Pai Skate Park.	

Table 1: Next Steps for both local and regional planning

19. Endorsing the Cycling Plan will ensure a document detailing Waitakere principles and objectives are transferred to the Auckland Council and form the basis for continued local planning and delivery. Not endorsing the Cycling Plan will rely on future planning to be done by the Auckland Council if it so desires.

Consideration of Community Views

20. Community views were considered in developing the Cycling Plan and consultation with key stakeholders was undertaken.

STRATEGIC CONTEXT

21. The greater promotion and provision of recreational cycling contributes to delivering key Council strategies. Greater access to recreation cycling initiatives will help deliver on Council's Transport and Environmental Strategies as people will become more confident and competent riding bikes, and in particular young people, which should encourage greater cycle commuter numbers. If initiatives such as green highways are developed then people have the opportunity to commute whilst having a recreation experience.
22. The Social Strategy is another key Council strategy which recreational cycling initiatives meet. Ensuring everyone can access facilities, activities and services needed to achieve optimal health and wellbeing is an outcome sought in the Social Strategy and prioritising the needs of children and young people also a priority. Youth cycling has been in decline over the past decade and focusing attention on this market can help reverse this trend.
23. Recreational cycling initiatives will have a significant effect in meeting some of the key outcomes, not only of this Council but of other stakeholders. Encouraging people to cycle for fun has transport, mental and physical health, sport participation and performance, economic and community benefits.
24. For Council the Cycling Plan delivers on achieving the outcomes sought in the Active Recreation Strategic Plan of getting more, people more active as well and some of Council's community outcomes such as Strong Communities, Healthy Lifestyles and Sustainable and Integrated Transport.
25. The Cycling Plan contributes to other stakeholders outcomes and in particular the health sector benefits from healthy active people. The development of skills parks and initiatives to further develop sport is a key step in the pathway to sporting high performance. Much as the City is proud of its rugby and netball players who make it onto the international stage the City could soon be proud of the next generation of medal winners at World Championships and X-Games.

CONSULTATION

26. Internal consultation took place with Parks Planning and Parks and Open Spaces teams as well as Transport Strategy and Transport Assets in developing the Cycling Plan.
27. Consultation with relevant external agencies included the local club the Department of Cycling, Sport Waitakere, Bike NZ and SPARC.

RESOURCES

28. The Cycling Plan was produced using existing Leisure Services officers and planning budgets approved in the Annual Plan 2009/2010. The future tasks identified will also be funded out of budgets approved in the Long Term Council community Plan 2009-2019. Further local planning, as identified in this report, is anticipated to inform the next Long Term Council Community Plan for budget purposes.

IMPLEMENTATION ISSUES

29. The Cycling Plan has been produced as a starting point for Council to begin planning for the next Long Term Council Community Plan. Some additional planning work is required to fully inform Council on the feasibility and costs of identified initiatives. Some of this planning should be taken up with a regional focus whilst some planning is local. Feasibility studies and further planning work will commence in 2010/2011 financial year if the Cycling Plan is adopted.
30. Priorities for 2010/2011 are the continued development of cycling opportunities on Te Rangi Hiroa Reserve in partnership with local groups, a feasibility study looking at improvements on Scenic Drive and working with roading and transport planners on safety initiatives.

AUCKLAND COUNCIL TRANSITION ISSUES

31. The decision making proposed in this report is not constrained by section 31 of the Local Government (Tamaki Makaurau Reorganisation) Act 2009, as it does not directly or because of its consequences: significantly prejudice the reorganisation, significantly constrain the powers or capacity of the Auckland Council or any subsidiary of the Auckland Council following the reorganisation, or have a significant negative impact on the assets or liabilities that are transferred to the Auckland Council as a result of the reorganisation.

Report prepared by: Louis Rattray: Leisure Services Manager.



6 BEACON PATHWAY LIMITED AND THE FUTURE BEACON 2 PROPOSAL

GLOSSARY

Beacon Pathway Limited	(Beacon)
High Standard of Sustainability	(HSS®)
Foundation for Science, Research and Technology	(FRST)

EXECUTIVE SUMMARY

The purpose of this report is to update the Policy and Strategy Committee about the decision of the Beacon Pathway Limited (Beacon) Board to wind up the company as of 30 June 2010 and complete all obligations to the Foundation for Science, Research and Technology (FRST) in terms of the research contract BCON0401 – Housing Advances for Environmental Responsibility and Sustainable Living.

The report is also seeking approval for Council to be part of an establishment group to design a Beacon 2 proposal that will seek to continue a programme of; transformational projects which build on the previous research and results of Beacon, to provide leadership in the affordable and quality residential homes arena (which will be built upon the successful performance of Beacon) and to develop a future research programme in the residential home environment.

RECOMMENDATIONS

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

1. **Receive** the Beacon Pathway Limited and the Future Beacon 2 Proposal report.
2. **Agree** subject to resolution 5 below, to the Beacon Pathway Limited Board undertaking all necessary steps to wind-up the Beacon Pathway Limited and meet all the necessary obligations under the Shareholders' Agreement by 30 June 2010 and complete all obligations to the Foundation for Science, Research and Technology in terms of the research contract (BCON0401 – Housing Advances for Environmental Responsibility and Sustainable Living).
3. **Agree** to endorse the development of a business plan for the establishment of a Beacon 2 proposal.
4. **Agree** to appoint a representative of the Council to the establishment group to develop the Beacon 2 business plan and proposal and that the current Beacon Pathway Limited Board Member, the Deputy Director Strategic Planning, be the Council's representative on the establishment group for the Beacon 2 entity.
5. **Note** that resolution 2 above is subject to confirmation by the Auckland Transition Agency.
6. **Note** that any future proposal to establish a Beacon 2 entity would be reported back to Council for any necessary decisions or approvals and any Auckland Transition Agency confirmation requirements.

BACKGROUND

1. Beacon is a consortium initially formed in 2004 by four shareholders; Waitakere City Council, Fletcher Building Limited, SCION Research Limited and Building Research New Zealand Limited. In 2007, New Zealand Steel also joined as a shareholder. All current shareholders made a commitment until 2010 to fund Beacon which is matched by funding from FRST.
2. The purpose of Beacon is "building homes that don't cost the earth", that is to work towards a high quality of sustainability in the residential environment. The aspirational goal is that 90% of New Zealand homes will achieve a high standard of sustainability by 2012.

3. While Beacon has undertaken a significant amount of research since 2004 there is still work to be done to achieve the purpose of Beacon and the aspirational goal. Due to the impact of the economic recession, Beacon has not been able to achieve its objectives in the new home market. Further, in assessing the research achievements to date it is the Beacon Board's view that uptake of the research results into the residential market has been slow.
4. In February 2010, FRST advised Beacon that it would be undertaking a review of the research consortium contract to assess the delivery of the Beacon research and to determine whether Beacon would be invited to submit a future proposal to FRST beyond June 2010. The current Beacon contract with FRST ends on the 30 June 2010. FRST invested \$6.75 million in Beacon over the contract period, which was matched by the consortium's industry, local government and research provider shareholders.
5. The Beacon Board on being advised of the FRST review undertook to assess the options for Beacon beyond 2010 and developed a potential goal for the next phase.

“By 2015, all new homes are built to the HSS High Standard of Sustainability[®] and at least 75% of existing homes reach the HSS High Standard of Sustainability[®].”

6. The Beacon Board considered that this goal would support New Zealand becoming a world leader in sustainable homes.
7. The Beacon Board decided to develop a future model built around market transformation, leadership and research. In particular, market transformation was seen as a key mechanism to move towards achievement of the new potential goal. The market transformation was also a means to address the barriers to achieving Beacon's High Standard of Sustainability[®] (HSS) and was seen as a key means to continue to partner with key stakeholders in highly visible demonstration projects and to further develop models to support innovation and change.
8. Leadership was also seen as a key area for a future Beacon 2 entity to broker, advocate, and partner stakeholders in the public and private sectors to transform New Zealand's residential sector. This ongoing role would enable Beacon 2 to continue to act as a facilitator to bring together industry and government towards an agreed vision and to find those solutions to act as a catalyst to speed up and effect change.
9. Research is still proposed to be a strong role for Beacon 2. The research emphasis would, however, focus more particularly on the uptake of the research learnings that would progressively move residential homes towards the HSS[®] goal. The research phase would also continue the robust monitoring and evaluation aspects of the overall programme and if aligned with market transformation would provide key results on the performance improvements of a HSS[®] and the wider economic and social benefits that can be achieved. The research proposal would also take guidance from the FRST review recommendations.
10. The HSS[®] remains central to the current Beacon research agenda and provides the basis and a set of benchmarks against which New Zealand homes can be tested and which any Beacon 2 should build upon. FRST undertook its review of Beacon in May 2010 and initial indications received from FRST are that the review is very favourable and that the reviewers see a definite future for a Beacon 2 in research terms. Building of Beacon's experience to date sits at the centre of the Beacon 2 agenda.

DECISION MAKING

Winding up of Beacon Pathway Limited

11. When the Beacon Board was first advised that FRST would undertake a review of the research contract, the Board considered all of the options as to whether the current consortium partnership could continue. It was clear that while there was a clear commitment from shareholders for a future entity to carry on the work of Beacon the current consortium was not the right company to make this future step. Some of the existing shareholders were very committed to an ongoing research focus while other shareholders wanted to adopt a more market transformational approach.
12. Central Government was also undertaking a significant review of its research capabilities which resulted in a bringing together of their key research agencies the Ministry of Research, Science and Technology and FRST. Central government are now undertaking the organisational changes to implement their review findings. During the government review Beacon was unable to seek any clarity about the possibility of future government funding for a future research agenda. As a result the Beacon Board made a decision to wind up the current Beacon company and agreed that shareholders who had an interest in progressing a Beacon 2 model could do so on the basis that there was no need to rely solely on matched funding from FRST and shareholders.
13. Subsequently at the March 2010 Beacon Board meeting the General Manager was instructed to set out the necessary steps for winding up Beacon by 30 June 2010. In addition the Beacon Board made a decision to scope out a future work programme with the assistance of the Directors from NZ Steel and the Council. The Beacon Board also resolved to make a compelling case to FRST for future funding and to meet all Beacon's obligations to FRST and the Shareholders' agreement by June 2010. Once all the necessary wind-up matters are detailed, this information can be reported to the Auckland Transition Agency for their confirmation.

A Future Entity – Beacon 2

14. In developing the approach to establish a Beacon 2 proposal the current shareholders of Beacon are being asked to consider whether they want to be a part of the future entity and the development of a Business Plan. In August 2009 the Policy and Strategy Committee endorsed the ongoing interest of the Council, as a shareholder and in being part of a future Beacon proposal and this was advised to the Beacon Board at its August 2009 Board meeting. The current shareholders all indicated at the August 2009 Board meeting that they supported a Beacon 2 proposal although some of the existing shareholders did indicate that their shareholding commitment might change and in monetary terms reduce from the current financial commitments. The shareholders are now being asked to re-confirm their commitment to a Beacon 2 and to become a part of an establishment group to confirm a business plan and identify further shareholders or funders.
15. In Council's case, the decision for continued local government involvement in Auckland will be a decision of the future Auckland Council. It will be necessary to seek confirmation from the Auckland Transition Agency if a Beacon 2 entity commitment is sought for a multi-year programme prior to 1 November 2010.

16. If the Council was satisfied with the Beacon 2 Business Plan and that funding commitments of the present or future shareholders would ensure a strong market transformation, leadership and research programme the Council could make a commitment to Beacon 2 for one year from July 2010 to June 2011. Indications have been made to the present Beacon Board that any further commitment beyond June 2011 will need to be a decision of the future Auckland Council. Funding was allocated in the Long Term Council Community Plan 2009-2019 and is still available for a Beacon 2 entity.
17. Depending on the number of shareholders attracted to be a part of a Beacon 2 entity the actual annual cost or funding commitment can not be confirmed. However, there is a possibility that the new Beacon 2 entity would have other sources of income and funding. Some of the current ideas that are being developed are to progress a number of demonstration projects and of particular interest to the Council is the Home Retrofit project which builds on the research of Beacon and implements a number of the key processes for home renovations/retrofits to achieve a HSS[®]. Funding could be sourced from shareholders, research funding, subscriptions from non-shareholding interests and contributions which would potentially reduce the current shareholders annual cost to less than the current commitment (\$200,000 annually).
18. This report recommends that the Policy and Strategy Committee agree to the process to wind up of Beacon and that the Council participate in an establishment group to develop a future proposition that would enable a Beacon 2 to be established. Any decision of shareholding and membership would be reported back to the Council once a clear Business Plan and funding options had been confirmed. The current Council Board member, the Deputy Director Strategic Planning, is seeking approval from the Committee to be part of the establishment group.

STRATEGIC CONTEXT

19. The Council originally joined the Beacon consortium because its objectives were consistent with Council's key strategic objectives. The support and participation of Beacon is consistent with the Council goal to advocate for and demonstrate best practice urban development and to develop ways that research and planning processes can support innovative, healthy and affordable housing.
20. Any future Beacon 2 proposition would need to continue to align with the Council's eco city vision and the Council strategic framework and priorities. To date the goal and objectives of Beacon are closely aligned with the Council's adopted Economic Wellbeing, Growth Management, and Social Strategies and this would be a key requirement of any future entity.

CONSULTATION

21. No consultation has been undertaken at this stage. However, if the Council confirms its support for a Beacon 2 proposition then the establishment group will undertake consultation with current and potential shareholders to develop the proposal further.

RESOURCES

22. Resources for this proposal are in terms of staff time and in Council's participation as a current shareholder and Beacon Board member. This is predominantly the Deputy Director, Strategic Planning's attendance and participation and if approved involvement in the future establishment group.

23. Each Beacon shareholder to date has contributed \$200,000 per year for the duration of the FRST Research funding. Funding provision was made in the Long Term Council Community Plan 2009-2019 for continued shareholding in Beacon or a future entity. At this time the extent of future funding requests have not able to be quantified and this will be reported back to the Council and will be subject to confirmation by the Auckland Transition Agency at that time. It is anticipated that the level of funding may be reduced if additional shareholders are encouraged to join a future Beacon 2 entity.

IMPLEMENTATION ISSUES

24. The Beacon Board will be finalising the wind up matters at its June 2010 Board meeting and will be considering the responses of its shareholders at that meeting to determine ongoing participation in the next steps for the establishment of Beacon 2 entity.

AUCKLAND COUNCIL TRANSITION ISSUES

25. The decision making proposed in this report is affected by section 31(4)(f) of the Local Government (Tamaki Makaurau Reorganisation) Act 2009, as it requires the disposal of shares which constitute an asset of the Council.
26. If the Beacon Board does confirm a proposal for Beacon 2 entity the matter would be reported to the Auckland Transition Agency at a later date. Any decision beyond June 2011 would need to be determined by the future Auckland Council.

Report prepared by: Lesley Jenkins, Deputy Director, Strategic Planning.



7 HENDERSON VALLEY/OPANUKU PROPOSED LOCAL AREA PLAN

GLOSSARY

Policy and Strategy Committee	(the Committee)
Local Area Plan/s	(LAP/s)
Waitakere Ranges Heritage Area Act 2008	(WRHHA)
Local Government Act 2002	(LGA)
Operative Waitakere City District Plan (2003)	(District Plan)
Long Term Council Community Plan	(LTCCP)
Resource Management Act 1991	(RMA)
Ranges Neighbourhood Restoration Initiative	(RNRI)

EXECUTIVE SUMMARY

The purpose of this report is to seek the adoption by the Policy and Strategy Committee (the Committee) of the proposed Henderson Valley/Opanuku Local Area Plan (LAP) for the purpose of public consultation.

On 6 May 2010, officers presented the main themes of the proposed LAP to the Committee. The LAP is the result of over seven months of discussions with the community and stakeholders, as well as background technical work and information collation.

The LAP includes existing and future character and amenity statements, objectives, policies and actions to achieve the desired long term future in the Henderson Valley/Opanuku Local Area. The implementation of the LAP, when adopted, will fall to the Auckland Council.

Consultation is proposed to be undertaken on the proposed Henderson Valley/Opanuku LAP in accordance with the Waitakere Ranges Heritage Area Act 2008 (WRHHA), the principles of consultation in section 82 of the Local Government Act 2002 (LGA) and as pre-consultation in advance of an Operative Waitakere City District Plan 2003 (District Plan) change or incorporation into a new Auckland Council District Plan (in accordance with the first schedule of the Resource Management Act 1991 (RMA)).

The LAP consultation provides an opportunity for the community to provide comment on the content of the proposed LAP and confirm the boundary of the local area to which it applies.

The intention is to report back to the Committee after the close of submissions on the submissions received, and any proposed amendments to the LAP as a result of those submissions, so that the LAP may be finalised and adopted.

RECOMMENDATIONS

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

1. **Receive** the Henderson Valley/Opanuku Proposed Local Area Plan report.
2. **Agree** to adjourn to a workshop to consider the proposed Henderson Valley/Opanuku Local Area Plan and consultation process.
3. **Agree** to reconvene the Policy and Strategy Committee meeting after the workshop and if necessary give further instructions to reporting officers.
4. **Approve** the proposed Henderson Valley/Opanuku Local Area Plan, subject to any changes made by the Committee in workshop, for the purposes of public consultation in accordance with the Waitakere Ranges Heritage Area Act 2008 and the Local Government Act 2002.
5. **Agree** to delegate to the Chairman of the Policy and Strategy Committee final approval of any further minor amendments to the proposed Henderson Valley/Opanuku Local Area Plan made prior to public consultation.
6. **Direct** the Chief Executive Officer to report back to the Policy and Strategy Committee or Council on the submissions received through the consultation process outlined in resolution 2 above and any proposed amendments to the Henderson Valley/Opanuku Local Area Plan.

BACKGROUND

1. The Committee has previously provided direction on the location and process for the development of LAPs across the Waitakere Ranges Heritage Area, with a focus on the foothills:
2. At the 7 August 2008 Policy and Strategy Committee meeting, it was resolved as follows:

“The Policy and Strategy Committee resolved to:

3. ***Agree** to adopt the Local Area Plans under the Waitakere Ranges Heritage Area Act 2008 report for the purpose of engaging with communities on the purpose of Local Area Plans and the process of developing Local Area Plans.*
4. ***Agree** that the priority area for an initial Local Area Plan under the Waitakere Ranges Heritage Area Act 2008 be the Foothills area as outlined in option 3 of the report and that a report regarding the process and priorities for this be reported back to the Policy and Strategy Committee meeting scheduled to be held on Thursday, 4 September 2008.”*

3. At the 4 September 2008 Policy and Strategy Committee meeting, it was resolved as follows:

“The Policy and Strategy Committee resolved to:

2. *Agree that the first Local Area Plan should be prepared for the Oratia Local Area, because this is a distinct local area where the Local Area Plan process will reveal many issues that are common to the wider “Foothills” area.*
3. *Agree that the process for undertaking the preparation of the Local Area Plan should include:*
 - *preliminary research on the characteristics and issues of the area that includes economic analysis;*
 - *definition of the local area, in consultation with the local and wider community; and*
 - *an informed but open and participative “enquiry by design” process, similar to the process that has been used to develop plans for New Lynn and Westgate.”*

1522/2008

4. At the 4 June 2009 Policy and Strategy Committee meeting, it was resolved as follows:

“The Policy and Strategy Committee resolved to:

2. *Agree that further Local Area Plans for the remainder of the foothills be developed through the 2009/2010 financial year in a sequence beginning with Henderson Valley/Opanuku, then Swanson and finally Anzac Valley.*
3. *Agree that the process for undertaking the preparation of the Local Area Plans follow the process used for the development of the Oratia and Waiatarua Local Area Plans including:*
 - *preliminary research on the characteristics and issues of the area;*
 - *definition of the local area, in consultation with the local and wider community;*
 - *consultation through a mixture of small group and larger public meetings; and*
 - *a “community enquiry” workshop to develop the draft Local Area Plan.”*

875/2009

Local Area Plans

5. The purpose and requirements for LAPs are outlined in section 25 of the WRHHA. In summary, a LAP must identify the local area to which it applies and the extent and nature of the heritage features existing in that local area. It must outline how the objectives of the WRHHA will be promoted in the local area and identify the distinctive natural, cultural, and physical qualities and characteristics that contribute to its long-term pleasantness, aesthetic coherence, and amenity. The LAP may also identify issues relating to the provision of future services within the area. As a guide, long-term is taken to be beyond a period of 50 years; the LAP seeks to establish the elements and outcomes that should be expected in that future.

6. A LAP provides certainty to the community by providing objectives and policies to inform decision making in relation to the amenity, character, and the environment of the local area. The LAP defines the future that is expected so that decisions can be made as to whether activities and proposals assist or detract from the achievement of that desired future. This provides a goal oriented approach to managing adverse effects, particularly cumulative effects.
7. Section 26 of the WRHHA provides for the process of developing a LAP to be tailored to the unique issues and communities of the local area it focuses upon. This Committee has encouraged an approach of community engagement in the development of the LAP through a community workshop process along with meetings with individuals and stakeholders. This process has encouraged interested residents, stakeholders and Tangata Whenua to participate in and contribute to the LAP.
8. Key aspects of the engagement with the community included:
 - i. Identification of the local area and its boundaries;
 - ii. Identifying heritage features valued by the community;
 - iii. Identification of local amenity and potential opportunities and threats to those heritage features and that amenity;
 - iv. Imagining a vision of the future amenity of the local area; and
 - v. Identification of possible methods to achieve that future vision.
9. The Oratia and Waitatarua LAPs have now been adopted. Further, a number of District Plan changes have been notified to implement these LAPs and enable the long term future they identify, as well as provide an RMA regulatory framework for consideration of the WRHHA objectives and heritage features (Plan Change 35); and better enable rural activities and community wellbeing (Plan Change 36). These plan changes are currently going through their public submission process as required under the RMA.

Proposed Henderson Valley/Opanuku Local Area Plan

10. Henderson Valley was identified as the next foothills community to be considered for a LAP, and work in that community officially commenced on 14 October 2009, with a well attended community meeting and open day.
11. The community meeting and workshops provided a chance for Council officers to listen to the community about the kind of future character and amenity they wanted for Henderson Valley/Opanuku. The initial discussions were framed around three key questions:
 - What do you like about the area?;
 - What do you dislike about the area and would like to see change?; and
 - What would you like the area to look and feel like in 50 years?
12. These simple questions identified a number of important aspects of the area that should be protected, enhanced or restored, a number of issues that should be addressed, and identified a desired future for the area.
13. Since the inaugural meeting, a further full community meeting has been held to further refine some key issues, and a large number of smaller meetings and conversations have been had with a wide range of local residents, ratepayers groups and other interested parties, local business people, other stakeholders and landowners, and iwi, including officers attendance at community events.

14. The Henderson Valley Ratepayers Association has also undertaken engagement within its membership and wider community including developing an issues paper and undertaking a 'SWOT' (Strengths, Weaknesses, Opportunities and Threats) analysis, which has been considered in developing the LAP. Many of the issues identified are common to Council officer findings. The Ranges Neighbourhood Restoration Initiative (RNRI) local coordinators have also had discussions with their contacts and have provided comments and suggestions. These independent and community-initiated conversations have assisted in raising awareness of the LAP process, and engaged people and opinions which may not have been otherwise be heard in the more formal consultation process, and have been fed into the LAP where appropriate.
 15. As a result of these numerous and broad ranging community conversations, collation and review of existing information, undertaking new and updating existing background technical work and consideration of the existing regulatory framework, and, a proposed LAP for Henderson Valley/Opanuku has been developed.
 16. On 6 May 2010 officers provided the Committee with an overview of the key issues in the proposed LAP and the outcomes of the consultation process. A key outcome of a LAP is the definition of the existing and future character and amenity of the local area. The 'amenity statements' included in the LAP identify attributes that contribute to the pleasantness, harmony, coherence and character of an area, and therefore should be retained as part of the long-term future of the area. The definition of future character and amenity provides a goal of what the area should look and feel like in 50 years time. The objectives, policies and actions listed in the LAP provide a methodology to protect, restore and enhance the heritage features and elements of the existing amenity valued by the community and provide directions for decision makers, the local community and interested groups to work together in a coordinated and goal oriented manner to achieve the vision of the future character and amenity of the area.
- A41-A65
17. The proposed Henderson Valley/Opanuku LAP is attached at pages A41 to A65.
 18. For the most part, the LAP identifies that the Henderson Valley/Opanuku area should remain much as it is today, with vibrant rural businesses, an involved and passionate community, able to move around its area safely, a busy valued school, and a spacious, quiet rural amenity set within an environment of improved quality and outstanding natural character.
 19. Amongst other matters, the LAP also recommends amendments to the management of subdivision and development via the District Plan. These changes encompass two distinct themes. The first of these is to better manage the existing potential for development on four identified key sites that collectively contain nearly 90% of the area's subdivision potential. The second of these is to direct and manage the additional residential development pressure into limited areas that are best able to accommodate it, while also maintaining rural character and preserving the contrast between urban and rural, and protecting restoring and enhancing the heritage features present in these areas.
 20. The LAP boundaries are based on a range of matters and the consultation undertaken. The proposed boundary maps are included in the LAP and the rationale for the location of the boundary is stated in the Boundary Report which accompanies the LAPs. Factors that contributed to the proposed location of the boundaries are:
 - Extent of the local issues and heritage features that would benefit from the LAP;
 - Existing natural patterns e.g. topography, ecology, landscape, vegetation, streams, and water catchments;
 - Existing physical patterns e.g. access (roads), residential development;

- Distinctive communities and areas of distinct character; and
 - Administrative boundaries e.g. resident and ratepayers associations, school zones, District Plan zones, structure plan areas, Waitakere Ranges Heritage Area and the boundaries of confirmed LAPs.
21. A number of the actions identified in the LAP are already underway as cross-foothills or Ranges-wide initiatives that have come out of the Oratia and Waiatarua LAPs, such as the Cross-foothills walkway and RNRI. Other ongoing work programmes and projects such as Project Twin Streams, the current review of the Code of Practice for City Infrastructure and Land Development (to ensure appropriate rural standards are developed), City Wide Integrated Catchment Management Plans, and Plan Changes 16, 35 and 36 will all benefit from additional localised guidance from the LAP.

DECISION MAKING

Issues

Adoption of the Local Area Plans for consultation

22. The Henderson Valley/Opanuku LAP project has completed the first phase of engagement with the community and the preparation and drafting of the proposed LAP. The next phase of the project focuses on formal consultation on the proposed LAP. Council officers seek the adoption of the proposed LAP by the Committee for the purposes of consultation in accordance with the WRHHA and LGA. The final phase will be implementation, which for the most part will fall to the new Auckland Council.

Consultation methodology

23. The clear intention of the WRHHA, is that a LAP be prepared in consultation with the community within the local area, while also considering the interests of the wider public, iwi and future generations. Section 26 of the WRHHA empowers Council to determine for itself the process of preparing a LAP. However, it must:
- Encourage interested or affected persons to participate and contribute;
 - Comply with the principles of consultation in section 82 of the LGA;
 - Have regard to the current management plan for the Waitakere Ranges Regional Park where it includes parkland or adjoins the park; and
 - Consult with Tangata Whenua.
24. The Committee adopted an initial process of community and stakeholder engagement. Further consultation would be required to implement the LAP through the RMA processes (such as District Plan changes) and LGA processes such as a future Annual Plan or Long Term Council Community Plan (LTCCP). This creates a layering of consultation with many different opportunities for the community to further contribute to the content of the LAP and its implementation 'on the ground'.
25. It is proposed that public submissions now be sought on the proposed Henderson Valley/Opanuku LAP during June and July 2010. The submission period is proposed to be 20 working days and affected persons and known interested parties will be informed in writing of the opportunity to comment on the draft LAP, where the Background Reports may be viewed in person, in addition to being made available on the Council website. A newsletter explaining the LAP will also be sent to all households in the local area. Further meetings can be arranged with key stakeholder groups to outline the LAP if desirable.

26. Due to the likelihood of considerable interest in the issues of subdivision management within the community and amongst wider stakeholders, and in the proposed response to those issues, particularly the urban edge areas, an options analysis and discussion paper will be circulated prior to the meeting. This document, along with a considerable amount of other background information will form part of the Background Reports to the LAP.
27. The submissions received on the proposed LAP would then be evaluated by Council officers in July 2010, the LAP and supporting documentation amended as required and reported to the Committee or Council, where the proposed LAP will be recommended for final adoption.
28. It should be noted that those aspects of the LAP which relate to land use and resource management, (such as subdivision) will need to go through a further phase of translation into a District Plan change, which has its own statutory consultation process.

STRATEGIC CONTEXT

29. The protection of the Waitakere Ranges and foothills is a central objective of the LTCCP 2009-2019 and the WRHHA. The protection of this area through strict control of rural residential growth and subdivision is a key principle of the Growth Management Strategy for Waitakere, the District Plan and the Auckland Regional Policy Statement, and is the corollary to the urban intensification objectives of this Council and the Auckland Regional Council. As the urban area of the Auckland region intensifies, the social, environmental, cultural and economic importance of the unspoiled coast, the protected ranges and the rural foothills will grow. The WRHHA seeks to avoid urban sprawl, beyond the Metropolitan Urban Limit, that would impact on the rural and natural character of the Waitakere Ranges and foothills. At the same time, the continued existence and sustainable development of the diverse local communities within the Heritage Area, including their economic wellbeing is an objective of the WRHHA.

CONSULTATION

30. Internal consultation with Parks, Transport Assets, Legal Services, Resource Consents, Resource Management and Strategic Planning has been undertaken as part of the preparation of the LAP.
31. Considerable formal and informal consultation with the community and interested stakeholders in the preparation of the proposed LAP has occurred, and this report seeks approval for further formal consultation, by seeking formal written submissions on the proposed LAP.
32. In developing the proposed LAP, the community has expressed a considerable range of views on a number of matters, Council officers have drafted the proposed LAP after considering these diverse views to best align with the overriding objectives of the Ranges Act and other legislation applying (such as the RMA and LGA), and the Council's strategic framework.

RESOURCES

33. The Annual Plan 2009/2010 and the LTCCP 2009-2019 provides for ongoing work associated with LAPs and the implementation of the WRHHA.

IMPLEMENTATION ISSUES

34. The methodology for consultation on the LAPs needs to comply with the requirements of sections 26 and 27 the WRHHA, and the principles of consultation as set out in section 82 of the LGA.

35. Implementation of the LAP itself will be the subject of further reports in due course, but due to timing issues, much of the implementation will fall to the Auckland Council. A number of significant initiatives are already underway in the area, and have funding to continue until June 2010, subject to confirmation of the 2010-2011 Annual Plan.

AUCKLAND COUNCIL TRANSITION ISSUES

36. The decision making proposed in this report is not constrained by section 31 of the Local Government (Tamaki Makaurau Reorganisation) Act 2009, as it does not directly or because of its consequences: significantly prejudice the reorganisation, significantly constrain the powers or capacity of the Auckland Council or any subsidiary of the Auckland Council following the reorganisation, or have a significant negative impact on the assets or liabilities that are transferred to the Auckland Council as a result of the reorganisation.
37. Any proposed plan change to the Waitakere District Plan to implement those matters in the LAP relating to resource management, including subdivision and land use, will be at the discretion of the Auckland Council.

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