Integrated planning for metropolitan Wellington

A report prepared for the Local Government Commission

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Acronyms and Abbreviations

CCO	Council Controlled Organisations
GWRC	Greater Wellington Regional Council
GW	Greater Wellington
HCC	Hutt City Council
KCDC	Kāpiti Coast District Council
LGC	Local Government Commission
LGA	Local Government Act 2002
LG(AC)A	Local Government (Auckland Council) Act 2009
LTMA	Land Transport Management Act 2003
MFE	Ministry for the Environment
NPS-UDC	National Policy Statement on Urban Development Capacity
NZTA	NZ Transport Agency
PCC	Porirua City Council
RMA	Resource Management Act 1991
RLAA	Resource Legislation Amendment Act 2017
TLA	Territorial Local Authority
UHCC	Upper Hutt City Council
WCC	Wellington City Council

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Executive Summary

Drawing on feedback from key stakeholders in the region and from research on comparable examples elsewhere, this report provides a high level overview of some of the key issues facing metropolitan Wellington[1], and examines whether there is value in applying a more purposeful, integrated planning approach to these issues. It also identifies three framework options for integrated planning within the Wellington context, and outlines a number of challenges and opportunities involved in addressing these issues in a more integrated way.

Wellington is unique within New Zealand in having its metropolitan urban area administered by five territorial local authorities and one regional council. It is a highly interdependent area, with 55,000 people crossing council boundaries to work each day. The key challenges facing metropolitan Wellington do not neatly fit within these administrative boundaries. Population growth and housing affordability, economic growth, infrastructure resilience, climate change adaptation, transport planning and operations require cross-boundary collaboration to get the best outcomes. One council's response or lack of response to these challenges impacts on its neighbours' residents and economy.

Wellington's councils recognise this interdependence to some extent. Integrated planning is evident in the Wellington metropolitan context through ad hoc collaborative agreements on specific issues (for example, natural hazard management) and a shared service council controlled trading organisation, Wellington Water.

Feedback from many of the region's key stakeholders is, however, that there is considerable scope to improve councils' joint work, in terms of the time and cost taken and the quality of outcomes reached. The feedback also indicates that the region would benefit from an overarching framework that provides improved integration across all sectors and a more effective vehicle to address key issues facing the region.

Other urban areas, such as greater Christchurch, Bay of Plenty and the Waikato have multi-council integrated planning arrangements in place. These arrangements deal with growth and other cross-boundary challenges, and have seen benefits accrue to their areas. The question for the Wellington region is, to what extent would integrated planning benefit the people of greater Wellington?

What is 'integrated planning'?

For the purpose of this study, 'integrated planning' refers to a framework within which communities make choices and implement action on issues collectively faced. In turn, collaboration produces more effective overall results than communities or agencies, including local authorities, operating on an individual basis, i.e. the whole is greater than the sum of individual organisational efforts. 'Framework' refers to a fixed, long term structure established to deliver specified outcomes.

In its broadest application, integrated planning requires the participation of all stakeholders involved in making investment decisions relating to an area's housing, infrastructure, education and health, transport, economic growth, and social and cultural wellbeing. The role of local authorities is to establish, in concert with stakeholders, an effective framework within which such planning can occur, acting as a catalyst to develop and pursue an agreed vision for the future. Effective integrated planning influences the internal planning processes of all key partners so that their respective planning and resource investments are directed towards a common vision.

Integrated planning enables greater certainty for planning and investment in the region, leading to:

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[1] This includes the cities of Wellington, Porirua, Hutt, and Upper Hutt, along with Kāpiti Coast District – this report does not include the Wairarapa as the LGC is running a separate parallel process in that part of the Region

- improved efficiencies and lower costs for delivering on economic growth and productivity goals

- better management of environmental and social impacts to enhance the quality of life for Wellingtonians, and

- enhancements to the public realm to generate employment and community wellbeing.

Integrated planning would involve local authorities working with central government agencies, housing and other developers, and other partners such as NZTA, KiwiRail and airport and port companies, to bring land use and transport planning and investment together, to deliver a growing regional economy, stronger communities and a healthy environment, now and in the future.

An integrated planning framework would –

- Provide a single overarching vision and direction for the region

- Ensure a unified and consistent voice when talking to central government and national agencies and businesses

- Ensure a consistent and coherent land use planning strategy for metropolitan Wellington, with all local authorities strategically planning to accommodate pressures and promote growth, providing for long-term land use, infrastructure, transport and other needs together

- Ensure investment decisions implement agreed strategy, with investments in network developments and service improvements developed alongside land use strategies and implementation plans, to contribute collectively to the efficient use of public funds

- Enable the provision of regional services, ensuring consistency and a one-stop shop on a range of aspects – for example, regulatory controls on infrastructure development

- Promote enhanced capability and capacity, attracting high quality staff, with excellent resourcing

The Value Proposition of Integrated Planning for Metropolitan Wellington

There are a range of non-quantitative values that can be gained through introducing a more integrated planning approach to the Wellington metropolitan region – or at least values that are not readily quantifiable, but are still tangible and beneficial. The degree of added value that can be derived depends on the nature of the framework adopted.

One of critical value propositions is that of time and efficiency. While good progress can be made through existing collaborative processes, such progress can take considerable time in terms of interfacing with various council divisions, and governance groups and decision-making processes. This complexity can add not only to the cost, but also to the length of time required to make decisions on issues of common concern across the spectrum of local authorities and other relevant agencies in the region.

The economic arguments for a regionally integrated planning framework for local infrastructure and council activities that cross boundaries are that the resulting activity and investment will be:

- More efficient because councils are able to:

- leverage economies of scale and scope that are not available to them individually

- present a more credible and complete proposal to stakeholders that have a regional perspective such as central government

- avoid costs of delays to upgrades to infrastructure – mainly loss of productivity

- More effective because councils are able to consider more comprehensive solutions to cross-boundary challenges

Quantifying the economic costs and benefits to the region of adopting or not adopting an integrated planning approach is difficult because infrastructure projects typically enable, rather than directly produce, changes in service levels and economic activity. A starting point for estimating the upper limit of the potential benefits from improved co-ordination for the classes of benefit described above would be:

- Economies of scale and scope – a low single digit percentage of the total expenditure by individual councils

- Avoidance of delays in the commencement of projects requiring central government funding or a lower than expected share of central government funding for transport due to the region not putting a unified case to central government - recent studies for the LGC Transport Governance in Wellington" and "Wellington Region Transport Indicative Business Case" commented on the fragmentation of council decision-making as a cause of delay in attracting NZTA funding but did not quantify the value of the delayed projects.

- Avoidance of productivity losses and social costs to the region from delay in upgrades to infrastructure, which are likely to be a very small percentage of regional GDP and difficult to attribute solely to lack of co-ordination (a recent study by NZIER of transport congestion estimated the total cost of congestion at 1 to 2 percent of Auckland GDP, but the study also noted that a full cost-benefit analysis would be required to determine net gain from changes to the transport network to reduce congestion)

Examples of where value could be derived through improved integration include:

- Infrastructure resilience:

- Delivery of a more effective, coordinated restoration and recovery response to natural hazard events

- Reduced duplication of effort and spend across metropolitan councils and developing a more strategic, efficient and effective approach to spending of the budget

- Climate Change Adaptation

- Enhanced transparency and certainty resulting from a uniform, collective understanding of regional climate change impacts, and reliance on a common information base to inform decision making and the wider regional community.

- Improved efficiencies and consistency by adopting an agreed, regional approach to risk management, along with jointly prepared and implemented regulatory/non-regulatory responses (e.g. managed retreat, impacts of erosion/ inundation)

- More effectively targeted and prioritised expenditure by metropolitan councils on climate change related protection and adaptation measures (i.e. 3 waters, roads)

- Integrated Transport Planning

- Accelerating the time taken to get transport projects agreed by councils and NZTA

- Ensuring that projects are implemented once they get outside of the RLTS/RLT committee framework and into the ambit of normal council business

- Urban Growth - Housing affordability

- Enhanced efficiencies regarding the use of scarce land resources and funding to address growth related challenges in the region such as provision of affordable housing

- Housing development that aligns with infrastructure capacity and:

- Prevents construction of expensive new infrastructure that creates additional maintenance burden

- Optimises the use of existing infrastructure and extracts further value from existing maintenance expenditure
  - Urban Growth – Economic diversification
    - Consolidation, improved positioning and strategic co-ordination of business land in the region, resulting in reduced freight costs, better alignment with transport and freight routes as well as better access to sources of labour

Managing growth and infrastructure/transport investment planning was the main driver for working together in the four metropolitan planning cases studies examined for this report. However, the approaches did not focus solely on single issues but instead addressed all regional issues in an integrated manner, recognising the interrelatedness of the issues.

Challenges

Councils' appetite for co-ordination will be limited by the short-term cost of co-operation, the potential for decisions on local issues to be slower than they expect where the priorities of a group of councils differ from individual councils, particularly when co-operation occurs on a voluntary basis. This makes it challenging for integrated planning to get off the ground.

In this regard there are two critical observations that can be gleaned from the case studies reviewed for the purposes of this report. These are that:

- Leadership is a critical part of the successful implementation of integrated planning, particularly if sole reliance is placed on a voluntary model

- Voluntary models are generally slow to implement and a lot more vulnerable to political influence and change

Consequently, in the absence of strong political leadership integrated planning is unlikely to occur.

The case studies also showed that as a prerequisite, all territorial authorities need to have a collective understanding that there will be better outcomes and they will be in a better position to address the region's issues if they started planning together. This is a collective action problem. The impacts of decisions and actions can flow across boundaries and affect the metropolitan Wellington community not just the residents of the districts concerned. However, the affected residents from other districts are not represented at the decision-making table. As this report shows, it can be challenging to financially demonstrate that each individual council will be better off as many of the benefits are qualitative and spread across the metropolitan region.

There are many other challenges to achieving integrated planning including:

- Getting council agreement on governance arrangements and on-going funding, and their commitment to implement the outcomes of any joint planning process

- Agreeing on the priorities to resolve key metropolitan planning issues, along with common objectives, measures of success and delegation of decision rights to a joint local authority entity authorised and tasked with developing recommendations centred on the coordination and preparation of metropolitan region-wide resilience and growth plans

- Recasting the planning issues so that effort can be coordinated across Wellington's local authorities, particularly the functional work streams within each agency that deal with land use and different types of associated infrastructure (e.g. water, transport)

- Ensuring that the interrelationships between various planning streams are adequately recognised and accommodated

- Avoiding duplicative decision-making processes

Integrated Planning Options

While acknowledging that various option permutations and variations are conceivable, in general terms there are three broad frames available to advance integrated planning in the Wellington Region. These include:

- Partial integration, with reliance largely placed on the development of collaborative/co-operative arrangements

- Moderate integration, with reliance place on the opportunities available under the Local Government Act 2002 to enter into shared service arrangements focused on common issues

- Full integration, with reliance placed on the introduction of an overarching coordinative approach to planning in the region

In considering options for increased integration, it is important to underscore the need to avoid 'layering' another framework on top of the existing multiplicity of agencies, committees, processes and initiatives. Currently, progressing planning on one issue requires interfacing with different arms of council, and with multiple groups/committees/agencies. Therefore, part of the value proposition for more integrated planning in metropolitan Wellington would be to provide an opportunity to review the current web of planning processes and governance regimes, to seek rationalisation and a stronger more effective form of coordination and/or alignment in response to key issues faced by the region, and seek opportunities for reducing costs.

Conclusion

Based on the finding in this report, it is clear that the Wellington region could benefit from integrated planning and that there are sufficient pull factors to implement an integrated planning approach. The question still remains; are there sufficient push factors to get over the significant barriers to initiating integrating planning in Wellington?

1   Introduction

1.1 Background

Wellington is unique within New Zealand in having its metropolitan urban area administered by five territorial local authorities and one regional council. It was this administrative fragmentation that led to an application for a 'super city' for the Wellington region in 2013. However, the super-city concept was not supported by the community and was subsequently shelved in 2015.

Since then, the Local Government Commission has been working with the Wellington Region Mayoral Forum on a range of council functions that could potentially be delivered more effectively by increasing council collaboration: five priority areas were identified, in consultation with the region's councils, as key to Wellington's future prosperity, and included transport, three waters, economic development and spatial planning. These priority areas had all featured prominently as key issues in the debate around the region-wide unitary council proposal.

In regard to spatial planning, in late 2015, the Local Government Commission engaged Boffa Miskell to consult with local authorities on the role that spatial planning could assume in the region. The report *Spatial Planning – Opportunities and Options* looked at the key benefits of spatial planning such as drawing together a single shared future for the region, and providing for future urban growth through complementary and diverse development types across the region. The Region's Mayors, Chair and Council Chief Executives were interviewed for the report, yielding a spectrum of views – from strong opinions that spatial planning was crucial to those who considered that its 'value proposition' had not been demonstrated.

Since the Boffa Miskell report was completed in May 2016, there has been growing pressure for spatial planning to becoming a part of New Zealand's planning framework, and a highlighted awareness of the desirability of undertaking some forms of planning at levels greater than the district or city level. Some of these pressures include:

- Amendments to the *Resource Management Act 1991* (RMA) that came into effect in April 2017 which give councils the additional function of ensuring there is sufficient long-term development capacity for residential and business growth across each region.

- The National Policy Statement on Urban Development Capacity (NPS-UDC), which came into effect in December 2016, requires councils to put a greater emphasis on providing sufficient residential and business land development capacity, and "strongly encourages" councils to work together to implement the NPS in any particular urban area.

- The New Zealand Productivity Commission's report Better Urban Planning, finalised in March 2017, recommends mandatory spatial plans in the form of Regional Spatial Strategies, that would require regional councils to set out strategic land-use parameters stretching up to 30 to 50 years ahead.

- The Resource Legislation Amendment Act 2017 (RLAA) introduced a new Section 18A into the RMA, requiring every person exercising powers and performing functions under this Act to apply procedural principles, including:

  (c) [to] *promote collaboration between or among local authorities on their common resource management issues.*

This new mandate reinforces the principle set out in section 14(1)(e) of the Local Government Act 2002, which requires, inter alia, that "a local authority should actively seek to collaborate and co-operate with other local authorities and bodies to improve the effectiveness and efficiency with which it achieves its identified priorities and desired outcomes".

In addition, the 14 November 2016 Kaikōura Earthquake was a timely reminder that natural hazards, climate change related issues, extreme weather, and other emergencies do not respect human-drawn boundaries, and continue to put pressure on people, communities and councils to plan for such events, requiring a joined-up long-term approach. Improved resilience (economic, physical, and social), together with the ability to cope with both planned and unplanned change, requires an integrated view of the metropolitan area as a single entity. As importantly, the earthquake raised the sense of urgency to develop a coordinated and effective approach to a potentially imminent large event centred on Wellington expeditiously and efficiently.

1.2 Purpose

The purpose of this study is to explore what the range of planning frameworks and approaches are that might address the current and anticipated opportunities and challenges for the metropolitan area of Wellington, in particular planning for urban development and resilience, by:

- understanding the region stakeholders' perspective on frameworks for integrated metropolitan planning, how they might be useful for the region, how stakeholders would benefit, and what forms of integrated planning would be most useful in the Wellington context

- the value propositions for the range of possible planning frameworks

- investigating potential models that have been applied in other jurisdictions with multiple local authorities (including internationally), and

- developing applied examples that show what difference integrated, or cross boundary planning would and/or has made to the region's economy, environment, and society.

The outcomes for this study include:

- A report that is publicly available and can contribute to the ongoing wider debate on planning frameworks and approaches for the Wellington region, and

- Research and evidence that would contribute to the future development of a business case for integrated metropolitan planning in Wellington.

For the purposes of this work, and in line with the role of the Commission, the key aspects of integrated metropolitan planning that are of particular consideration are how to:

- Provide a holistic approach, considering economic, environmental, social and cultural dimensions

- Engender a collaborative, integrated, coordinated approach by agencies, including councils, and others with an interest

- Address sub-regional cross-boundary inter-relationships and linkages, as well as provide an overarching regional framework

- Provide appropriate recognition of and voice to local communities and their aspirations

- Ensure an emphasis on all aspects of resilience – economic, physical, infrastructure, social, cultural, and

- Influence the plans of councils, government agencies and infrastructure providers.

The study also sought to provide applied examples, from either within Wellington or from other metropolitan areas with comparable circumstances, in order to identify and analyse the impact that integrated metropolitan planning could make to the outcomes of addressing the issues facing metropolitan Wellington. The analysis sought to quantify the impacts of integrated planning frameworks where possible, including the economic benefits, recognising that the value of integrated planning may not always be tangible or quantifiable.

The applied examples focused on issues that have whole of metropolitan area or cross boundary implications, looking at a range of economic, environmental and social aspects. Such issues include infrastructure resilience, climate change adaptation, transportation planning, and providing for residential and business growth.

1.3 Study Method

The approach taken for this study was as follows:

1. Initial research and study framework

- Undertaking early research into the major issues facing metropolitan Wellington and identifying potentially comparable metropolitan examples

2. Stakeholders' Engagement

- Preparing, facilitating and recording a workshop for a range of stakeholders involved in the planning and development of metropolitan Wellington – stakeholders approached to participate included:
  - Central government
    - Capital and Coast DHB
    - Housing NZ
    - Ministry of Education
    - New Zealand Transport Agency
    - Treasury Infrastructure Unit
    - Ministry of Civil Defence and Emergency Management
    - Ministry for the Environment
    - Ministry of Business, Innovation and Employment
    - Department of the Prime Minister and Cabinet
  - Local Government
    - Senior planners from each of the six local authorities for metropolitan Wellington (Greater Wellington, Kāpiti Coast, Upper Hutt, Hutt City, Porirua and Wellington)
  - Infrastructure providers
    - Wellington International Airport
    - CentrePort
    - KiwiRail
    - Wellington Water
    - Transpower
    - Spark
    - Chorus
    - Wellington Lifelines
  - Development & Housing
    - The Property Council

- Chambers of Commerce in the Wellington region
- Community Housing Aotearoa
- Wellington Regional Economic Development Agency
- Community groups
  - Wellington Civic Trust
  - Living Streets Aotearoa
- Recording of notes from the stakeholders' workshop

3. Research into examples of Integrated Planning Frameworks

- Research into other comparable metropolitan examples where an integrated planning framework has been applied to address similar issues

- Analysis of examples as to relevancy for metropolitan Wellington and to identify the value propositions of integrated planning frameworks

4. Report

- Preparation of a report, summarising the feedback from stakeholders and outlining the findings of the analysis into alternative integrated planning frameworks.

1.4 What is Integrated Planning?

For the purpose of this study, 'integrated planning' refers to a framework within which a metropolitan region makes choices and implements actions on issues collectively faced, and through which pan-organisational collaboration produces more effective overall results than when local authorities operate individually (i.e. the whole is greater than the sum of individual organisational efforts). 'Framework' refers to a fixed permanent or long term structure established to deliver specified outcomes, rather than an ad hoc short term arrangement.

Integrated planning is not simply confined to local authorities: in its broadest application, integrated planning requires the participation of all of those stakeholders that make decisions about investment in the region: its housing, its infrastructure, its education and health, its transport, its economic growth, and its social and cultural wellbeing. The role of local authorities is to develop the most appropriate and effective framework within which planning for the region can occur, acting as catalysts for coordination, working together on forming and pursuing a collective vision for the future.

Effective integrated planning requires all key stakeholders to be partners in the planning process, each having a role in the decision-making involved in the investment strategies needed to achieve the outcomes. In turn, integrated planning influences the planning processes of those agencies and organisations, so that resource investment and planning are collectively working together towards common goals. A truly integrated framework should amalgamate planning processes across various government and infrastructural entities and agencies to achieve common goals and visions, coordinating investment strategies, and maximizing financial value.

Integrated planning is not about producing a spatial plan, although such a document is often an effective way to articulate the vision for the future of the region, and to coordinate the individual planning efforts of all stakeholders. Integrated planning frameworks can be applied to particular issues, where a collaborative effort is required to ensure more effective and efficient outcomes are obtained. However, it is most effective when applied broadly, across all key issues facing a region, recognising the interlinkages and interrelationships that occur, and the efficiencies to be gained from coordination.

To various degrees, a range of integrated planning processes already occur in Wellington, ranging from collaborative processes on specific issues through to a shared service council controlled trading organisation. However, following engagement with many of the region's key stakeholders, it is clear that it is generally considered that there is considerable scope to further improve the ability of metropolitan Wellington to coordinate and collaborate the various agencies' planning, investment and programmes under a more integrated planning framework. The feedback also indicates that the region would benefit from an overarching planning framework to provide improved integration across all sectors.

Integrated planning enables greater certainty for planning and investment in the region, leading to:

a) improved efficiencies and lower costs for delivering on economic growth and productivity goals

b) better management of environmental and social impacts to enhance quality of life for Wellingtonians, and

c) enhancements to the public realm to generate employment and community wellbeing.

For the region, integrated planning would involve local authorities working with central government agencies, housing and other developers, and other partners such as NZTA, airports, KiwiRail and port companies, to bring land use and transport planning and investment together, to deliver a growing regional economy, stronger communities and a healthy environment, now and in the future. Integrated planning framework would –

- Provide a single overarching vision and direction for the region

- Ensure a unified and consistent voice when talking to central government and national agencies and businesses

- Ensure a consistent and coherent land use planning strategy for metropolitan Wellington, responding to national directives, with all local authorities strategically planning to accommodate pressures and change and promote growth, in a collaborative manner, providing for long-term land use, infrastructure, transport and other needs together, enshrining the outcomes in national, regional and local plans/strategies and implementing them consistently

- Ensure investment decisions implement agreed strategy, with investments in network developments and service improvements developed alongside land use strategies and implementation plans, to contribute collectively to the efficient use of public funds

- Enable the provision of regional services, ensuring consistency and a one-stop shop on a range of aspects – for example, regulatory controls on infrastructure development

- Promote enhanced capability and capacity, attracting high quality staff, with excellent resourcing

There can be many types of integrated planning frameworks for a metropolitan area governed under multiple local authorities. These can range from what can be described as 'loosely integrated', whereby local authorities work together collaboratively on various common issues, often working under memoranda of understanding or similar arrangements, through to 'strongly integrated', whereby integrated planning is mandated by law in some form. On the spectrum there are other levels of integration, such as the use of joint agencies or organisations to plan or operate services or planning.

2 Stakeholder Feedback: Key Issues Facing Metropolitan Wellington

A workshop of invited representatives from a range of key stakeholders in the region was convened for half a day on 2 May 2017. While not all stakeholders could attend, a good range of organisations and interests were represented at the workshop, with a total of 27 people in attendance, as well as members of the consultant team and the Local Government Commission.

It is acknowledged that the feedback received does not represent the official view of any of the agencies and organisations who were involved in the workshop, with the focus being on deriving collective views rather than individual opinions. The workshop was attended by persons from the following organisations:

Hutt Valley DHB	Housing NZ	NZ Transport Agency
Property Council	Treasury (Housing)	Ministry for the Environment
KiwiRail	Wellington International Airport	Wellington Water
Transpower	Wellington Chamber of Commerce	Chorus
Wellington Civic Trust	Living Streets Aotearoa	Community Housing Aotearoa
Hutt City Council	Kāpiti Coast District Council	Porirua City Council
Upper Hutt City Council	Wellington City Council	Greater Wellington Regional Council

The attendees were asked a number of questions:

- What are the six top issues that metropolitan Wellington is currently struggling with from a region-wide perspective?
- What is currently being done in the region to address those issues?
- What would be required to improve the current situation?
- If integrated metropolitan planning has the potential to offer an effective means to address the top 6 issues identified, what do you consider are the corresponding benefits to the region?

The response to these questions was obtained through breakout sessions involving small groups of attendees, who reported back to the full workshop on their conclusions. The notes from the workshop were then collated and a record prepared that was circulated to all attendees.

Collectively, there was general agreement about the principal issues facing the region, being:

- Growth planning
- Natural hazards
- Transport
- Economic growth and diversity
- Technology change
- Greater regional coordination

The issue of responding technological change was seen as cutting across most of the major issues facing the region, and was therefore explored in the context of those other issues.

Greater regional coordination was seen as the overarching issue for the region as a whole, and overlapped many of the points made about the other issues. This relationship is shown diagrammatically in Figure 1 below.

Figure 1: Diagrammatic illustration of the major issues facing metropolitan Wellington

The key points made by attendees in respect of the other issues are summarised as follows:

2.1 Growth Planning

The key challenge that stakeholders saw in regard to growth planning is that each territorial authority is pursuing their own 'growth agenda', with no common vision resulting an overall ad-hoc pattern of growth at a regional level. The fragmented approach has resulted in 23 existing plans relating to growth – such as district plans and growth strategies – with no single overarching direction or framework.

They also highlighted the lack of integration between region and territorial authorities, and between local authorities and central government and infrastructure providers. While it was acknowledged that there has been some collaboration on responding to the NPS-UDC, this has not led to any formal agreement on next steps.

Stakeholders considered there is generally a poor overall understanding of drivers of growth and where/why it is occurring or will occur in Wellington, resulting in a poor alignment between land use

planning and infrastructure and transport planning – for example, state highway development is divorced from urban development. This misalignment was considered to have resulted in limited opportunities for growth (i.e. tight land supply), with local authorities struggling to co-ordinate and provide for growth, placing a lot of pressure on infrastructure.

From an external perspective, stakeholders considered it difficult for outside agencies to understand the region's growth priorities as there is an absence of a clearly defined region-wide common vision and 'growth story'. Correspondingly, it is unclear to communities about how their neighbourhoods might change over time, resulting in proposals for change being met with unnecessary resistance.

A number of methods that could assist in managing planning growth were identified as including:

- developing effective funding tools to support growth

- exploring incentives for promoting growth (as growth imposes costs that cannot be fully recovered, and risks, liability are financial externalities on current property owners), and

- using growth to set rates (as an influence on setting rates).

2.2 Natural Hazards: Resilience and Climate Change Adaption

Stakeholders acknowledged current important initiatives as including:

- Regional Natural Hazards Strategy, GWRC

- Wellington Region Emergency Management Office (WREMO) Community Resilience Strategy and other plans, guidance and strategies

- Earthquake Recovery Information Centre (ERIC), Wellington City Council

However, stakeholders considered that resilience planning and climate change adaption (such as for coastal hazards) across the region is still not well coordinated, notwithstanding these recent strategies and initiatives, and are not working regionally in efficient/streamlined way, with decision-making layered and cumbersome.

Wellington officials are acutely aware of the need to ensure rapid post-earthquake functionality, especially with regard to infrastructure. Stakeholders identified the need to ensure there is an integrated approach across the region to priorities activities that will make the region more resilient to major events.

Stakeholders considered it essential there be a regionally consistent and coherent response to climate change and sea level rise. Currently there is multiple pieces of government legislation, multiple plans and multiple players, resulting in duplication and increased costs.

A need for a strong Central Government role was also identified, with the suggestion that the business case process should be used to confirm investment objectives for resilience planning. Participants suggested the possibility of pre-emptively establishing a Wellington [Regional] Earthquake Recovery Authority.

Other challenges that stakeholders identified in relation to natural hazard management is that District Plans struggle with natural hazard management (nationally a problem), with inefficient and inadequate investment in infrastructure resilience. Participants also saw a need to integrate catchment planning with land use and infrastructure planning as a means of addressing natural hazards more effectively: across the Councils, there are variable abilities and affordability to address this effectively.

2.3 Transport

The key challenge that stakeholder participants saw in relation to transport is the competiveness within the region and between regions for transport funding. They considered there is also a need for more effective and compact multi-modal networks with improved capacity, linked with the requirement for improved transport and land use integration, including community connectedness.

Participants considered that the region has also not effectively applied technology to infrastructure planning and transport management, highlighting the ability of new technology in better manging issues like traffic congestion.

At a management level, stakeholders considered there are no strong linkages at the moment between the region, Wellington NZTA, territorial authorities, KiwiRail and the Port, Airport: they are acting mostly independently and separately.

Comparable examples where better integration is taking place are:

- UK or France – local municipalities coordinate transportation planning
- Melbourne Transport and local government coordination
- Hong Kong – road, trams, ferries all run by single agency

The use of a regional CCO was also seen as a better model for transportation planning and investment for the region.

2.4 Economic Growth and Diversity

The stakeholders considered there is currently a lack of a strong and coherent regional economic vision, with no clear direction as to where and what growth is supported.

There was concern expressed that Wellington is too reliant on central government and that the economy need to diversify if it wanted to increase its economic resilience.

While the Wellington Economic Development Agency (WREDA) has the role of directing economic development in the region, participants felt that WREDA is seen as too narrow and too Wellington focussed, with an apparent lack of regional buy-in and financial contribution.

Currently, there is competition between councils for economic growth, but in effect the region is only one labour market and is seen as one urban area by business/industry. Stakeholders therefore considered that metropolitan Wellington should be marketed as one economic unit, one labour market at governance level, with a clear understanding of what business land is available and where there are gaps in market.

The stakeholders considered that the following actions are required:

- Need to work on broadening industries – for example, those with technology focus
- Need to identify strengths of each part of region as a package and work collectively towards using those strengths
- Need to better recognise and promote Wellington's liveability
- Need for more effective partnership with central government
- Need a one-stop shop for investors in region
- Need to integrate advice and assistance on land development, regulation, infrastructure
- Need for a facilitator role

As an example, the Auckland Plan provides clear priorities for region to build economic growth strategy, obtaining buy-in from business and developers. Thus, the Auckland Plan is bigger than just a spatial plan, but provides coherent overall vision and direction for the entire region.

As generally, stakeholders considered the region is too slow to respond to technology, and that technology change is not normalised within our organisations (i.e. need to make technological change BAU – 'business as usual'). Stakeholders considered the region should be more proactive in relation to technological changes, and could be doing more in embracing technology and using it for economic growth, transport management and other uses. Integrated Metropolitan Planning could assist in opportunities for sharing data and insights. Technology can also provide for better community engagement, and customer service, if applied region-wide.

2.5 Greater Regional Coordination

Stakeholder participants considered that improving regional co-ordination in itself is a significant regional issue that needs to be addressed, an overarching one that 'umbrellas' many of the other regional issues. They therefore considered that addressing this issue would also address many of the other issues facing the region. Stakeholders referred to Bay of Plenty's Smart Growth and Waikato's Future Proof as examples of how regionally integrated planning could be more effectively achieved.

Stakeholders considered that metropolitan Wellington could be providing more interconnected delivery in planning, transportation and infrastructure. The region should operate as a single voice, with a single vision (as per Auckland). They saw value in the concept of a "one-stop shop" for infrastructure and utility investors in advice and regulatory services, such as provided by Auckland Council's Infrastructure Unit.

The stakeholders acknowledged that, while greater regional coordination would strengthen the region's relationship with Central Government, it should not be undertaken at the loss of community identity and voice. There is therefore a need to find a form of integrated planning that ensure the voice of communities is provided to the planning and decision-making process. There is also a need to better communicate costs and benefits of working together collaboratively.

Stakeholders saw technology as providing one means of better integrating planning and service delivery: currently technological advances are not joined up internally or between organisations and across sectors. The challenge they saw was that the speed of change makes future proofing difficult, thus requiring high levels of responsiveness to technical change to be proactive at a regional level.

The participants also indicated that the National Policy Statement on Urban Development Capacity could provide a platform for greater regional coordination, but not be limited to high growth areas.

3 Integrated Planning: Current Practice

3.1 Current Practice in Metropolitan Wellington

Unlike other large New Zealand urban areas (excluding Auckland), which are largely dominated by one principal city council, surrounded by a few semi-rural territorial local authorities, the Wellington metropolitan urban area itself is divided into five territorial largely urban local authorities.2 This division, in turn, presents some clear challenges for the effective realisation of integrated planning for metropolitan Wellington.

Current practice in the Wellington Region is reflected in a generally fragmented pattern of planning, with each Council focussed on its own spatial management, using their own planning processes, strategies and plans. As a consequence, there are currently a multitude of plans and strategies being employed by the local authorities in metropolitan Wellington: an outline of the nature of these documents relative to the key metropolitan issues identified is set out in Table 1 below, with more specific detail contained in Appendix 1. It is not intended to be an exhaustive list but indicative of the range of multiple plans and strategies that currently exist to address these issues.

As outlined in the preceding section, at the workshop, stakeholders identified technological change as one of the major issues that the region is not managing as effectively or proactively as it could. The stocktake of documents did identify a number of strategies relating to technology, as this aspect weaves across many of the other issues (for example, the use of technology in transport, economic growth, and natural hazards management), the analysis any further separately isolate this issue out, but considered it as part of the other five issues.

Table 1: Current Metropolitan Strategies, Frameworks, Policies and Plans Addressing the Key Issues

Issue	Addressed by	Number
Natural Hazards – Infrastructure Resilience	Wellington Regional Strategy Greater Wellington Infrastructure Strategy Wellington (City) Urban Growth Plan Wellington Resilience Strategy Wellington Infrastructure Strategy Porirua Infrastructure Strategy Sustainable Water Management Strategy Kāpiti Infrastructure Strategy Hutt City Infrastructure Strategy Upper Hutt Infrastructure Strategy	10
Natural Hazards – Climate Change Adaptation	Wellington Regional Policy Statement Greater Wellington Climate Change Strategy Draft Regional Natural Hazards Strategy Wellington City District Plan	14

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2   These include: Wellington, Hutt, Upper Hutt and Porirua City Councils, Kāpiti Coast District Council and the Greater Wellington Regional Council

Issue	Addressed by	Number
	Wellington Towards 2040: Smart Capital Wellington Central City Framework Wellington Urban Growth Plan Wellington Resilience Strategy Porirua City District Plan Porirua Development Framework Proposed Kāpiti Coast District Plan Hutt City District Plan Upper Hutt City District Plan Upper Hutt Land Use Strategy	
Integrated Transport	Wellington Regional Policy Statement Regional Land Transport Plan Regional Public Transport Plan Wellington City District Plan Wellington Towards 2040: Smart Capital Wellington Central City Framework Wellington Urban Growth Plan Wellington Northern Area Growth Framework Porirua City District Plan Porirua Development Framework Porirua Transportation Strategy Proposed Kāpiti Coast District Plan Kāpiti Sustainable Transport Strategy Hutt City District Plan Hutt City Vision CBD 2030 Hutt City Urban Growth Strategy Hutt City Economic Development Plan Upper Hutt City District Plan Upper Hutt Land Use Strategy	19
Urban Growth – Housing	Wellington Regional Policy Statement Wellington City District Plan Wellington Towards 2040: Smart Capital Wellington Centres Policy and Plans Wellington Central City Framework Wellington Urban Growth Plan Wellington Northern Area Growth Framework Porirua City District Plan Porirua Development Framework Proposed Kāpiti Coast District Plan Kāpiti Development Management Strategy Hutt City District Plan Hutt City Urban Growth Strategy Hutt City Economic Development Plan Hutt City Housing Policy Upper Hutt City District Plan Upper Hutt Land Use Strategy	17
Economic Growth &	Wellington Regional Policy Statement	19

Issue	Addressed by	Number
Diversification	Wellington Regional Strategy Wellington City District Plan Wellington Towards 2040: Smart Capital Wellington Centres Policy and Plans Wellington Central City Framework Wellington Urban Growth Plan Wellington Northern Area Growth Framework Porirua City District Plan Porirua Development Framework Porirua Economic Development Strategy Proposed Kāpiti Coast District Plan Hutt City District Plan Hutt City Vision CBD 2030 Hutt City Urban Growth Strategy Hutt City Economic Development Plan Upper Hutt City District Plan Upper Hutt Land Use Strategy Kāpiti District Economic Development Strategy 2015-2018	
Technology	Wellington Regional Economic Development Agency – Statement of Intent 2015 – 2018 Wellington Digital Strategy and Action Plan Wellington City Council – Information and Communications Technology Policy Porirua Economic Development Strategy and Action Plan Hutt City Urban Growth Strategy 2012 – 2032 Hutt City Infrastructure Strategy 2015-2045	7
Regional Coordination & Planning	Wellington Regional Policy Statement Wellington Regional Land Transport Strategy Regional Land Transport Plan Regional Public Transport Plan Draft Regional Natural Hazards Strategy Greater Wellington Infrastructure Strategy 2015-2045	6

Although a number of the documents included in the above table illustrate a degree of vertical integration (i.e., addressing multiple issues such as climate change adaptation, integrated transport, urban growth), few exhibit a commensurate level of horizontal integration (i.e., a cross-jurisdictional relationship), with most focussed solely on the local authority area to which they apply. Aside from a limited number of more regionally centred initiatives (such as the Wellington Regional Strategy in relation to the issue of economic diversification, the draft Natural Hazards Strategy in relation to the issue of climate change adaptation), there appears to be little evidence of an integrated and coordinated approach being applied by the metropolitan councils to achieving a more consistent and coherent approach to such issues as urban growth and infrastructure resilience, and associated funding arrangements.

As such, current policy and planning practice in metropolitan Wellington could generally be characterised as being somewhat 'siloed' and non-integrative in two respects:

- Plans are generally made within territorial authority boundaries with little or no reference or consideration of the interrelationships with other parts of the region, and therefore do not consider the ability of or need for people to have access to workplaces, residences, services and amenities outside each particular territorial authority area, and

- Plans do not consider the potential impact of the disruption caused by infrastructure failure or a natural hazard event, with people likely to be displaced from their home area temporarily or becoming reliant on services within another territorial authority.

This siloed approach, in turn, has implications for the region in terms of developing a coordinated and consistent response to common issues of concern to the region, thereby enabling efforts to address such issues to proliferate, causing increased cost and detriment in the longer term (such as lessening the efficacy of efforts to address housing affordability in the region).

It is also noted that planning within metropolitan Wellington appears to be underpinned by the replication of processes and/or frameworks such as urban growth strategies. As such, the implementation of such processes/frameworks involves a degree of political and administrative duplication, thus resulting in organisational and financial inefficiencies.

3.2 Rationale for Improved Coordination

3.2.1 Context

The business case for 'integrated regional planning' is essentially qualitative and has two main strands:

- the value of the opportunity that is being considered – for this discussion, a key example would be reducing the impact of a significant natural disaster by accelerating the recovery; and

- the likely difference in outcomes between independent and integrated planning – how are the efficiency and effectiveness of plans affected by more active collaboration as opposed to the current situation.

Developing useable estimates of the impact and recovery time for natural hazard events in the Wellington is beyond the scope of this report. However, the following sample of assessments of the economic impacts natural disasters provides an indication of the size of the impacts:

- Deloitte modelled the economic impact of an earthquake in Wellington similar to the Christchurch earthquake as reducing GDP by about 10 percent over the period 2017 to 2030 and reducing employment by about 9 percent in the two years following the quake[3].

- Our review of economic activity and employment data [4] indicated Christchurch recovered to pre-quake levels within two year of the February 2011 earthquake but the structure of the economy changed. The tourism and tertiary education sectors both contracted and tourism has not fully recovered

Research in Australia into the economic and social costs of natural disasters by Deloitte Access Economics[5]:

- estimated the current (2013) annual average cost of natural disasters in Australia over 2015 at 0.4 percent of GDP and forecast this annual cost to increase about four-fold by 2050 unless steps are taken to increase resilience

- provided examples of the high benefit: cost ratios for physical and organisational disaster mitigation initiatives

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[3] 'The forgotten impact – Kaikoura earthquake: Wellington still paying the price' May 2017, Deloitte available at www2.deloitte.com/content/dam/Deloitte/nz/Documents/about-deloitte/nz-en-Kaikoura-earthquake-Wellington-impact-report.pdf

[4] Based on our analysis of 'Modelled Territorial Authority Gross Domestic Product (MTAGDP)' available at http://www.mbie.govt.nz/info-services/sectors-industries/regions-cities/research/modelled-territorial-authority-gross-domestic-product/data-download

[5] 'Building our Nation's Resilience to Natural Disasters (2013), Deloitte Access Economics, Building Resilient Infrastructure (2016), Deloitte Access Economics, 'Natural Disaster Funding Arrangements' (2014) Australian Productivity Commission

- emphasised the important dependence of successful resilience programmes on community engagement in developing programmes to build preparedness and capacity for recovery

3.2.2 Wellington Local Authority interdependency

The interdependence of the five Wellington territorial authorities – Wellington City, Hutt City, Upper Hutt City, Porirua City and the Kāpiti Coast District Council – as well as the Regional Council, presents a strong 'effectiveness[6]' argument for closer cooperation between the councils to strengthen their collective resilience to natural hazards and to address economic growth and transport challenges. The interdependence arises from the high proportion of people resident in one territorial authority who work in another territorial authority. This means that:

- economic activity, such as spending on goods and services, in one territorial authority is dependent on the populations of another territorial authority and the population location and density within a territorial authority varies depending on the time of day and whether it is a workday or holiday

- mitigating the economic cost of disruption[7] from natural hazards requires mitigation of hazards to the access to both workplace and residence and the ability to move freely between the two, and

- as demonstrated in Christchurch, improved regional resilience will depend on the flexibility of a metropolitan area to respond quickly to major events – for example, temporarily distributing CBD activities widely around the wider urban area while the CBD is rebuilt.

To illustrate the interdependence of the territorial authorities within metropolitan Wellington, Table 2 below compares the residence and workplace address of those employed in the Wellington territorial authorities. The row totals are the number of people usually resident in the territorial authority that provided a workplace address.

Table 2: Workplace Travel Patterns in Metropolitan Wellington 2013

Usual residence	Usual Workplace							
	Kāpiti Coast District	Porirua City	Upper Hutt City	Lower Hutt City	Wellington City	**Wellington TAs**	Outside Wellington TA	**Total residents**
Kāpiti Coast District	11,388	1,158	138	807	4,698	**18,189**	2,916	**21,105**
Porirua City	318	8,655	321	1,608	9,612	**20,514**	2,733	**23,247**
Upper Hutt City	48	438	7,494	4,461	4,968	**17,409**	2,094	**19,503**
Lower Hutt City	120	699	1,584	24,366	15,042	**41,811**	5,013	**46,824**
Wellington City	282	2,784	567	5,046	88,452	**97,131**	8,109	**105,240**
Wellington TAs	**12,156**	**13,734**	**10,104**	**36,288**	**122,772**	**195,054**	**20,865**	**215,919**

Source: Analysis of ''2013-usual-residence-by-workplace-address-territorial-authority' available at 2013-usual-residence-by-workplace-address-territorial-authority

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[6] This would complement an efficiency argument for the co-ordination based on economies of scale and scope from combining resilience planning across TAs. In practice, these economies are difficult to demonstrate and can be overwhelmed by differences in the starting point of the councils and difficulties with demonstrating spending within TA with rating contributions by each TA.

[7] Recent studies of the effects of flooding in the UK indicate that the cost of disruption to economic activity is approximately x percent of the estimated total cost of the event compared with only y percent for the cost of replacing damaged private assets.

Approximately 34,000 or 28 percent of the people who work in Wellington City come from other Wellington territorial authorities. As the economic activity data shown in the following tables is based on workplace rather than residential address – the size of the Wellington City economy relative to the economy of the other Wellington territorial authorities is partly dependent on the contribution of residents from outside Wellington City.

Wellington City economic activity accounts for about 76 percent of the total economic activity across the Wellington territorial authorities. The following charts compare the relative size of economic activity of the Wellington territorial authorities, and the main drivers of economic activity.
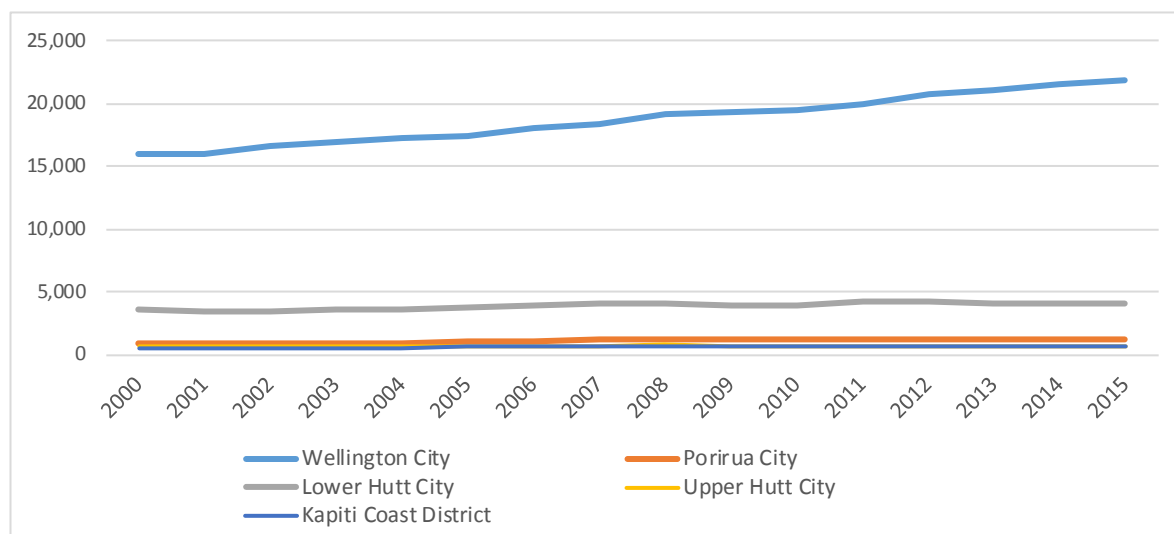
Figure 2: Wellington Territorial Authority Real GDP in $m
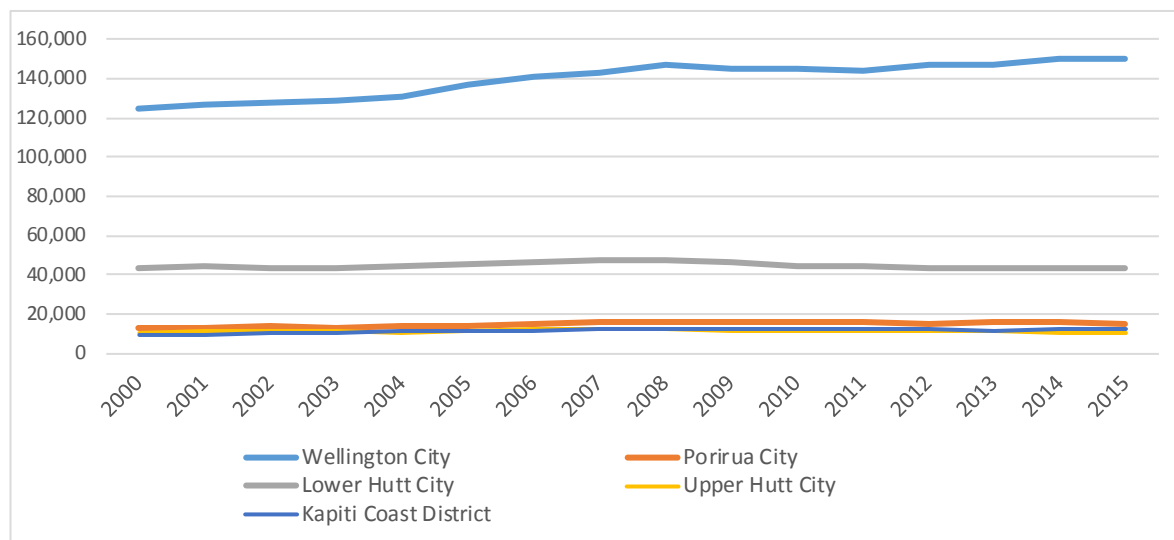
Figure 3: Wellington employment by Territorial authority

As shown in Figure 2 and Figure 3 above, only Wellington City has exhibited any growth in either real GDP or employment between 2000 and 2015 (the latest data available).

While Wellington City appears to be the main driver of economic activity for metropolitan Wellington, maintaining this level of activity in Wellington City depends on the input of employees living in the other territorial authorities. Therefore, the resilience of employment and economic activity for each of the

Wellington territorial authorities is interlinked as 25 percent of employees are reliant on water, communications, and energy services being equally reliable in the territorial authority in which they work and the territorial authority in which they live.

A similar interdependence argument applies to encouraging economic growth across the Wellington territorial authorities. As shown in Figure 4 below, since 2010 economic growth for the Wellington territorial authorities has been about 70 percent of the growth achieved by Auckland and about 85 percent of the growth achieved by the rest of New Zealand excluding Auckland. If the Wellington territorial authorities had matched the growth since 2010 in Auckland, GDP for the Wellington territorial authorities would be about $1 billion or 4 percent higher.
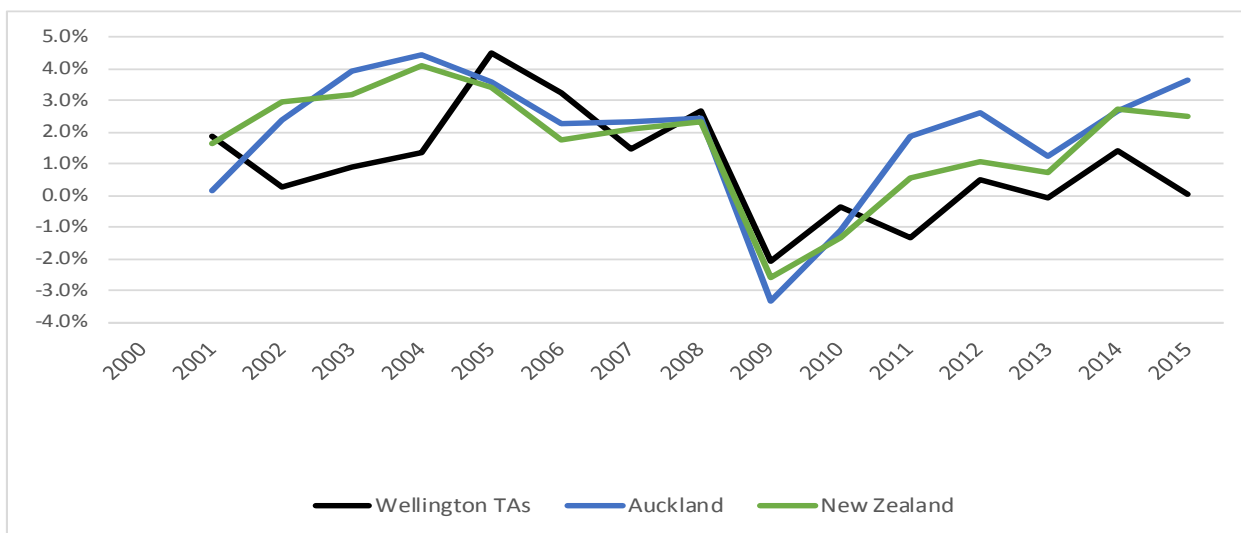
Figure 4: Economic Growth – Wellington Territorial Authorities compared to New Zealand and Auckland
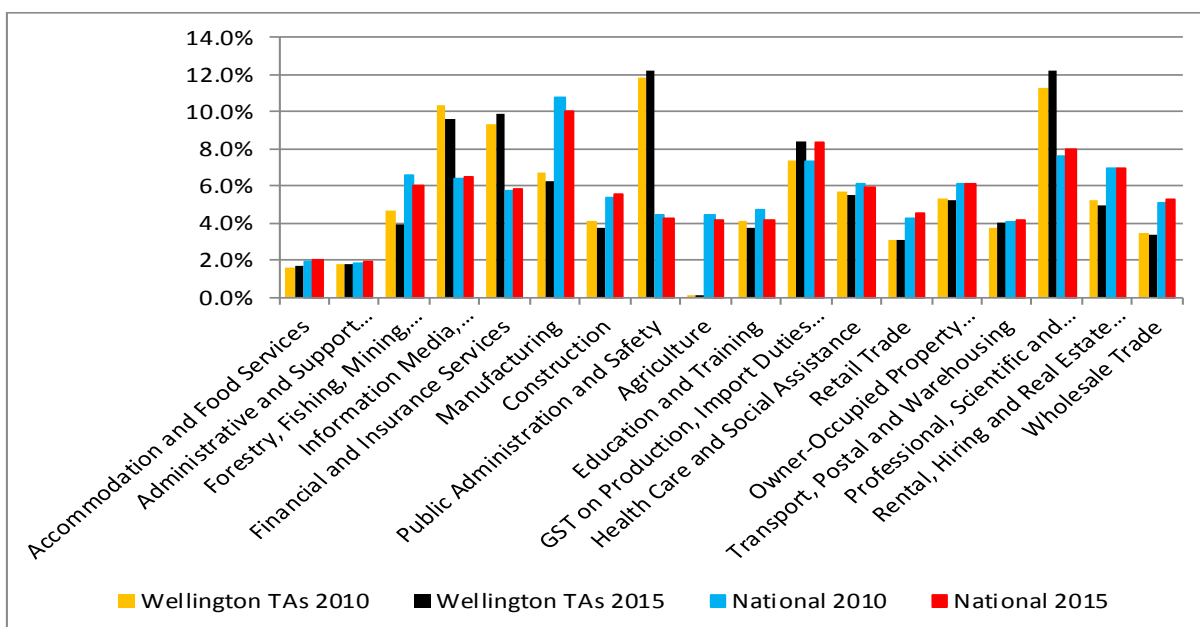
Figure 5: Economy structure – Wellington Territorial authorities compared to New Zealand and Auckland

Figure 5 above shows that economic activity for the Wellington territorial authorities as a group is more concentrated in the public sector and professional services sectors than for the rest of New Zealand and this concentration has intensified over the period 2010 to 2015.

Growth in the GDP for the Wellington territorial authorities is driven by two key sectors 'Public Administration and Safety' and 'Financial and Insurance Services'. The slower growth in metropolitan Wellington compared to New Zealand is due to a combination of:

- slow growth (relative to New Zealand) in 'Information Media, Telecommunications and Other Services' which was the third largest sector of the Wellington territorial authorities in 2010 but has barely grown since 2010 and in 2015 was the fourth largest sector of the regional economy; and

- weaker growth or contraction (relative to New Zealand) in all the remaining sectors which account for about 50 percent of Wellington territorial authorities GDP.

This assessment highlights two challenges in developing an integrated regional planning strategy:

- identifying why some of the main sectors of the Wellington City economy are not growing as quickly as the national average

- deciding how much economic development activity to apply to these sectors as opposed to encouraging growth in other sectors and that are more likely to operate in the other territorial authorities

3.3 Rationale for Integration – Stakeholder Feedback

The stakeholder workshop generally supported a much more integrated planning framework for metropolitan Wellington than under the present arrangements. The reasons identified by the workshop participants included the following points:

3.3.1 Regional efficiencies

While Wellington Water provides an example of efficiencies possible, there is much more potential for further efficiencies to be gained through the use of shared services. For example, there can be greater efficiencies gained through large-scale contracts, with more leverage available if contracts are undertaken at regional scale.

Efficiencies can also be gained in using a smaller pool of high quality expertise and in undertaking investigations under an integrated approach.

There would be efficiencies gained from having the same rules/controls developed and applied consistently across the region.

There is potential value in the use of the Shared Services model to response to common issues or services – for example:

- It could provide a one-stop shop for many services such as planning policy and/or regulatory services – for example, Auckland Council has a single infrastructure consenting team, no re-educating every time, consistent advice, interpretation

- The CCO model could be used to address natural hazards and resilience planning

- Single regulatory arm of Councils would promote consistency and could work with delivery of economic development strategy, set consistent conditions – for example, monitoring obligations, consistent subdivision and land development costs

- Single Transport organisation that operates multi-modally like the Auckland Transport model

- CCO model could be used for other network infrastructure providers

3.3.2 Regional thinking

Currently the region operates under a largely competitive model: more 'regional' thinking and decision-making would be provided under a more integrated planning framework. Such frameworks could apply to a wide range of activities and services across the region. For example, Auckland promotes events on a wider scale through *Auckland Tourism, Events and Economic Development*, a Council organisation whose promotions are creating sense of regional identity (as opposed to the previous North Shore or South Auckland perspective).

Regional thinking can occur with the loss of community identity: the benefit of having five territorial local authorities is the ability to articulate local needs and perspectives. However, this articulation should inform but not outweigh region-wide thinking.

3.3.3 Regional Muscle

There is a need to strengthen the ability of the Region to talk to and work with central government agencies and infrastructure providers, to provide an effective forum through which all parties can agree to implement things together on a coordinated approach.

Regional agencies have the ability to attract high level/quality staff and expertise, focus on issues, avoid duplication in effort. They can employ top specialists that can be shared by Councils.

Entity needed with an agreed and committed mandate, based on partnership-based principles and not vulnerable to political cycles and variable financial streams. An effective regional integrated planning framework would have a mandated obligation, from which individual organisations cannot opt out.

Stakeholders considered that Tauranga's SmartGrowth model shows the effectiveness of shared planning, with shared funding, an independent chair, an Infrastructure Investment Plan and coordinated funding of infrastructure.

3.3.4   Regional Simplification

Another message from stakeholders was for the region to avoid 'layering' another framework on top of the existing multitude of agencies, committees, processes and initiatives. Currently, progressing planning on one issue requires interfacing with different arms of councils, and with different groups/ committees/ agencies. Another 'value' of advancing a greater degree of integrated planning in metropolitan Wellington therefore would be to provide an opportunity to review the current web of planning processes and governance regimes, to seek rationalisation and a stronger more effective form of coordination.

4   Integrated Planning: Alternative Approaches – Five Case Studies

To provide a range of potential options for integrated metropolitan planning that have been successfully developed and implemented, a scoping process was undertaken, from which, the following five case studies were selected and investigated:

- Christchurch – Greater Christchurch Urban Development Strategy (GCUDS)

- Waikato – Future Proof
- Bay of Plenty – Smart Growth
- Melbourne – Plan Melbourne

The locations of these case studies are indicated in Figure 6 below.
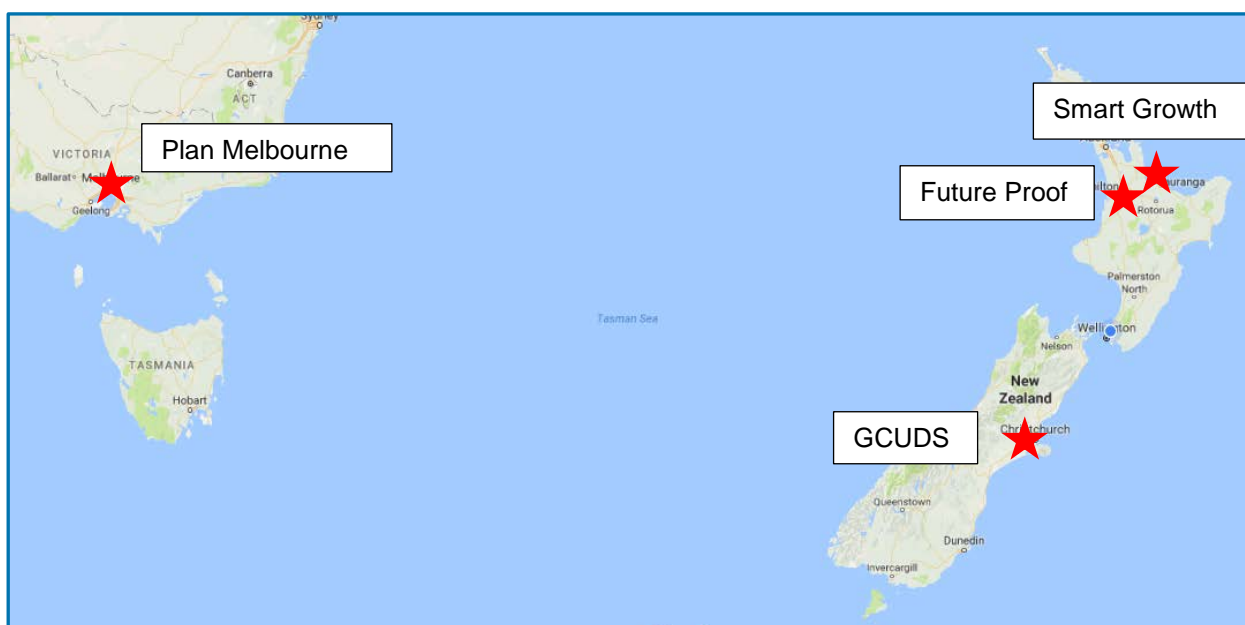
Figure 6: Location of Case Studies

Each case study was analysed to provide answers to:

1.   The relevance of the study to metropolitan Wellington
2.   The rationale behind the integrated planning
3.   The legislative framework that was used to implement the planning process
4.   The governance structures that were used to establish and manage the collaboration
5.   The implementation process for the integrated plans
6.   The benefits of the integrated planning

The five tables that follow below provide a summary for each case study: the full case study analyses are provided in Appendices 2 to 5.

4.1 Key Points from the Case Studies

The key points arising from the analysis of the four case studies are:

- Managing growth and infrastructure/transport investment planning was the main driver for working together in the four metropolitan planning cases studies: however, the approaches did not focus solely on single issues but addressed all regional issues in an integrated manner, recognising the interrelatedness of the issues

- As a prerequisite, all territorial authorities need to have a collective understanding that there will be better outcomes and they will be in a better position to address the region's issues if they started planning together

- Central government agencies and transport and infrastructure providers were key partners in the planning processes, with the outcomes from the process helping shape and direct their own investment strategies

- The existing New Zealand legislative framework already allows for a range of collaborative and integrated planning frameworks: no special legislation was required for several successful and enduring exercises

- Good leadership plays a critical role in a successful collaboration process, helping drive and shape the process and its ongoing development, implementation and review

- The integrated planning frameworks did not solely exist to develop a 'plan' but were focussed on ensuring consistent implementation across all organisations: however, developing an overarching plan provided a coherent visible framework to which all parties work towards implementing

- Integrated plans are typically developed through highly consultative processes resulting in a single plan which has a high degree of buy-in from the community, the various Councils and the other investment partners

- The development process involved with preparing spatial plans fosters relationships and agreements between key stakeholders and provides a process that was more accessible and easier for the community, with a higher level of profile than is typically obtained through the development of other strategies and plans

- Integrated planning can provide greater certainty around future land and infrastructure supply, including the form, location and timing of development, enabling councils, government (for example, DHBs, Ministry of Education, Police), infrastructure investors and operators and other stakeholders to plan and fund

- Integrated planning provides a framework and baseline for alignment and standardisation of regulatory policy and plans across council areas, reducing compliance costs for businesses that operate across council boundaries

- Collaborative integrated plans provide a shared vision and collective voice for contiguous urban areas or regions, providing a strong basis for collective lobbying for investment in significant region-shaping infrastructure and investment

- The development of a single overarching plan provides strategic direction and priorities of the council or councils that are clear, setting the framework for and clear criteria for prioritisation and decision-making, enabling councils to make consistent decisions when faced with challenging decisions and trade-offs

- An integrated plan results in greater alignment, efficiency and effectiveness of council investment and services and improved cross-council and intra-regional collaboration

- Partners, stakeholders and other government departments can more easily align activities to ensure efficient and effective investment, enabling more efficient and co-ordinated whole-of-government investment in the regions

To conclude, the main benefits from integrated planning are:

1. The ability to co-ordinate and manage urban planning and infrastructure in a more strategic way

2. The more efficient use of resources – financial, human, built and natural resources

3. More responsive to regional issues

4. The provision of a single vision and promotion of regional interests

4.2 Greater Christchurch Urban Development Strategy

A summary of the integrated planning framework that was used for developing and implementing the Greater Christchurch Urban Development Strategy is provided in Table 3 below:

Table 3: Summary of Case Study 1 – Greater Christchurch Urban Development Strategy

Christchurch – Greater Christchurch Urban Development Strategy		
Relevance	- An example of a collaborative and holistic approach - Creation of a new structure/framework of governance for implementing the strategy - Process showed evidence of high levels of public understanding and interest based on the number of submissions (over 3000) - Addressed housing demand in an integrated manner - Integrated all aspects of future urban development, including residential land use, transport, commercial/ retail, open space and infrastructure activities, and including assessments of social, environmental and economic impacts and associated threats - A post-earthquake integrated response: of particular importance to Wellington region	
Rationale	The Christchurch region has experienced rapid growth since the 1990s and was struggling with providing an integrated approach to the provision of housing and other services. The three territorial authorities were developing their own growth plans and were in conflict with the Regional Council with regard to the management of the transport system, other infrastructure, natural resources and growth in the region.	
Legislative Framework	Implemented through the following legislation: - Local Government Act 2002 - Resource Management Act 1991	
Governance	In 2003, a voluntary agreement was initiated and was implemented/coordinated by the Urban Development Strategy (UDS) Forum. Now there is an Urban Development Strategy Implementation Committee (UDSIC), which is a joint committee of the four councils and has representation from each of the Partnership organisations. The UDSIC oversees the implementation of the strategy on behalf of the Partnership.	
Implementation	- First Strategy 2007 - Latest Strategy 2016 with a focus on developing a new strategy in 2018	- The revised 2016 action plan has been developed in part to lay the foundation for the overall strategy review planned for 2018. All actions have timeframes against them. - Compared to the original plans, this strategy is weak with regard to addressing integrated issues. However, this is as a result of the re-build after the earthquakes.

Christchurch – Greater Christchurch Urban Development Strategy	
Benefits	• The process of preparing the Strategy has led to the adoption of collaborative ways of working and improved working relationships for both governance and management with all GCUDS Partners • It led to the long-term formal commitment to collaboration between key agencies • As there were already developed frameworks for cooperation prior to the earthquake, it could be argued that in dealing with the crisis, there was a better regional response to the problem, in comparison with Wellington that does not have a strong regional framework • To approach the area not as separate entities but recognising that the area functions geographically as one social, economic and cultural entity • The management of natural and physical resources in an integrated manner • Establishes an integrated and agreed growth management framework for the Greater Christchurch area, facilitating the efficient and effective provision of infrastructure

4.3 The Waikato Plan

A summary of the integrated planning framework that was used for developing and implementing the Waikato Plan is provided in Table 4 below:

Table 4: Summary of Case Study 2 – The Waikato Plan

Waikato – The Waikato Plan	
Relevance	• Partnership and governance arrangements that enable key issues to be agreed and addressed in a more consistent and integrated manner • Development and application of a common, agreed regional evidence base to inform and support consistent policy and investment decision-making in the region • Collaborative and coordinated inter-agency approach to determining the future location and timing of critical infrastructure and services • Identification of future settlement, infrastructure and service needs, including integration with transport planning to protect and secure strategic transport corridors • Facilitation of sub-regional growth management initiatives (e.g. Future Proof) and collaborative planning to ensure the development of adequate future housing supply for future population growth • Identifying regional business growth areas • Facilitate a regionally consistent understanding about climate change
Rationale	The plan was developed as a response to a range of identified regional strengths, challenges and opportunities, including an estimated doubling of the population in the next 45 years, uneven economic growth, the projected impacts of climate change and maximising opportunities to achieve greater consistency and efficiencies through aligned planning.
Legislative Framework	Implemented through the following legislation: • Local Government Act 2002
Governance	To date governance oversight of the plan's development has been delivered through an independently chaired joint committee of participating councils, the Waikato Plan Joint Committee, formed under the LGA; membership of the committee is also supplemented by external appointments and observers representing key agencies with interests in the region

Waikato – The Waikato Plan		
Implemen tation	First plan adoption 2017	• Plan identifies priorities with key actions and what success would be after the execution of the actions
Benefits	• Enabled the region to speak to Central Government with 'one voice' • Align planning between central and local government to achieve better targeted and more cost-effective investment • Identify opportunities for more joined-up policy leadership and further sub-regional policy/strategy and regulation alignment • Ensure there is a regionally consistent understanding about climate change • Leverage the economic opportunities created by the region's location and connections as a key North Island servicing hub (e.g. Auckland, Tauranga) • Agree on and advocate to the Regional Transport Committee the highest priority transport investment projects, and better collaboration and joined-up planning between organisations that deliver infrastructure • Direct housing and business growth to appropriate areas aligned with transport	

4.4 Bay of Plenty SmartGrowth

A summary of the integrated planning framework that was used for developing and implementing SmartGrowth in the Bay of Plenty is provided in Table 5 below:

Table 5: Summary of Case Study 3 – Bay of Plenty SmartGrowth

Bay of Plenty SmartGrowth	
Relevance	• The value of planning collectively as a sub-region rather than as individual, separate local entities with example partnership and governance arrangements • Development and application of a common, agreed sub-regional evidence base to inform consideration and decision-making • Establishment of an integrated and agreed growth management framework represented in the hierarchy of planning documents • Integration of land use and infrastructure planning to provide infrastructure and optimisation of infrastructure investment • Development of prudent asset management and budgeting at a regional level • At regional level, identification of optimal areas for housing and business intensification creating more certainty in terms of land use • Collaborative to understand and adapt to climate change and natural hazard risks
Rationale	Rapid population growth since the 1950s. In response, the SmartGrowth project was initiated in 2000 with the express purpose to develop an integrated, sub-regional response to the pressures of growth on rural land, the natural and cultural environment, roads and other infrastructure, amenities, facilities, planning regimes and relationships between local authorities.
Legislative Framework	Implemented through the following legislation: • Local Government Act 2002 • Resource Management Act 1991 • Land Transport Management Act 2003

Bay of Plenty SmartGrowth		
Governance	The three partner councils, Bay of Plenty Regional Council, Western Bay of Plenty District Council and Tauranga City Council, along with Tangata Whenua provide governance oversight to SmartGrowth, including the exercise of corresponding decision rights. This is achieved through representation on an independently chaired SmartGrowth Leadership Group and associated Implementation Committee. Key partners are the NZ Transport Agency and Bay of Plenty District Health Board.	
Implementation	• First developed 2004 • Last updated 2013	Plan identifies desired outcomes with associated issues, followed by principles and corresponding actions
Benefits	• Presents one strong, united voice • Advocate collectively – gaining a strength that is greater than the sum of the individual parts • More streamlined and efficient planning processes and decision making • Obtains quality evidence to inform decision-making • Facilitating the efficient and effective provision of infrastructure and providing certainty for public and private investment • Establishes strong partnerships with various stakeholders • Contributes to a better understanding of the social needs of the communities • Assists with creating linkages to neighbouring sub-regions and regions	

4.5 Plan Melbourne

A summary of the integrated planning framework that was used for developing and implementing Plan Melbourne is provided in Table 6 below:

Table 6: Summary of Case Study 4 – Plan Melbourne

Plan Melbourne	
Relevance	• Mandated by legislation • Serves as a good example where an umbrella organisation has been responsible for regional planning for some time • Housing that is affordable and accessible • Identification of optimal sub-regional areas for housing and business intensification • Managing growing transport needs • Collaborative measures to help position the region to better understand and adapt to climate change and to manage identified natural hazard risks • Managing the position of economic development and land use in a way that it maintains its status as a liveable city
Rationale	The development of the plan was driven by Melbourne being a large metropolitan area facing challenges and opportunities caused by significant population growth – it is estimated that Melbourne will have a population of 7.9 million people by the year 2052.

Plan Melbourne		
Legislative Framework	Plan Melbourne 2017-2050 will be given statutory effect through amendments to the State Planning Policy Framework within the Victoria Planning Provisions (Victorian Planning Authorities Act 2017)	
Governance	The mandate for implementing Plan Melbourne sit with the Victorian State Government's Environment, Land, Water and Planning Department. The implementation of the plan involves the participation of many implementing partners across the Melbourne Regional landscape.	
Implementation	• It led to the development of Melbourne's first strategic plan in 1929 • Latest plan 2017 Plan Melbourne	Plan identifies desired outcomes with associated issues, followed by principles and corresponding actions
Benefits	• Clearly defined entity that is mandated, and has a responsibility and a budget that allows for the implementation of the plan • Due to an established structure they can afford to develop an ambitious plan with 112 actions • Melbourne has a strong regional identity • A clear understanding that what is good for the one area will be good for the Melbourne Region • Enabling cooperation between various departments and sectors • Facilitates the optimisation of the transport network across the region and linking it with land use • Proper planning will prevent the city from becoming less affordable and liveable – putting at risk social cohesion and economic growth	

5 Integrated Planning: Options for Wellington

5.1 Opportunities/Challenges and Objectives

This section explores the potential opportunities available to, and challenges confronting, the region in applying a more deliberate, integrated approach to the resolution of the key issues for metropolitan Wellington outlined in Section 2. It also briefly highlights the objectives that could potentially be pursued under a more integrative approach to planning to address these issues.

The five key Wellington issues are as follows:

- Infrastructure resilience
- Climate change adaptation
- Integrated Transport
- Urban Growth - Housing affordability
- Urban Growth – Economic diversification

A summary of the relative opportunities, challenges and corresponding value propositions associated with the above listed key issues can be found in Appendix 7 of the report.

5.1.1 Opportunities

Overall, there appears to be an opportunity to improve the effectiveness of local authorities in metropolitan Wellington in responding to the key issues facing the region.

As a collective, the local authorities in metropolitan Wellington are more closely integrated than the current local government organisational arrangements might suggest for the following reasons:

- Many people (55,000 or 28 percent) work in a different jurisdiction than the one in which they live. Similarly, there is a strong interaction across the communities that comprise metropolitan Wellington, with people travelling around the region for social, education, retail and other purposes – this makes the economies of each territorial authority interdependent with the others, as well as creating strong social linkages amongst them; and
- Each of the local authorities is exposed to similar risks from natural hazard events, and consequently is equally exposed to the disruption of economic and social activity and access to key infrastructure and services resulting from an earthquake or flood that occurs in their jurisdictional area.

Given the economic and population interdependence between the local authorities in the region, approaching both infrastructure risk management and growth planning challenges in a joint, coordinated fashion rather than on an individual basis offers the following key benefits:

- Due to a number of efficiencies local authorities will be able to do more with the money they have (i.e. "more bang for their buck"). This is most likely the biggest benefit from the process of integrated planning. However, it should not be misinterpreted that this results in lowered rates as the reality is this is unlikely to occur. Regardless, integrated planning is likely to result in improved strategy and prioritisation as well as efficiencies in terms of studies, planning and project management.

- **Greater potential for effective solutions.** The economic and social effects of natural hazards or growth issues do not affect individual local authorities in isolation (even though the physical impacts may be quite narrowly contained) and cannot be effectively resolved within the individual boundaries; consequently, the plans required to address these situations need to be coordinated across jurisdictions.

- **A richer set of options for solutions and agility in responding to both natural hazards and growth challenges**. The option to shift work activity from a damaged location to an accessible, undamaged location and to have infrastructure networks that can bypass damaged areas are key drivers of the capacity of Wellington local authorities to reduce the size and length of economic disruption caused by natural hazard events. Additionally, reliance on government and professional services should provide a flexibility advantage as long as there is a viable plan to relocate workspaces for the duration of a major disruption[8].

- **Greater consistency and alignment** (e.g. strategic approach to growth planning) across local authority jurisdictions and reduced duplication of effort.

- **Enhanced capacity to negotiate with central government** for assistance with funding to manage resilience to extreme or unusual risks.

- **Improved preparedness and coordination with central government** during relief and recovery events following major natural hazard events. Both the Christchurch and Kaikoura earthquakes provide examples of how central government assesses and responds to major natural disasters, and emphasises the importance of local government being able to coherently and authoritatively represent the interests of its citizens.

5.1.2   Challenges

In contrast to the benefits outlined above the key challenges to achieving integrated planning are:

- **Recasting the planning issues** so that effort can be coordinated across Wellington's local authorities, particularly the functional workstreams within each agency that deal with land use and different types of associated infrastructure (such as water, transport).

- **Agreeing on the priorities** to resolve key metropolitan planning issues, along with common objectives, measures of success and delegation of decision rights to a joint local authority entity authorised and tasked with developing recommendations centred on the coordination and preparation of metropolitan region-wide resilience and growth plans.

- Ensuring that the interrelationships between various planning streams are adequately recognised and accommodated.

- Avoiding duplicative decision-making processes.

5.1.3   Infrastructure Resilience

Problems well understood

Infrastructure resilience relates to all forms of infrastructure (i.e. roads, water, wastewater, stormwater, electricity telecommunications). In this regard Rotterdam is internationally recognised for its approach to integrated, resilient infrastructure planning. As Ernest and Young have noted in relation to this city:

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8   The impact of the Christchurch earthquakes is an example of this effect. The City has largely operated without its CBD for most of the time since the earthquake but has managed to retain most of its business activity by allowing businesses to relocate to less damaged or undamaged areas of Christchurch. Tourism was a notable exception to this resilience. Economic activity recovered and grew after but the composition of activity changed temporarily.

Its government has chosen to go down the route of developing the Rotterdam Climate Proof strategy to become more resilient to the effects of climate change. Innovative measures include "water plazas" — playgrounds that turn into water drainage systems during heavy rain — and a parking garage that incorporates an underground rainwater store.

But the Strategy hasn't just brought great outcomes for citizens, by applying resilience thinking to every aspect of how its plans for and carries out infrastructure projects, Rotterdam has been able to future proof it's investment."[9]

Although the Wellington Region is not below sea level and is not surrounded by water on all sides, it is challenged by a range of hazards that affect the region's infrastructure resilience.

In general, these challenges relate to:

- Responding effectively to statutory obligations (e.g. s.60 CDEMA – lifeline utilities)

- Disjointed infrastructure planning across multiple agencies (e.g. local authorities, Wellington Water)

- Collaborative, coordinated responses to major natural hazard events (e.g. earthquakes)

- The inconsistency of the data relating to the condition and performance of key regional infrastructure assets

- The vulnerability of specific regional infrastructure assets and their ability to be quickly reinstated post-event (e.g. water supply, roads), and the existence of viable contingency measures (e.g. emergency water supply)

- Consistent and equitable funding of the maintenance and upgrade of the region's key infrastructure assets

- Common agreement on infrastructure planning and priorities, balancing benefits and capacity to pay

- Duplication of effort and spend across local authorities in the region

- Convincing communities in the region to invest in infrastructure resilience when there is no immediate or perceived need/ urgency

- Recognition that regional residents live and work in different Council jurisdictions (e.g. reside in Porirua, work in Wellington)

An example of the challenges related to infrastructure resilience is highlighted by the current state of the region's water infrastructure, with some of the vulnerabilities of the network outlined below:

The water supply trunk mains supplying water from the treatment plants stretch from Te Marua to Karori and Wainuiomata / Waterloo to Wellington. The trunk main configuration is inherently vulnerable to supply disruption because the components are typically single pipes with only a limited ability to provide alternative feeds. This configuration also provides limited resilience associated with events that disrupt the pipelines for long periods, such as a major power 3 disruption. Wellington City is most susceptible to disruption as it is the furthest supply point from the treatment plants. Forty-three per cent of all the pipes used for reticulating water within the cities are made of cast iron and asbestos cement. These pipes are fragile and prone to sudden bursts and they are also four times more vulnerable to shaking than ductile iron, polyethylene or polyvinyl chloride pipes.[10]

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[9] Ernest and Young, "*Getting real about Resilience*" 2017, p3

[10] Wellington Water, *"Water supply resilience*", August 2015, p 2

Why the problems matter

The faster the region can recover after a major hazard event the better it is for its economic, social and emotional wellbeing. The region is dependent on water provision, but some places in Wellington could be out of water for up to 70 days. [11]This, in turn, presents a long term economic risk to the city and the wider region.

The Ernest and Young report states that cities that build resilience into their infrastructure projects generally do five key things:

- *Incorporate systems thinking into their decision making, taking into account shocks and stresses*

- *Engage with diverse stakeholders communities in the planning process*

- *Integrated projects within a broader city vision that includes vulnerable populations*

- *Assess and build projects based on long-term environmental social and economic benefits they'll bring, as well as their ability to withstand short-term disruptions.*

- *Recognize that their infrastructure needs to adapt to new and unforeseen challenges.* [12]

Greater reliance on applying an integrated approach to infrastructure resilience is also something that is highlighted in the Resilience Strategy prepared by the Wellington City Council, with 'fostering long-term and integrated planning' being one of the three key drivers relating to its leadership and strategy outcome (refer Figure 7 below).

Figure 7: City Resilience framework[13]

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[11] https://wellingtonwater.co.nz/your-water/regional-priorities/water-supply-resilience/

[12] Ernest and Young, "*Getting real about Resilience*" 2017, p3

[13] Wellington Resilience strategy, page 12.

As discussed in the following case studies for transport, climate change and housing alignment, integration matters particularly if you want to address the issue in the most effective and efficient manner and in the process get more for your budget.

Would an integrated metropolitan plan make a significant difference?

Some of the main benefits related to integrated infrastructure resilience planning are:

- Development of a consistent standard of infrastructure resilience across all local authorities in the region (i.e. 'One Network' approach)

- Coordinated approach to contingency planning

- Integrated and complementary support across local authorities in the region

- Regional targeting and prioritisation of infrastructure spend

- Consistent region-wide communication and messaging around the current status of infrastructure and programmed upgrades

- Strengthened relationship with Central Government and more transparent division of roles and responsibilities (including funding)

- Reduced duplication of effort and spend across metropolitan local authorities and development of a more strategic, efficient and effective approach to budget expenditure

5.1.4   Climate Change Adaptation

Problems well understood

NIWA's recent report on climate change in Wellington confirms that there are clear challenges with regard to the effects due to climate change[14]. The report was commissioned by GWRC and specifically focuses on climate change in the region, including impacts on biodiversity, drought impacts on agriculture and horticulture, sea level rise, biosecurity, river flows, wild life and soil temperatures. The report also discusses the impact of climate change on certain urban areas in the region, particularly with regard to the effects of sea level rise, rainfall and flooding.[15]

In response the Council has developed a climate change strategy centred on addressing some of the identified climate change impacts on the region. Some of the key challenges facing the region that are highlighted in the strategy include:[16]

- Sea level rise – currently tracking towards a 0.8m rise by the 2090s or ~1m by 2115 compared to 1990

- Wind – the frequency of extreme winds over this century is likely to increase by between 2 and 5% in winter, and decrease by a similar amount in summer

- Precipitation – overall there is expected to be a small increase in rainfall in the west of the region and a decrease in the east. Very heavy rainfall events are likely to become more frequent

It is clear from the NIWA report that a number of the territorial authorities will struggle with similar problems as a result of climate change, and is something that should be addressed in an integrated and

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[14] NIWA, Climate Change and Variability- Wellington Region June 2017

[15] NIWA, Climate Change and Variability- Wellington Region June 2017 15-16

[16] GWRC Climate change strategy, p.6

co-ordinated manner. In the absence of adopting an integrated planning approach it is likely that individual territorial authorities in the region will struggle to:

- Respond effectively to statutory obligations (e.g. s.6(h), RMA)
- Implement mandatory requirements/direction regarding climate change response due to the high burden of technical proof and associated costs
- Arrive at a consistent position on what is an acceptable level of climate change risk exposure, and to develop appropriate, coherent regulatory/non-regulatory responses (e.g. minimum floor levels, managed retreat, coordinated cross-boundary housing and land supply responses as part of the managed retreat) that offer certainty to property owners and investors

To further complicate the matter there is an absence of national standards and codes of practice to guide the development of consistent systems and procedures to respond to climate change risks, particularly with regard to sea level rise. It is clear that the benefits of adaptation are uncertain and hard to identify but the costs are high and visible.

However, is noted that some voluntary integrated hazard management planning has been undertaken in the Wellington region, as evidenced by development of the Regional Natural Hazard Management Strategy.[17]

Why the problems matter

There are still many uncertainties around climate change. This, in turn, can result in a high and costly level of proof being imposed on local authorities to support and implement regulatory responses to manage the effects of climate change, including associated hazards.

This is evidenced, for example, by the recent Kāpiti Coast District Council experience where strong public resistance was directed towards proposed district plan changes relating to the management of coastal hazards within the district, including the technical basis for their determination.

Climate change cross boundary planning offers a number of efficiency benefits to local authorities in the region. These include:

- Reducing unnecessary repetition, such as the commissioning of technical advice to assist with hazard risk profiling
- Providing greater consistency and transparency concerning the determination of acceptable risk exposure levels
- Potential reduction in the costs associated with developing and implementing climate change adaptation measures

Would an integrated metropolitan plan make a significant difference?

The Greater Wellington Strategy for Climate Change, for example, reflects on the importance of an integrated approach, with key relationships illustrated in Figure 8 below.

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[17] https://upperhuttcity.com/wp-content/uploads/2017/04/Policy_Committee_Agenda_030517_Item_A9.pdf
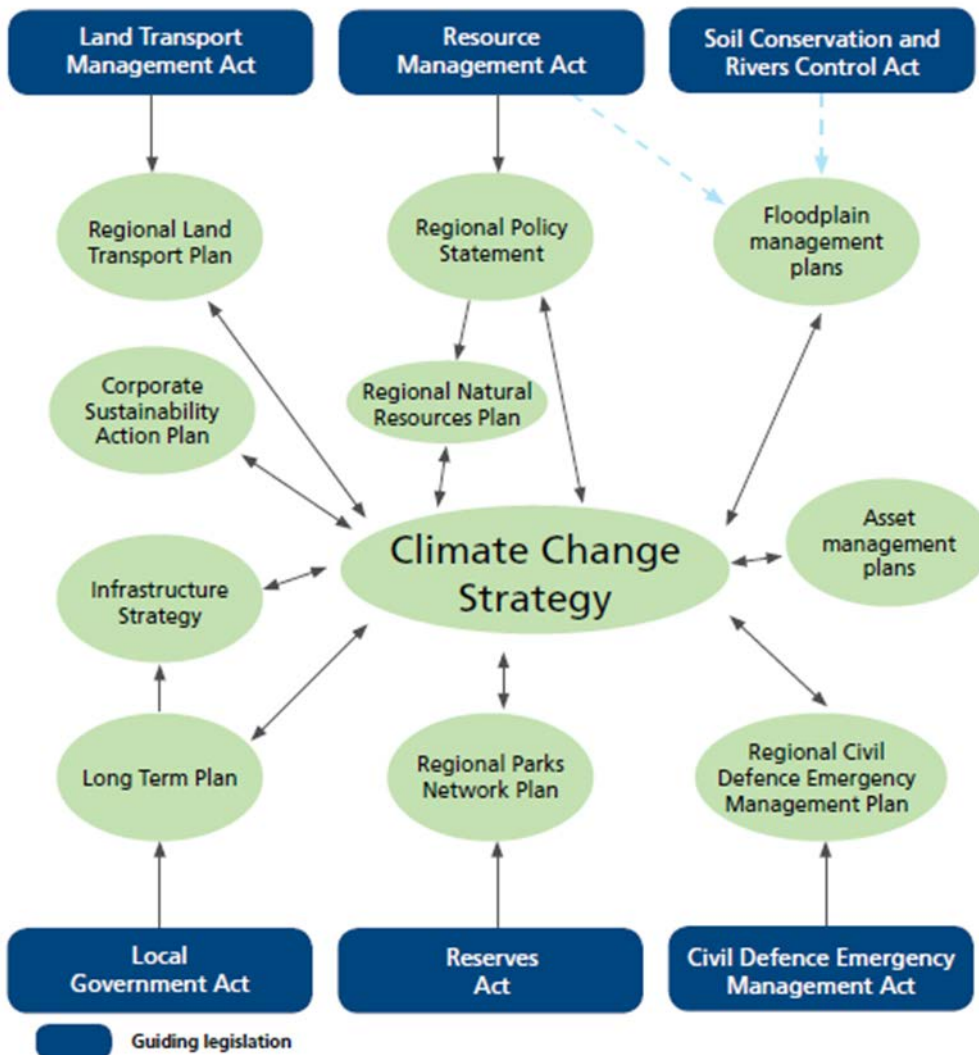
Figure 8: Integrated planning in terms of the Regional Climate Change Strategy[18]

The main benefits of having a regionally agreed integrated plan (over and above the existing system) to manage climate change adaptation includes:

- Enhanced transparency and certainty resulting from a uniform, collective understanding of regional climate change impacts, and reliance on a common information base to inform decision making and the wider regional community.

- Improved efficiencies and consistency by adopting an agreed, regional approach to risk management, along with jointly prepared and implemented regulatory/non-regulatory responses (e.g. managed retreat, impacts of erosion/ inundation)

- More effectively targeted and prioritised expenditure by metropolitan councils on climate change related protection and adaptation measures (i.e. 3 waters, roads)

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[18] GWRC Climate change strategy, p.4

5.1.5 Integrated Transport

Problems identified

Two recent studies commissioned by the LGC indicate that there is 'poor' integration and co-ordination of roading/transport expenditure and planning in the Wellington region (at both a governance and operational level); however, the potential benefits of a regionally co-ordinated approach was not quantified in either study.

A 2014 study[19] into the governance of transport in the Wellington region by CityScope identified the following themes based on a combination of interviews and case studies:

- *A single regional view on the need for and priority of major transport projects would lead to more positive engagement with NZTA and faster delivery of key transport projects….*

- *A regional land use plan (often referred to as a spatial plan) needs to be agreed and adhered to which would provide a degree of certainty over how land will be developed and would not be continuously re-litigated. ….*

- *There is room for improvement in how transport services are delivered and a regional delivery agency would provide improved efficiencies and greater resources and skills. …*

- *Differences in priority between regional and territorial authorities. … The RTC has not been able to establish a clear and enduring agreement on regional priorities that the constituent councils are able to support…*

Case studies in the same report of the Petone to Grenada Link Road, central public transport spine, CrossValley (Seaview Gracefield) Link and the Basin Reserve Flyover also found the following[20;]

The case studies have highlighted examples of significant transport projects where fragmented decision-making processes have led to delays or a lack of progress. While tentative agreement can be reached (generally at the RLTS level), this can subsequently be undermined by the differing objectives and priorities of councils.

Despite these difficulties, it does not automatically follow that structural change alone will deliver better governance, investment, and operational outcomes. An organisation with region wide responsibility for economic development and land use planning as well as transport can make decisions in a timely and more integrated manner and can follow through on those decisions, but this can be at the expense of a contestability of views. Faster decisions do not necessarily deliver better outcomes unless the information and skills brought to bear are of a higher standard and the processes followed are more robust.

The report also compared the conditions affecting transport planning in Wellington to a set of overseas case studies as well as Auckland. Regarding the comparison to Auckland it concluded that:

It is difficult to see Wellington's transport issues as similar to those that confront Auckland and consequently it is difficult to justify major reforms which offer only limited gains and potentially carry some risk on the basis of precedent. Indeed, the only comparative rationale that might support consolidation of transport functions in Wellington may lie in the creation of a united voice and an enhanced capacity to collaborate with NZTA and central government.

The report's conclusion included the following observation:

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[19] CityScope Consultants August 2014. Transport Governance in Wellington An assessment of the transport implications of local government reorganisation proposals, p12,, p 15, p35 and p46

[20] CityScope p.15

Transport is an important part of the reorganisation proposals in Wellington, but is not a primary driver for change. Despite the matters raised in the application documents, transport does not emerge from the interviews and our understanding of current processes and issues as requiring a major reorganisation. …. There are clearly some problems associated with the ability to reach and sustain decisions on regionally significant transport projects and with developing a transport network which supports the economic growth and land use aspirations which lie behind reorganisation proposals.

Overall, CityScope concluded that while general agreement on transport projects can be reached (at the Regional Land Transport Strategy level), the differing objectives and priorities of local authorities, including lack of a common view on economic development and the land use planning necessary to support it, can threaten the robustness of that agreement and support for the project can diminish as a result. It also threatens the ability for the region to form a meaningful working relationship with the NZTA, a key component and funder of major roading projects.

A 2016 'indicative business case' which tested options to improve the region's transport concluded that:

There is 'poor" alignment and integration between transport activities in the region.[21] This covers a range of dimensions but notably includes alignment and integration:

- *between local and regional transport priorities (e.g. in considering local place shaping versus arterial regional connections)*

- *between local roads and state highways*

- *between roads and public transport*

- *between transport and other land uses and priorities.*

The report identified two main factors contributing to the problem:

- *Because of the roles of territorial authorities in decision making, present arrangements tend to favour local priorities over regional ones where the two are in conflict. This is particularly the case where local place shaping is in tension with regional connections.*

- *There appear to be a number of instances where there has been insufficient engagement with other agencies' perspectives in reaching decisions.*

However, the 2016 study also noted that;

The size of the problem is not quantifiable. It is ultimately a matter of judgement as to whether alternative arrangements can deliver better outcomes in the future, or would have avoided a number of present problems and issues if instituted earlier.

The business case included two further comments on the potential value that could be derived from the introduction of a more centralised role:[22]

The transfer of road responsibilities […] is likely to open up opportunities to capture efficiencies by, for example, combining contracts together, adopting common and standardised procurement practices, reducing the number of contractual relationships that need to be maintained and so on. The actual benefits would be assessed in a detailed business case and would be subject to a degree of uncertainty until tested in the market. However, we would expect 1–2 percent cost savings on infrastructure capital expenditure under a CCO model to be achievable.

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[21] Martin Jenkins October 2016. Wellington region transport indicative business case. p.5.

[22] See page 19 and page 84 of Martin Jenkins October 2016

The actual benefits would be assessed in a detailed business case and would be subject to a degree of uncertainty until tested in the market. However, it is possible to envisage savings of the order of 1–2 percent of infrastructure costs

In addition to the missed opportunities to achieve potential economies of scale of $3 to $6 million per year (based on 1 to 2 percent saving on GWRC and territorial authority operational and capital spending) these reports also noted the following potential problems for the regional economy:

- Increasing traffic congestion, unreliable journey times and reduced connectivity within and between urban centres in the region

- Achieving a shift from private vehicles to alternative modes of travel (e.g. cycling, public transport)

- Lack of incentives to encourage a mode shift (e.g. from private vehicles to public transport)

- Lack of effective inter-agency coordination (e.g. local authorities, NZTA) linking urban growth and transport planning in an integrated manner

- Increased travel time and transport infrastructure costs resulting from dispersal of urban growth

Over the last two years, the 'Let's Get Welly Moving' joint partnership between WCC, GWRC and NZTA has attempted to address this fragmentation in relation to the Ngaraunga to Airport transport corridor.

Why the Problem Matters

Alignment and integration matter, with Martin Jenkins concluding that without it investment in transport would be less than ideal, take a long time to decide on and implement, or be done inefficiently. Even small gains in efficiency can be important given the level of expenditure on the region's transport, which is several hundred million dollars annually.[23] Although the Martin Jenkins report did not detail the basis for estimated economies of scale it did suggest a potential saving of 1 -2 percent on regional transport expenditure from an integrated and aligned approach.

Conceptually, delays in the implementation of transport investment impose economic and social costs on the regional economy if transport networks are congested and the investment would help to successfully alleviate the problem. However, the extent to which transport networks are congested and pose a binding constraint on economic or leisure activity is already difficult to measure in practice[24] without the additional complexity of assessing any f productivity or social benefits that might be provided through further transport investment.

Monitoring of the regional land transport strategy[25] by the GWRC appears to be one of the few publicly available quantitative assessments of the capacity of transport networks in the Wellington region. The measures for public transport indicate increases in the use of services and improved reliability over the monitoring that is in line with objectives. However, the measures of road network congestion were rebased in 2015 and are therefore not comparable with previous measures.

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[23] Expenditure on transport by councils in the region was around $286 million in 2014/15. It is a major element of spending by local authorities. Forty-one percent of this comes from National Land Transport Fund (NLTF) subsidies with the balance from general and targeted rates, debt and other sources. Total transport assets (excluding land) owned by councils and the NZ Transport Agency (NZTA) in the region are valued at $4 billion.

[24] The lack of publicly available time series data on congestion of Wellington region transport links is one element that hinders this assessment.

[25] Greater Wellington Regional Council November 2016. *2015/16 Annual Monitoring*

Report on the Regional Land Transport Plan

The assessment of congestion in 'Working Paper 2[26]' of the Regional Land Transport Plan indicated that:

Between 2005 and 2013, the average congestion indicators covering the strategic road network remained relatively unchanged across all time periods. This indicates that regional congestion remained relatively unchanged despite economic and population growth and reflects traffic volumes and VKT statistics presented earlier in this working paper which also remained relatively stable during this period. Despite this flat trend, severe congestion continues to occurs along some key sections of the network and is expected to worsen in the future due to additional traffic volumes generated by population growth.

Would an integrated metropolitan plan make a significant difference?

The main benefits to transport (over and above the existing system) of having a regionally agreed integrated plan would be to:

- Accelerate the time taken to get transport projects agreed by local authorities and NZTA

- Ensure that they are implemented once they emerge from the RLTS/RLT committee framework and into the ambit of normal local authority business

There have also been indications that improved integrated planning in the transport sector could enable the Wellington region to leverage more influence with Central Government.

Other benefits that can be derived from integrated planning include:[27]

- *Enduring and affordable transport planning and investment decisions at national and regional levels. Investment decisions are integrated within and across wider government investment, local government, and the private sector*

- *Investment certainty by employing a long term and coordinated planning approach to ensure longevity of transport investment, resistant to significant subsequent changes in land use.*

- *Improved use of underutilised infrastructure to increase capacity.*

- *Future proofing development as it is built, recognising that retrofitting solutions into existing built areas is very expensive.*

- *Transport investment and land use integrated to maximise transport benefits, including:*

    - *reducing average vehicle kilometres travelled (by minimising travel distances and increasing multimodal access)*

    - *minimising household transport costs*

    - *minimising greenhouse gas emissions and reduce reliance on oil and oscillations in oil prices*

- *Resilient urban form that will enable better adaptation to an increasingly uncertain future*

- *Create better neighbourhoods by emphasising transport's critical contribution to achieve attractive, liveable and vibrant communities.*

- *More travel choice to choose the most appropriate mode for each journey*

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[26] Greater Wellington Regional Council January 2015. Wellington Regional Land Transport Plan 2015; Working Paper 2 Background Trends and Issues pages 61 to 66

[27] https://www.pikb.co.nz/home/the-way-we-work/integrated-planning-for-transport-land-use-and-investment-overview/

5.1.6 Urban Growth - Housing Affordability

Problems well understood

Issues and challenges relating to housing provision in the Wellington region are generally well understood. However, there are some slight differences between the various local authorities in the region, particularly Wellington City Council where the challenges faced relate to:

Affordability: Less people are owning their own homes in Wellington because house prices are becoming increasingly unaffordable. At the same time the population is growing and most of the growth in the Wellington region will occur in Central Wellington. Therefore, the majority of growth will be in the rental market.

Increasing numbers of households in housing need – In Wellington the main causes of need are affordability, sustainability of tenancies in the private sector and accessibility barriers tied to discrimination. This growth is primarily expected in over 45s and one parent and one person households.

Limited type of stock – While Wellington City Council's ambition is to house all households in need, the reality is that the Council's stock is predominantly made up of bedsits and one bedroom units (71.3%). This limits the types of households the Council can assist with their housing needs.

Aging population – While Wellington has a relatively young age profile, the number of older people is expected to increase. It is likely there will be increasing numbers of older people experiencing difficulty accessing housing. [28]

In terms of the National Policy Statement on Urban Development Capacity the Wellington Region is a medium growth area. Based on Wellington City Council data there is a housing shortage of over 3500 in the city[29], with external growth largely related to the fact that many people cannot afford to purchase a reasonable dwelling in Wellington City itself. Consequently, it appears that the city is reliant on managing its housing provision through housing solutions provided by the other local authorities in the region.

It is also apparent that there is a lack of integration across local authorities concerning the optimal location of future residential development in the region, taking into consideration such factors as transport, job opportunities and infrastructure capacity. This is further exacerbated by a lack of choice in terms of housing type.

Some of the challenges facing individual local authorities in the region include:

- Wellington City and Hutt Valley have limited greenfield development land available

- Wellington City is implementing urban densification in some of its satellite centres such as Johnsonville and Kilbirnie[30], but there is resistance to this in a number of the other areas such as Khandallah and Karori

- Porirua City has a large areas of greenfield land available, but is struggling to provide affordable services to these areas. Although new greenfield areas are being developed with smaller sites these are still primarily only accommodating single residential dwellings

- Kāpiti Coast District and Upper Hutt City also have ample greenfield opportunities, but natural hazards, particularly flooding and coastal erosion, present challenges on the Kāpiti Coast

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[28] A Policy for Wellington City Council's Social Housing Services, May 2010 p.4

[29] Article on Stuff.co.nz, 'Wellington's housing headache: figures show city is 3590 homes short of what it needs, 28 Feb 2018.

[30] Wellington City District Plan, Volume 3, Maps 6 and 23

The Productivity Commission's report on urban development notes that successful cities often reflect the following characteristics:

- Development capacity is sufficient for housing and other land uses to meet demand. Reasonably priced housing makes it easier for workers to move to locations and jobs where they can best use their skills.

- Infrastructure investments are coordinated effectively with land supply and population growth. This means well-coordinated transport infrastructure that enables residents to get to work at a wide range of locations, at reasonable cost and in a reasonable time. It also means the land for public streets, infrastructure networks and public open spaces being planned and secured well before development begins. In this way infrastructure plays an important "city-shaping" role.[31]

Failure to adopt a more integrated approach to urban growth could have the intended impact on the region's overall urban form and sense of liveability; it could also further accelerate housing prices and further restrict access to affordable housing options.

It is noted that the National Policy Statement on Urban Development Capacity now requires better co-ordination between local authorities in terms of residential land provision; in this regard Wellington City Council is currently taking the lead in this space on behalf of some of the other local authorities in the region.

Would an integrated metropolitan plan make a significant difference?

Integrated planning will make a difference particularly from a spatial planning perspective. As a more intergrade approach to housing positioning and housing typologies can be applied across the region.

The main benefits of adopting an integrated approach to housing in the Wellington region would be:

- Improved positioning of housing stock in terms of greenfield development and housing intensification, including location close to public transport

- Housing development that is better aligned with infrastructure capacity and which will:
  - Prevent the construction of expensive new infrastructure that creates an additional maintenance burden
  - Optimise the use of existing infrastructure and extract further value from existing maintenance expenditure

- Improved access to affordable, well located high quality housing

- Increased choice of housing type

- Reduced transport costs where housing is located close to job opportunities

Overall integrated planning around housing would also lead to improved land use management that results in cost saving around public transport at a regional level.

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[31] New Zealand Productivity Commission, 'Better Urban Planning',p17

5.1.7 Urban Growth – Economic Diversification

Problems well understood

Currently economic development strategies and programmes are implemented at a regional and local authority level. At a regional level there are two organisations that have regional responsibilities - the GWRC in terms of the Wellington Regional Strategy (WRS), and the Wellington Regional Economic Development Agency (WREDA). The functional relationship between these organisations is outlined below[32]:

> *GWRC is committed to the economic prosperity of the region, and provides leadership through its hosting of the Wellington Regional Strategy (WRS). The strategy is overseen by the Wellington Regional Strategy Committee. This is a committee of GWRC and consists of representation from councils in the region.*
>
> *The primary delivery agency for regional economic development activities is the Wellington Regional Economic Development Agency (WREDA). The other councils in the region also provide local development activities.*
>
> *GWRC contributes to regional economic development via multiple activities including public transport, water supply, recreational reserves, environmental management, and it's shareholding in Centreport.*
>
> *GWRC manages the Wellington Regional Strategy Office which works closely with the Economic Development functions of the other councils in the region. It also undertakes research, monitoring and project management activities in accordance with the WRS. Activities can be as diverse as migrant attraction, infrastructure resiliency, sector profiling and well-being economics.*

The LGC commissioned a study prepared by Martin Jenkins (2016) centred on current economic development arrangements in the Wellington Region. The study included a number of observations, some of the key ones of which are as follows[33]:

> *1. There is significant variation in expenditure on economic development activities across the councils.*

With Wellington City Council contributing the most by absolute value and by number of businesses and per capita.

> *2. There are areas of potential duplication, or areas that could be better coordinated, across the region*

The report uses destination marketing as an example of an area where there could be overlaps between the work that WREDA and local authorities are doing, with business attraction policies potentially acting to create internal regional competition instead of attracting new business from outside of the region or the country.

> *3. The momentum of WREDA establishment*

There is a perception by some that WREDA is making slow progress, leading to a loss of confidence by some stakeholders. Others are of the opinion that time is required to amalgamate and integrate to deliver results.

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[32]http://www.gw.govt.nz/economic-development/

[33] Martin Jenkins, Local Government economic development arrangements in the Wellington Region, p.2

4. A perceived lack of strategy or vision for WREDA and associated measurable KPIs

There is a need to review and renew the priorities of the WRS to ensure there is coherence between the strategy and the priorities of the Wellington region, WREDA and its funders.

5. Concerns about the sustainability of the current arrangements given unequal shareholdings

There is potential tension in the existing model of funding (80 percent by Wellington City compared with 20 percent for GWRC on behalf of the region).

From an integrated planning perspective this is unsustainable, and to enable proper integrated regional economic planning and management the model will need to be altered to allow for a more balanced approach.

Some of these observations were also echoed in the consultation undertaken in preparing this report, with some stakeholders suggesting that there is currently a lack of a strong and coherent regional economic vision, with no clear direction as to where and what growth is supported.

Currently, there is competition between local authorities for economic growth, but in effect the region is only a single labour market and is viewed as such by business/industry. Stakeholders therefore considered that metropolitan Wellington should be marketed as a single economic unit based on a clear understanding of what business land is available and where there are gaps in market.

Other factors that pose a potential challenge to the region economically include:

- Responding effectively to statutory obligations (e.g. ss.30(1)(ba) & 31(1)(aa) RMA), NPS Urban Development Capacity)

- Arriving at a common, agreed set of business growth projections for the region (i.e. to provide certainty for future land use/transport/infrastructure planning and funding)

- Lack of effective inter-agency coordination to address the cumulative impacts of growth in the metropolitan region (e.g. local authorities, NZTA, infrastructure providers)

- Uneven distribution of suitably zoned and serviced industrial land across the region (e.g. Wellington vs Petone/Seaview) and growing pressure on seismically resilient commercial office accommodation

- Matching supply to demand in areas within the region currently experiencing constrained business land availability

- Recognising and responding to the fact that developers and the wider market have a major influence on where development takes place (e.g. the 'Auckland effect' and the threat it poses to the port and business retention)

- Appropriate transport connections and business land that is not well integrated with multi-modal transport (e.g. rail, port, freight haulage)

- Understanding the use and condition of existing infrastructure assets across the metropolitan region and the level of spare capacity available

Why the problems matter

There is a significant amount of money spent on economic development[34], therefore local authorities in the region have a responsibility to ensure that this expenditure results in the best possible return in terms of economic growth.

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[34] Martin Jenkins, Local Government economic development arrangements in the Wellington Region, p.5

From a spatial land use perspective there are economic efficiencies through good spatial planning. These relate to transport cost and time savings such as:

- Positioning business land close to transport routes and freight routes
- Position business land close to sources of labour

Improved alignment and integration matters as it will enhance the strategic direction and prioritisation of economic development across the region and enable greater efficiencies to be derived from allocated resources.

Would an integrated metropolitan plan make a significant difference?

There are some clear benefits in having integrated planning with regard to economic development, particularly in relation to the location of business and industrial land.

Currently business and industrial land is scattered across the region, often in small pockets and not always in optimal locations in terms of access and transport. This, in turn, may be unsuitable to meet contemporary business needs and/or requirements. Improved spatial planning presents an opportunity to create economies of scale and a strategic, co-ordinated approach to attracting business development to the region. It would also provide an opportunity to better align business and industrial land with transport and freight routes as well as an accessible pool of labour.

More generally, integrated planning could also contribute to better co-ordination of economic activities and events across the region that do not compete against each other but attract complimentary economic activities.

5.2 Integrated Planning Options for Wellington – Stakeholder Feedback

The Stakeholder Workshop identified a range of options, many of which were drawn from examples used elsewhere (see copy of workshop notes in Appendix 6: Stakeholder Workshop Notes). These framework solutions were not necessary directly linked with any particular issue in Wellington, and there was a lot of overlap between the options. Some of the workshop ideas did not necessary provide a full framework solution but were either concepts or examples.

It should be noted that the workshop participants generally did not consider that voluntary collaboration was a viable long term or effective option for Wellington. There was a preference for an overarching form of framework with mandatory requirements for integration and implementation or at least a framework that could deliver outcomes quickly and efficiently.

Some of the overarching themes that came out of the workshop in relation to the existing planning framework and the objectives of any future integrated planning framework:

- There was general agreement that there is a need for a greater level of coordinated regional decision-making than occurs at present

- The current non-integrated model is creating competition between Councils that is not resulting in any overall wins for the region

- Any framework should maintain and facilitate community identity at the macro and micro scales

- Any integrated planning framework should address how to:
  - Strengthen central/local government/community relationships
  - Manage political cycles/governance arrangements
  - Provide equity – in particular, access to information and expertise

- A more integrated planning framework will require the region to act and think differently to allow it to deliver differently – requiring a cultural/thinking framework change

- Any framework should protect local place-shaping (creating unique sense of place)

- Need an entity with an agreed and committed mandate

The Tauranga *Smart Growth* model was commonly referred to as a potential model for metropolitan Wellington. There was also the idea put forward that there should be "Council and Developer Forums" that ask the question; what is holding back development and what would fix it?

The workshop also identified some concepts behind the funding of frameworks and creating incentives for growth. Some of these ideas could work for both a voluntary collaborative framework and a mandated legislated framework:

- Finding cross-council funding solutions that are proportionate but do not create inequality in power

- Ring-fencing funding to the beneficiaries, thus making sure those who pay receive the benefit

- The public/ ratepayers need to understand where risks lie: how do ratepayers guarantee wider risk taking?

- Diversity of balance sheets: quarantine risks

- The provision of wider funding sources that correlate with economic performance of the various councils.

These matters would need to be explored as part of the development of any integrated planning framework.

5.3 Options for Advancing Integrated Planning in the Wellington Region

While acknowledging that various option permutations and variations are conceivable, in general terms there are three broad frames available to advance integrated planning in the Wellington Region. These include:

- Partial integration, with reliance largely placed on the development of collaborative/co-operative arrangements

- Moderate integration, with reliance place on the opportunities available under the Local Government Act 2002 to enter into shared service arrangements focused on common issues

- Full integration, with reliance placed on the introduction of an overarching coordinative approach to planning in the region

This spectrum of options is diagrammatically illustrated in 9 below.
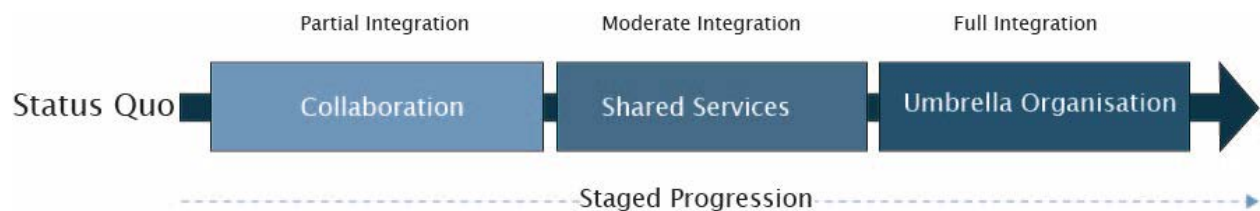
Figure 9: Spectrum of Integrated Planning Options

At one end of the spectrum are what could be described as 'partially integrative' approaches which are based largely on collaborative arrangements, often without the formation of separate agencies or organisations, and often depending largely on the existing staff and resources of the participating organisations. At the other end of the spectrum are purpose-built organisations that have the mandate, powers and functions to achieve full integration. In between there are frameworks that achieve moderate level of integration, which, in the New Zealand context, are typically undertaken by shared services organisations (CCOs).

Looking at situations elsewhere, there is often a staged progression over time, as metropolitan areas move from partial integrated frameworks through to fully integrated arrangements. In many overseas situations, such as Australian states, fully integrated planning frameworks are often imposed mandatorily through legislation. However, as demonstrated by the Waikato Plan and Tauranga's SmartGrowth, these need not necessarily develop under statute but can be created and operate quite successfully under a voluntary collaborative environment.

5.4 Option 1: Partial Integration

This option involves utilising and building on the types of collaborative/cooperative arrangements that are currently exercised by TAs in the region (e.g. MoUs) to address common issues (e.g. Wellington Region Natural Hazards Strategy). As this approach is basically 'voluntary' in nature, its effectiveness is in large part dependent on the level of resource sharing and funding that can be negotiated between respective agencies, with governance and decision making residing with individual territorial authorities.

Regardless this option could provide a frame to create a stronger regional identity, with a common vision and direction for "Metro Wellington". In other words, it could be used to develop a common direction for the metropolitan area which could be used to inform other collaborative initiatives. Ideally, this vision would have a spatial element behind it, as this would help promote a common understanding of the outcomes sought, and where investment and priorities should be focused.

5.4.1 Value Proposition

An enhanced emphasis on collaboration provides an opportunity to develop a shared understanding of how each territorial authority plans to respond in a given set of issues/circumstances and provide the opportunity to identify, for example:

- Areas of commonality and difference in the natural hazard event or growth scenarios

- Aspects of territorial authority plans that are consistent with or support plans of other authorities

- Potential gaps or differences between the coverage of territorial authority response plans

- Opportunities for cooperation to leverage individual capacity or develop joint capacity

- Plans that may be ineffective because they shift problems from one territorial authority to another or have contradictory elements

However, a more 'collaborative' approach would not necessarily increase the degree of alignment or effectiveness of existing territorial authority plans or make a business case for a coordinated response by authorities. From a governance and management perspective it would encourage individual territorial authorities to organisationally cross-check their individual resilience and growth plan; any cross agency coordination though would still need to be agreed and implemented through the respective management and governance structures of each authority.

As a solution to resilience or economic development issues this option provides a starting point for identifying opportunities. However, it is likely to incur high transaction costs and uncertain results as each initiative would have to be agreed by the members of the collaborating group and then championed by each member of the collaborating group within their respective territorial authority.

Statutory changes required

No statutory changes required, the current statutory framework can accommodate various forms of collaborative integration.

Positives

- No legislative changes required
- Can be quickly introduced and implemented

Challenges

- System not strong and can be highly influenced by politics
- Implementation has proved to be slow, with outputs taking a long time to produce

5.5 Option 2: Moderate Integration

This option is based on taking up the opportunities available under the LGA for territorial authorities to share services, with Wellington Water representing an example in the local context. This approach could be used to achieve a more integrated approach to planning, particularly at a spatial level, through some form of collective, shared service arrangement that is specifically focussed on addressing the key regional issues identified. Under this option responsibility for achieving improved spatial integration could rest with an entity such as a specific Council Controlled Organisation (e.g. Regional Planning CCO) or a cross agency technical team reporting to a governance board made up of representatives of each of the respective territorial authorities.

Regardless of the specific form of the arrangement selected it could prove to be an effective vehicle to enable TAs to:

- Share relevant knowledge, resources and responsibilities

- Manage the vagaries of the 3 yearly political cycle

- 'Think and act' regionally

- Engage and coordinate with other investment partners in the region (e.g. NZTA)

5.5.1 Value Proposition

This option is based on defining a common service delivery standard for a given task and facilitating more effective and efficient delivery through either a standalone entity (e.g. CCO) or a mutually accepted shared service arrangement. The value added by this option arises:

- Initially from territorial authorities agreeing on a common requirement so that the opportunities for economies of scale and scope, and benefits from coordination, can be assessed and pursued

- Over time through continuous improvement leading to efficiencies in delivering the agreed service standard

- Shared service models tend to be most effective where individual territorial authority requirements are similar and likely to evolve in the same way over time. This makes it easier to define a common service standard and objectives.

Statutory changes required

For this option there may be statutory changes required, however it can be implemented under the existing and proposed provisions of the LGA as a start.

Positives

- No immediate legislative change required

- Implementation is staged and focused and can create a sense of direction and vision for the region

- There is the potential to attract higher quality staff/ higher level of expertise

- There will be efficiencies in contracts for services provided by the private sector

- Avoids unnecessary duplication

- One-stop shop for some services – for example, Auckland Council had a single infrastructure consenting team – no re-educating every time, most valuable thing. Consistent advice, interpretation

- Consistency in consent conditions – for example, monitoring obligations

- Integrated natural hazards management

- Steering group with representatives from different sections: one councillor from each Council but there to represent the wider region, not the particular council

- Consistent information and decision making

Challenges

- Potential lack of integration if various shared service entities are established to address specific issues, and dependence on voluntary co-ordination and implementation

- Cross TA political agreement, particularly in terms of level of resource sharing and/or funding contribution

- Establishment timeframe and agreed governance and reporting arrangements

5.6 Option 3: Fully Integrated

This option represents a major 'step change' from the earlier options. It involves the introduction of an approach to 'planning' in the Wellington region that is:

- Fully integrated across all territorial authorities
- Fully integrated across one or more key regional issues identified
- Fully integrated across both planning and implementation

This, in turn, would entail a more directive and overarching frame to be established to ensure that planning for the region is purposefully targeted and co-ordinated. It would also need to be supported by well-defined governance/decision-making and funding arrangements, along with dedicated staff and resourcing.

Under this option responsibility for achieving 'full integration' could rest, for example, with either a legislatively mandated, purpose-built agency, or by extending the powers and functions of the Regional Council.

5.6.1 The Value Proposition

This option is based on territorial authorities mutually defining and agreeing on common, high level planning outcomes relating to one or more of the key issues identified for the region (e.g. natural hazard management, growth), with effective and efficient delivery being facilitated through either a standalone entity or an extension of the Regional Council's current functions. Although establishment and ongoing operational costs will be incurred, such arrangements would result in more consistent delivery of planning services more efficient, leading to increased efficiencies, and enable more effective implementation given the organisational scale.

Statutory Changes Required

This option will likely require statutory change.

Positives

- Enables more consistent planning, leading to increased efficiencies and reduced transaction costs
- Enables more robust prioritisation regarding implementation as outcomes would be assessed on a regional vs local basis
- Although there will be a transition period, integrated metropolitan planning will be able to start very quickly
- Potential long term savings
- Implementation is staged and focussed and can create a sense of direction and vision for the region
- Removes organisational and functional barriers to integration and delivery (i.e. improves alignment between planning and funding)
- There is the potential to attract higher quality staff/ higher level of expertise
- There will be efficiencies in contracts for services provided by the private sector
- Avoids unnecessary duplication
- One-stop shop – for example, Auckland Council has a single infrastructure consenting team – no re-educating every time, most valuable thing. Consistent advice, interpretation.
- Consistency in consent conditions – for example, monitoring obligations

- Integrated planning and management across key regional issues
- Consistent information and decision making

Challenges

- Requires justification of need and agreement of the constituent territorial authorities
- Time/cost involved in the creation of new institutional and administrative arrangements, and ongoing associated operational costs
- Potential lack of transparency and perceived vulnerability regarding local autonomy and control (i.e. subsidiarity)
- Establishment timeframe and agreed governance and reporting arrangements
- Legislative change required
- High initial set-up costs

6   Conclusion

What is the value proposition for doing integrated planning in the Wellington Region? The main value that will be gained from doing integrated planning is that territorial authorities would be able do more with the money they have available. This is in large part due to them being:

- More efficient because they are able to:
  - leverage economies of scale and scope that are not available to them individually
  - Present a more credible and complete proposal to stakeholders that have a regional perspective such as central government
  - Avoid costs of delays to upgrades to infrastructure – mainly loss of productivity
- More effective as they are able to consider more comprehensive solutions to cross-boundary challenges

Further benefits of integrated planning were also identified in relation to the five key issues identified for the region. These include:

- Infrastructure Resilience:
  - Delivery of a more effective, coordinated restoration and recovery response to natural hazard events
  - Consistent region-wide communication and messaging around the current status of infrastructure and programmed upgrades
  - Ability to more effectively respond to or a shock event, as evidenced by response to the Canterbury earthquakes
- Climate Change Adaptation
  - Regionally consistent understanding of climate change impacts and common information base to inform decision making and the wider regional community, which would provide transparency and could contribute to investment confidence in the region
  - Regionally agreed and consistent approach to risk management and jointly prepared and implemented regulatory/non-regulatory responses (e.g. managed retreat, impacts of erosion/ inundation) the benefit of having defensible and robust science behind the approach.
  - Consistent approach and therefore more transparent to budgeting for protection and remedial costs (i.e. 3 waters, roads)
    – Strategic decision-making at a regional level resulting in better targeted and prioritised expenditure.
    – Potential partial mitigation of the risk that businesses and individuals may find it more difficult to insure themselves against flood and storm damage in areas that are most vulnerable to the adverse effects of climate change.
- Integrated Transport Planning
  - Acceleration of the time taken to get transport projects agreed by local authorities and NZTA
  - ensure that they are implemented once they get outside of the RLTS/RLT committee framework and into the ambit of normal council business.
- Urban Growth - Housing affordability

- Enhanced efficiencies regarding the use of scarce land resources and funding to address growth related challenges in the region such as provision of affordable housing

- Housing development that aligns with infrastructure capacity and

  - Prevents the construction of expensive new infrastructure that creates an additional maintenance burden

  - Optimises the use of existing infrastructure and extracts further value from existing maintenance expenditure

- Urban Growth – Economic diversification

  - Consolidation, improved positioning and strategic co-ordination of business land in the region, resulting in reduced freight costs, better alignment with transport and freight routes as well as better access to sources of labour

Based on this it is clear that the Wellington Region could benefit from integrated planning and that there are sufficient pull factors to implement an integrated planning approach. The question still remains; are their sufficient push factors?

In this regard there are a number of key observations that can be gleaned from the case studies reviewed. These are that:

1. Leadership is a critical part of the successful implementation of integrated planning, particularly if sole reliance is placed on a voluntary model

2. Voluntary models are generally slow to implement and a lot more vulnerable to political influence and change

3. The New Zealand legislative framework currently enables integrated planning to be realised, as evidenced by the successful example of SmartGrowth in the Bay of Plenty

4. Collaborative, integrated plans provide a shared vision and collective voice for contiguous urban areas or regions, thereby providing a strong basis to more effectively lobby for investment in significant region shaping infrastructure

5. Integrated planning can provide greater certainty around future land and infrastructure supply, including the form, location and timing of development, thus enabling local authorities, central government (e.g. DHBs, Ministry of Education, Police), infrastructure providers and other stakeholders to confidently plan and allocate expenditure

Appendix 1: Stocktake of Current Planning Documents for Metropolitan Wellington

As part of the research for this study, a stocktake of the planning documents relating to the top issues facing metropolitan Wellington was undertaken, and are summarised in Table 7 below. The key statutory planning documents highlighted in grey. Although this table comprises an extensive list of documents sourced from the websites of constituent Councils in the metropolitan region it does not represent an exhaustive audit of all potential documents of relevance to integrated planning in the region.

Table 7: Stocktake of Metro Wellington Planning Documents

Document name	Council/Agency	Scope and Purpose	Relevant Issues
Wellington Regional Policy Statement (2013)	GWRC	Sets out the framework and priorities for resource management in the Wellington region under the RMA. Identifies the regionally significant issues around the management of the regions natural and physical resources (including climate change, uncoordinated development and integration of land use and transport) and sets out what needs to be achieved (objectives) and the way in which the objectives will be achieved (policies and methods) through regional and district plans.	Natural Hazards – Natural Hazards – Climate Change Adaptation Integrated Transport Urban Growth – Housing Economic Diversification Coordination
Regional Land Transport Plan (2015)	GWRC	The RLTP provides the policy framework and strategic case for developing and investing in the region's land transport network, and sets out the programme of proposed land transport activities over a six-year period including a 10-year financial forecast. It also informs the National Land Transport Plan by identifying the priorities and key improvement projects for the Wellington region proposed to be funded or co-funded from the NLTF.	Integrated Transport Coordination
Regional Public Transport Plan (2014)	GWRC	The RPTP sets the direction for public transport in the region for the next 10 years, including the delivery of an integrated public transport network.	Integrated Transport Coordination
Greater Wellington Climate Change Strategy and Implementation Plan (2015)	GWRC	Provides an overarching strategic framework and action plan to align and coordinate climate change actions across GWRC's responsibilities and operations. It aims to build on work programmes already underway, raise awareness of climate change drivers and impacts, and help co-ordinate regional effort through collaboration and partnerships, including strengthening	Natural Hazards – Climate Change Adaptation Coordination

Document name	Council/Agency	Scope and Purpose	Relevant Issues
		information-sharing and integration across GWRC departments, between councils, with central government and with the community.	
Draft Natural Hazards Strategy (2016)	GWRC	Provides a framework and policy that will enable Councils to develop consistent responses to difficult natural hazard issues facing the region (e.g. sea level rise, coastal erosion, landslides and liquefaction), including co-ordinated research, sharing and using a common information base and a more consistent approach to risk reduction (e.g. district planning).	Natural Hazards – Climate Change Adaptation Coordination
Wellington Regional Strategy (2012)	GWRC	Aims to build a resilient and diverse regional economy, including having sufficient land for a wide range of industrial and commercial uses in the right locations and with high-quality connections and building resilience through key infrastructure such as water and transport.	Natural Hazards – Natural Hazards – Infrastructure Resilience Economic Growth & Diversification Coordination
Greater Wellington Infrastructure Strategy 2015-2045	GWRC	Prepared under the LGA and forms part of the Council's Long Term Plan. Amongst other matters it aims to ensure that the city's infrastructure assets such as water supply are resilient to natural hazards (e.g. earthquakes, major rain events, droughts, fires, electricity failure of over two days' duration), and can be reinstated (or alternatives activated) quickly following any hazard event.	Natural Hazards – Infrastructure Resilience Coordination
Wellington Regional Economic Development Agency – Statement of Intent 2015 - 2018	WCC, GWRC	Work programme over next three years built on five strategic pillars of which one is to position the Wellington region as an acclaimed global hub of creativity, culture and technology.	Technology
Wellington City District Plan (2000)	WCC	Contains objectives, policies and methods to manage activities, including housing and business growth and development and natural hazards, in the city under the RMA.	Natural Hazards – Climate Change Adaptation Integrated Transport Urban Growth – Housing Economic Growth & Diversification
Wellington Towards 2040: Smart Capital	WCC	Sets an overarching vision to guide the development of the city over the next	Natural Hazards – Climate

Document name	Council/Agency	Scope and Purpose	Relevant Issues
(2011)		30 years. Aims to strategically position the city to support economic, social, physical and environmental resilience into the future (e.g. climate change, economic diversity, housing affordability).	Change Adaptation Integrated Transport Urban Growth – Housing Economic Growth & Diversification
Centres Policy and Centre Plans (2008)	WCC	The Centres policy provides a framework to guide the development and management of Wellington City's centres. The Centre Plans are specific place-based plans developed for the city's key growth areas and major centres. The Policy is supported and implemented through more detailed policies (including the District Plan and centre plans), the Council's infrastructure investment decisions and specific projects and initiatives.	Urban Growth – Housing Economic Growth & Diversification
Central City Framework (2013)	WCC	Gives a strategic direction for the growth and enhancement of Wellington's central city over the next 30 years. It articulates objectives and an approach for implementing the vision set out in the Wellington Towards 2040: Smart Capital document.	Natural Hazards – Climate Change Adaptation Integrated Transport Urban Growth – Housing Economic Growth & Diversification
Wellington Urban Growth Plan 2014 – 2043 (and Implementation Plan) (2015)	WCC	Provides a tool to manage future growth and investment in the city. It aims to guide Council decision-making relating to planning, growth, land use, housing, transport and infrastructure.	Natural Hazards – Climate Change Adaptation Natural Hazards – Infrastructure Resilience Integrated Transport Urban Growth – Housing Economic Growth & Diversification
Northern Area Framework for Growth Management (2013)	WCC	Provides a 'strategy for achievement' for the future development of the northern part of Wellington City. It provides the communities, landowners, developers and WCC a set of goals and an agreed process to collaboratively	Integrated Transport Urban Growth – Housing Economic Growth &

Document name	Council/Agency	Scope and Purpose	Relevant Issues
		plan for urban expansion in this area.	Diversification
Wellington Resilience Strategy (2017)	WCC	Sets out a blueprint to enable Wellington residents to better prepare for, respond to, and recover from disruptions such as rising sea levels and more intense and frequent flash flooding. It is designed to maintain and build on the resilience momentum that has been generated to date and outlines accountabilities and actions for change.	Natural Hazards – Climate Change Adaptation Natural Hazards – Infrastructure Resilience
Wellington Infrastructure Strategy 2015-2045	WCC	Prepared under the LGA and forms part of the Council's Long Term Plan. Amongst other matters it aims to ensure that the city's infrastructure assets are managed in a way that provides resilience and protection for the city, particularly earthquakes but also the risks associated with severe weather events (e.g. big storms) and the longer-term effects of climate change (e.g. sea-level rises).	Natural Hazards – Infrastructure Resilience
Wellington Digital Strategy and Action Plan (2011)	WCC	The strategy and action plan aims to set the direction for Wellington to achieve global recognition as a creative digital city and to foster innovation to grow the sector.	Technology
Wellington City Council – Information and Communications Technology Policy (2006)	WCC	Provides guidance on Information and Communications Technology policy to enhance the city's economic development, contribute to community and increase engagement in local democracy.	Technology
Porirua City District Plan (1999)	PCC	Contains objectives, policies and methods to manage activities, including housing and business growth and development and natural hazards, in the city under the RMA.	Natural Hazards – Climate Change Adaptation Integrated Transport Urban Growth – Housing Economic Growth & Diversification
Porirua Development Framework (and Detailed Action Plan) (2009)	PCC	The Framework is a tool to help guide and manage future development. It identifies where development could occur, the type of development that may be appropriate in certain areas, where Council should focus its planning efforts, and what works are necessary	Natural Hazards – Climate Change Adaptation Integrated Transport Urban Growth –

Document name	Council/Agency	Scope and Purpose	Relevant Issues
		to ensure development can sustainably occur. Matters incorporated into the Framework assumptions, the Assessment Criteria used to identify potential locations for particular development forms, and the Action Plan include climate change, affordable housing, transport, integrated planning and economic transformation. A companion Action Plan specifies a set of projected actions required to implement the Framework.	Housing Economic Growth & Diversification
Porirua Economic Development Strategy and Action Plan (2010)	PCC	Provides direction and confidence for Council and its partners to achieve economic development in the city, including ensuring that urban planning, land availability and development promote the attraction and growth of sustainable industries such as broadband and digital technology networks.	Economic Growth & Diversification Technology
Porirua Transportation Strategy (2012)	PCC	A twenty-year vision for Porirua City's transport system. The Porirua Transportation Strategy informs the Long Term Plan and Annual Plan processes and is required to support funding applications to Central Government. The strategy aims to ensure integrated transport development and to make certain that the transport network provides for the future needs of the city, and therefore has been developed with consideration of the district plan and land-uses in mind.	Integrated Transport
Porirua Infrastructure Strategy 2015-2045	PCC	Prepared under the LGA and forms part of the Council's Long Term Plan. Amongst other matters it aims to ensure that the city's infrastructure assets are resilient because appropriate provision has been made for managing the identified risks associated with natural hazards.	Natural Hazards – Infrastructure Resilience
Proposed Kāpiti Coast District Plan (2012)	KCDC	Contains objectives, policies and methods to manage activities, including housing and business growth and development and natural hazards, in the district under the RMA.	Natural Hazards – Climate Change Adaptation Integrated Transport Urban Growth – Housing Economic Growth & Diversification

Document name	Council/Agency	Scope and Purpose	Relevant Issues
Kāpiti Development Management Strategy (2007)	KCDC	Sets out KCDC's strategy for the management of development and settlement patterns on the Kāpiti Coast. One of a number of strategies written within the context of Kāpiti Coast: Choosing Futures – Community Outcomes articulated by the community in 2003/04. Takes into account the growth framework from the original Wellington Regional Strategy document.	Urban Growth – Housing
Kāpiti Sustainable Transport Strategy (2008)	KCDC	Concerned with reshaping the local transport system so that it has the characteristics of a sustainable system and dealing with key problems which are a barrier to sustainable outcomes, including the level and quality of access within and between communities, access to alternative travel modes and internal transport access for the labour force.	Integrated Transport
Water Matters – Sustainable Water Management Strategy (2002)	KCDC	Sets out the Council's vision for water management in the district over the next fifty years, including ensuring that the physical building stock, and water reticulation systems are efficient, development of non-potable supply 'systems' that reduce unnecessary reliance on the more expensive potable supply systems and planning for storage/supply to offset the loss of supply from the river in periods of low flow.	Natural Hazards – Infrastructure Resilience
Kāpiti Infrastructure Strategy 2015-2045	KCDC	Prepared under the LGA and forms part of the Council's Long Term Plan. Amongst other matters it aims to ensure that the city's infrastructure assets are resilient to natural hazard events, including earthquakes, sea level rise/coastal erosion and flooding.	Natural Hazards – Infrastructure Resilience
Kāpiti District Economic Development Strategy 2015-2018	KCDC	One of five key economic drivers includes good connectivity and infrastructure to build capability within local businesses and the community to use digital tools and keep up to date with the latest technology; support the development of a local ICT sector.	Economic Growth and Diversification Technology
Hutt City District Plan (2004)	HCC	Contains objectives, policies and methods to manage activities, including housing and business growth and development and natural hazards, in the city under the RMA.	Natural Hazards – Climate Change Adaptation Integrated

Document name	Council/Agency	Scope and Purpose	Relevant Issues
			Transport Urban Growth – Housing Economic Growth & Diversification
Hutt City Vision CBD 2030 (2008)	HCC	Represents a shared future vision for the CBD to 2030, including ensuring there are 'people friendly' connections (e.g. walkways, cycle paths), improved public transport options/services, commercial development that suits a range of potential users and improved mixed use development opportunities	Integrated Transport Economic Growth & Diversification
Hutt City Urban Growth Strategy 2012 – 2032 (2014)	HCC	Sets out the long-term approach to managing growth and change in the city (i.e. how much growth is anticipated, where new homes and businesses are to be accommodated, what will be done to support and encourage development), and provides detail on what the Council is planning in terms of housing, technology development and business growth and associated transport linkages.	Integrated Transport Urban Growth – Housing Economic Growth & Diversification Technology
Hutt City Economic Development Plan (2015)	HCC	Provides a vision for economic development and growing wealth and an associated action plan for the city to 2020. It includes a focus on rejuvenating the Hutt CBD, including increasing the number of residents, enhancing public transport links and recognising and providing for public and active modes of travel, as well as a focus on stimulating growth and development, including increasing the number of commercial and industrial developments in the city.	Integrated Transport Urban Growth – Housing Economic Growth & Diversification
Hutt City Housing Policy (2008)	HCC	Aims to help ensure that the housing needs of the city are met and affordability improved by increasing the supply of residential developments, and ensuring a more balanced mix between intensive housing and non-intensive housing developments (particularly around shopping centres and key transport routes).	Urban Growth – Housing
Hutt City Infrastructure Strategy 2015-2045	HCC	Prepared under the LGA and forms part of the Council's Long Term Plan. Takes a 'multi-asset' approach that aims to ensure the city is managing and building the right long-term infrastructure in the right place and at the right price, including consideration	Natural Hazards – Infrastructure Resilience Technology

Document name	Council/Agency	Scope and Purpose	Relevant Issues
		of overall Natural Hazards – Infrastructure Resilience to risks, hazards and shocks.	
Upper Hutt City District Plan (2004)	UHCC	Contains objectives, policies and methods to manage activities, including housing and business growth and development and natural hazards, in the city under the RMA.	Natural Hazards – Climate Change Adaptation Integrated Transport Urban Growth – Housing Economic Growth & Diversification
Upper Hutt Land Use Strategy 2016-2043 (2016)	UHCC	Provides a strategic approach for managing and planning future growth and development of the city's urban and rural areas. It is intended to guide where and how future development occurs and to ensure that fundamental elements of the city – roads, infrastructure services, parks, reserves, neighbourhood centres, business areas, community facilities, housing – work effectively.	Natural Hazards – Climate Change Adaptation Integrated Transport Urban Growth – Housing Economic Growth & Diversification
Upper Hutt Infrastructure Strategy 2015-2045	UHCC	Prepared under the LGA and forms part of the Council's Long Term Plan. Amongst other matters it aims to ensure that city's infrastructure assets are resilient to change as a result of foreseen and unforeseen events - natural hazards, climate change, changes in demand.	Natural Hazards – Infrastructure Resilience

Appendix 2: Christchurch – Greater Christchurch Urban Development Strategy

Relevance

The relevance of the Greater Christchurch Urban Development Strategy (GCUDS) case study to the Wellington context is:

- An example of a collaborative and holistic approach

- The creation of a new structure/framework of governance for the implementation of the strategy.

- A process that showed evidence of high levels of public understanding and interest based on the number of submissions (over 3000) [35]

- Address housing demand in an integrated manner.

- Integrate future urban development including residential land use, transport, commercial/retail, open space and infrastructure activities, including assessments of social, environmental and economic impacts and associated threats;

- A post-earthquake integrated response, this is of particular importance to the Wellington region.

Rationale for Development

The Christchurch region experience rapid growth since the 1990's and were struggling with providing an integrated approach to the provision of housing and other services. The three territorial authorities were developing their own growth plans along with their first generation District Plans. They were in conflict with the regional Council with regard to the management of the transport system, other infrastructure, natural resources and growth in the region.

The following Councils and other parties were involved in the development of the plan.[36]

- Environment Canterbury Regional Council

- Christchurch City Council (CCC)

- Waimakariri District Council (WDC)

- Selwyn District Council (SDC)

- Te Rūnanga o Ngāi Tahu

- NZ Transport Agency

- Canterbury District Health Board

These parties came together and decided to develop the GCUDS to address growth within their region. The UDS is a long term land use strategy that has been prepared under the Local Government Act (LGA). By preparing the UDS jointly the various agencies recognises and acknowledges that the area functions geographically as one social, economic and cultural entity.

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[35] Beca; Spatial Planning Outside Auckland, 2012, p 32

[36] http://greaterchristchurch.org.nz/assets/Documents/greaterchristchurch/Report6.pdf

There is also an acknowledgement that the natural and physical resources in the greater area include public resources that are not under the sole control of any one agency.[37]

After the 2010 and 2011 Canterbury Earthquakes the GCUDS and related documentation has taken a new role, looking to provide a response to a more serious housing shortage at a time of extreme community stress and a significant challenges relating to transport and spatial development.

Legislative/Planning Framework

Although not specifically mandated by legislation, the GCUDS was developed under the broad umbrella of the Local Government Act 2002. In the development of the GCUDS there were and emphasis on the implementation of the strategy through the LGA and the RMA[38] After the development of the Strategy in 2007 the various partners of the GCUDS through the LGA adopted the Strategy as policy. Land use and growth management components of the GCUDS are mainly implemented through the RMA and associated documents such as;

- Canterbury Regional Policy Statement
- Regional Plans
- Mahaanui Iwi Management Plan
- District Plans.

The GCUDS was incorporated into the Regional Policy Statement (Chapter 12A) [39]and was being implemented when the earthquakes hit Christchurch in 2010 and 2011.

At that point the Canterbury Earthquake Recovery Act 2011 became the implementation vehicle. In 2016 the Earthquake commission's role has come to an end and the Strategy again is being implemented through the LGA and the RMA.

Governance

In 2003, a voluntary agreement was initiated between CCC, WDC, SDC, Banks Peninsula District Council, Environment Canterbury and Transit New Zealand (now NZTA) to work collaboratively on a long-term growth strategy for a defined sub-regional area called Greater Christchurch.

In the start-up days of the strategy the Urban Development Strategy (UDS) Forum were driving the voluntary collaboration between the various parties, although the Strategy Partners have primary responsibility for implementing the Strategy. The partners have significant buy-in into the strategy[40] but in the beginning very few resources were dedicated to the implementation of the strategy.

There is an Urban Development Strategy Implementation Committee (UDSIC), which is a joint committee of the four councils and has representation from each of the Partnership organisations. The UDSIC oversees the implementation of the strategy on behalf of the Partnership. The UDSIC has an Independent Chair and an Implementation Manager and consists of representatives of each of the Strategy partners and Tangata Whenua. The key roles of the UDSIC are;

- to oversee the implementation of the Strategy,

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[37] Beca; Spatial Planning Outside Auckland, 2012, p35

[38] http://greaterchristchurch.org.nz/assets/Documents/greaterchristchurch/Report6.pdf

[39] Beca; Spatial Planning Outside Auckland, 2012, p32

[40] Beca; Spatial Planning Outside Auckland, 2012, p33

- coordinate implementation across multiple agencies,
- monitor progress against milestones, and review and adjust the Strategy if circumstances change. [41]

The UDS Forum were replaced by the Strategic Partners Forum (SPF) that consists of representatives from a broad cross-section of community, government and nongovernmental agencies drawn from the business, health, education, transport and other sectors.

After the earthquakes the Canterbury Earthquake Recovery Authority (CERA) has played a significant role and they have become part of the chief executives steering group.

Today the GCUDS Partnership also has a close relationship with Regenerate Christchurch, Ōtākaro Ltd and Development Christchurch Ltd. The work of these new agencies complements the objectives of the GCUDS in relation to the central city and suburban regeneration.

Further to this structure of the UDSIC, officer groupings have been established to provide advice to the UDSIC and maintain collaborative relationships across the agencies represented at UDSIC. These include a **Chief Executives Advisory Group (CEAG)**, a group of senior staff, and a number of subgroups with more specific mandates.

Development Process

Due to the growth pressures from the 1990s the various partners for the GCUDS initiated a voluntary agreement in 2003 between the various parties.

In 2005 a strategy was being developed with significant community consultation on options to undertake urban development in the Greater Christchurch. The community had a preference towards consolidated development around well-defined urban and rural town centres. Instead of unconstrained greenfield development. The 2007 strategy reflected this preference and the GCUDS was adopted by the partner Councils as policy in 2007 under the Local Government Act 2002.[42]

The detailed process in the development of the first UDS were:

- Agreement of the Scope, Structure and Process Brief including appropriate funding by respective Councils;
- Establishment of membership and Terms of Reference for Elected Members, the UDS Forum and Staff;
- Review and documentation of current relevant adopted policies and strategies;
- Selection of Key Stakeholders for the UDS Forum;
- Development and agreement on shared objectives, goals and desired outcomes (Vision) for Urban Development;
- Development of appropriate targets and indicators;
- Analysis of present and future trends, issues and challenges ensuring that information provided to the public and decision-makers is current, objective and technically robust;
- Identification and exploration of options of urban development;
- Evaluation of these options against desired outcomes;

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[41] Beca; Spatial Planning Outside Auckland, 2012, p34

[42] http://greaterchristchurch.org.nz/assets/Uploads/5243-PLAN-Urban-Development-Strategy-Update-Aug2016-SCREEN-Final.pd

- Development of potential solutions, including packages or combinations of individual solutions seeking to integrate and maximize sustainable development outcomes;

- Appropriate public engagement on options and draft strategies;

- Selection of the adopted strategy and priorities for action; and

- Development of an Implementation Plan through adoption of a mix of regulatory and non-regulatory mechanisms by respective Councils including: identified priorities, action plans, partnership agreements and relevant funding for implementation of the adopted strategy. [43]

In 2010 an implementation plan for the GCUDS were published. Shortly after that in 2010 and 2011 the Christchurch Earthquakes hit the region. This lead to the development of a raft of document related the GCUDS as a response the extraordinary circumstances the region was facing.

The 2016 update were developed to move beyond the earthquake recovery programme. The update has a focus on current and future generation of people living the greater Christchurch region. With a sustainability focus of looking at their social, cultural, economic and environmental wellbeing. It once again draws on recent strategic work and consultation, and integrates associated resilience work. However, a more thorough review is envisioned within the next few (two) years.[44]

Strategy Structure and Implementation

The GCUDS had and associated action plan Progress against this was made, though slowly. In 2010 the action plan was updated. The implementation of the 2010 action plan was hindered by the Christchurch earthquakes in 2010 and 2011. The 2016 update to the GCUDS has re-evaluated the 2010 action plan in combination with the documents that were developed through the recovery programme.

The 2016 strategy document reflects that integrated development were a key driver in the development of the strategy. The Strategy scope included:

- Produce a proactive Strategy that will provide direction and integration for existing and proposed urban development;

- Development of integrated future urban development including residential land use, transport, commercial/retail, open space and infrastructure activities, including assessments of social, environmental and economic impacts and associated threats;

- Produce a Strategy which is adopted by participating Councils and supported by other relevant agencies, to act as a commitment to the community regarding future urban development;

- Take account of, build upon and integrate existing relevant strategies and commitments of participating Councils;

- Ensure the continued protection and enhancement of natural and physical resources;

- Focus on the greater metropolitan area;

- Have a forecast period of up to 30 years.

- Engage with and achieve support from the wide community. [45]

The 2016 strategy starts with stating the Greater Christchurch Vision for 2041 and the principles of the strategy. These principles are based on:

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[43] http://greaterchristchurch.org.nz/assets/Documents/greaterchristchurch/Report6.pdf p.9

[44] http://greaterchristchurch.org.nz/assets/Uploads/5243-PLAN-Urban-Development-Strategy-Update-Aug2016-SCREEN-Final.pdf

[45] http://greaterchristchurch.org.nz/assets/Documents/greaterchristchurch/Report6.pdf p.3-4

- Leadership
- Partnership
- Resilience
- Innovation
- Integration
- Regeneration
- Equity

The plan has been developed through the evolution of a number of other plans as can be seen in Figure 10 below.
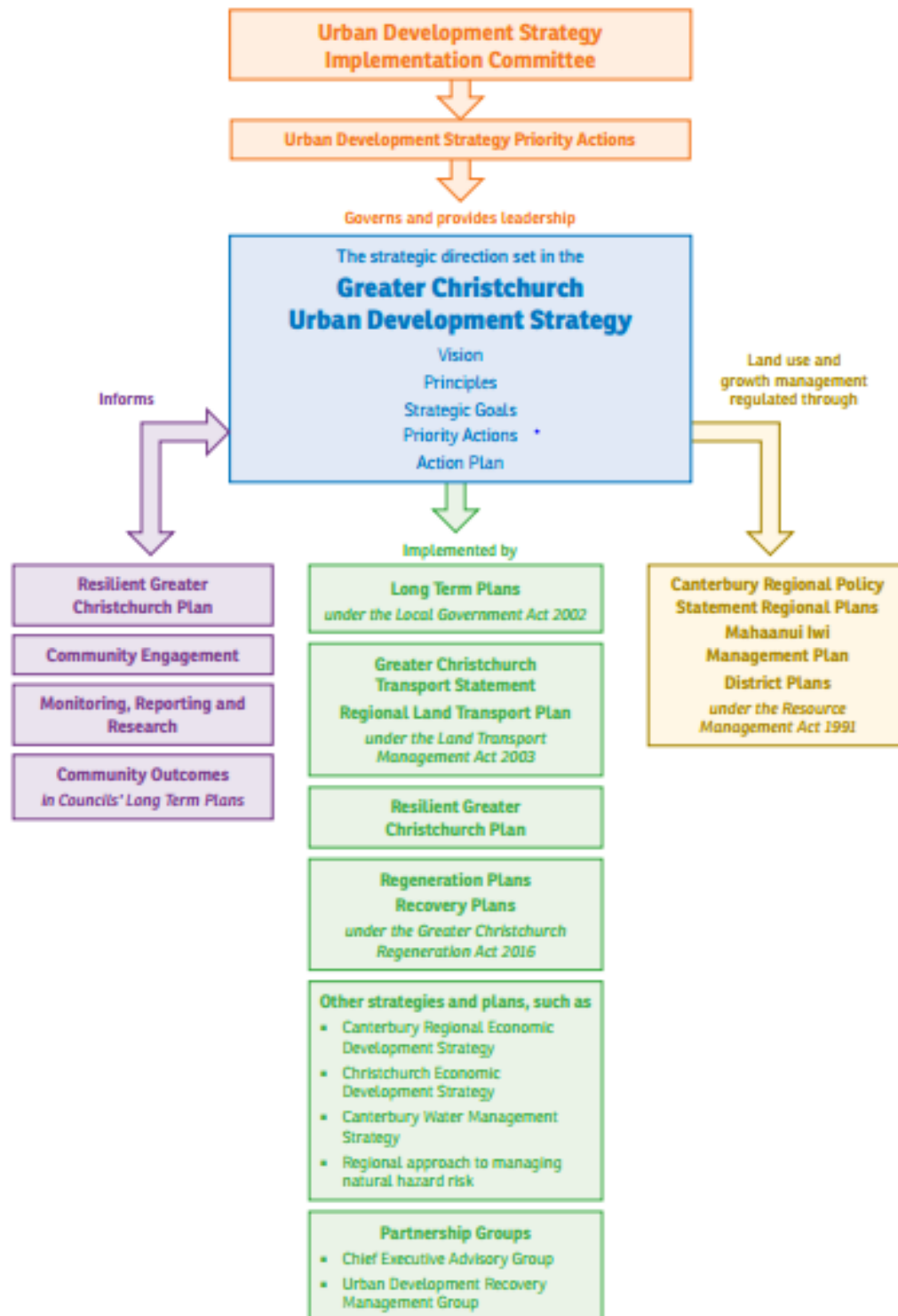
Figure 10: Evolution of the plan and relationship to other policy documentation[46]

The plan also reflected on the earthquake recover response and the development of plans since 2011.

The plans updated that current key challenges and opportunities for the Christchurch region and these are:

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[46] Urban-Development Strategy Update Aug2016, p10

- Planning for regeneration in a period of uncertainty

- Responding to the needs of a changing /aging population

- Recognising the Treaty partnership in all aspects of urban development

- Ongoing health and wellbeing challenges – intensified by the earthquake

- Improving the quality, choice and affordability of housing

- Supporting key activity centres and neighbourhood centres as focal point

- Consolidating and intensifying urban areas

- Managing water, and protecting, enhancing and working with our natural environment

- Adapting to the impacts of climate change

- Adjusting to a changing economy

- Integrating infrastructure, transport and land use

- Providing transport choice

The revised 2016 action plan has been developed in part to lay the foundation for the overall strategy review planned for 2018. All action has timeframes against them. In 8 below please see the comparison between the issues that Wellington Region face and how the current GCUDS is facilitating the matter.

Table 8: Comparable GCUDS Issues and Examples of Priority Actions

Issue - Wgtn Region	Strategic Outcome - GCUDS	Issue - GCUDS	Actions	Agencies
Collaboration	Planning for regeneration in a period of uncertainty	Monitoring and reporting	Develop a robust Urban Development Strategy Monitoring and Reporting Framework that: ▪ monitors progress of the strategic goals, priority actions, and demographic, social, health, economic and environmental changes in Greater Christchurch; ▪ builds on and integrates with other monitoring processes at local, regional and national levels, including the central government whole-of-recovery monitoring and the Canterbury Wellbeing Index and Survey; and ▪ gives effect to Policy 6.3.11 Monitoring and Review in Chapter 6 of the Canterbury Regional Policy Statement.	**Lead by UDRMG Agencies: All**
		Reviewing the Strategy	Identify actions in the 2010 Action Plan that are still relevant. Undertake community engagement aligned with a communications strategy to refine the vision for	**Lead by** UDRMG **Agencies:** All

Issue - Wgtn Region	Strategic Outcome - GCUDS	Issue - GCUDS	Actions	Agencies
			Greater Christchurch. Develop and implement a new strategy to address urban development and regeneration and long-term wellbeing.	
		Implementing the Resilient Greater Christchurch Plan	Increase resilience of Greater Christchurch by providing governance oversight and ensuring the implementation and integration of the Resilient Greater Christchurch Plan.	**Lead by UDRMG Agencies: All**
		Ngāi Tahu values and aspirations	Ensure Ngāi Tahu cultural and heritage values and aspirations are recognised and incorporated into all plans and strategies to achieve tangible outcomes by: ▪ giving effect to the Mahaanui Iwi Management Plan and other iwi planning documents.	**Lead by UDRMG Agencies: All**
Climate change adaptation	Adapting to the impacts of climate change	Risk from natural hazards	Increase the understanding of and improve planning for natural hazard risk by: ▪ supporting the development of a regional approach to managing natural hazard risk; ▪ developing a shared statement of Greater Christchurch responses to natural hazard risks; ▪ implementing a consistent approach to address the major hazard risks in relevant planning documents; and ▪ understanding the variation in vulnerability of different communities across Greater Christchurch.	**Lead by ECAN Agencies: All and Canterbury Natural Hazard Risk Reduction Group**
Integrated Transport	Integrating infrastructure, transport and land use	Transport	Improve transport system performance and travel choices in Greater Christchurch through: ▪ the Greater Christchurch Public Transport Joint Committee; ▪ implementing the Greater Christchurch Transport Statement;	**Lead by UDRMG Agencies: ECan, CCC, NZTA,**

Issue - Wgtn Region	Strategic Outcome - GCUDS	Issue - GCUDS	Actions	Agencies
			▪ implementing the Greater Christchurch Freight Action Plan; ▪ funding and coordinating the implementation of the updated Greater Christchurch Transport Demand Management Strategy; ▪ promoting improvements to public transport and investigating future rapid public transport; and ▪ supporting and promoting the development of the Christchurch Major Cycle Routes network and investigating the integration, improvement and increased use of the cycling and walking networks within neighbourhoods and across Greater Christchurch, and with other transport modes.	**SDC,** **WDC,** **CDHB,** **UDS Transport** **Group**
Urban Growth - Undersupply of affordable housing	Improving the quality, choice and affordability of housing	Understanding current and future land use and housing needs	Identify, research and collate information on land use, housing and business provision and development capacity. Ensure ongoing monitoring of the objectives, policies and settlement pattern as set out in Chapter 6 of the Canterbury Regional Policy Statement. Take account of changes to national direction through • legislation and regulatory documents	**Lead by** UDRMG **Agencies:** All
		Housing provision	Increase the development of affordable and diverse housing and appropriate residential intensification by: ▪ investigating and reporting on the uptake of mechanisms and processes that provide for intensification and affordable housing options. Provide recommendations on how these could be refined and improved in the future; ▪ promoting residential	Lead by UDRMG Agencies: All

Issue - Wgtn Region	Strategic Outcome - GCUDS	Issue - GCUDS	Actions	Agencies
			intensification opportunities available through land use planning documents; and ▪ developing a Greater Christchurch housing policy.	
Urban Growth – Usable & accessible business space	Adjusting to a changing economy	Prosperous economies	Support the implementation of the Canterbury Regional Economic Development Strategy and the Christchurch Economic Development Strategy where they have particular relevance to Greater Christchurch	**Lead by UDSIC Agencies: All**

Benefits of Approach

Although it can be argued that the GCUDS has had some challenges some of the key benefits are:

- The process of preparing the Strategy has led to the adoption of collaborative ways of working and improved working relationships for both governance and management with all GCUDS Partners. [47]

- It led to the long-term formal commitment to collaboration between key agencies.[48]

- As there were already developed frameworks for co-operation prior to the earthquake it could be argued that in dealing with the crisis, there were a better regional response to the problem, in comparison with Wellington that does not have a strong regional framework.

- To approach the area not as separate entities but recognising that the area functions geographically as one social, economic and cultural entity.

- The management of natural and physical resources in and integrated manner.

- Establish an integrated and agreed growth management framework for the Greater Christchurch area, facilitating the efficient and effective provision of infrastructure.

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[47]Beca; Spatial Planning Outside Auckland, 2012, p32

[48] Beca; Spatial Planning Outside Auckland, 2012, p32

Appendix 3: Waikato – Draft Waikato Plan

Relevance

The Waikato Plan case study is of relevance to the Wellington region as it highlights the following:

- Partnership and governance arrangements that enable key issues to be agreed and addressed in a more consistent and integrated manner across the Waikato region,[49] and for the region to engage with Central Government agencies and infrastructure providers with 'one voice'

- Development and application of a common, agreed regional evidence base to inform and support consistent policy and investment decision-making in the region

- Collaborative and co-ordinated inter-agency approach to determining the future location and timing of critical infrastructure and services within the region, achieving better targeted and cost-effective investment and aligning the implementation plans, regulatory plans and funding programmes of councils and strategic partner agencies (e.g. NZTA, Iwi, Waikato DHB)

- Identification of future settlement, infrastructure and service needs, including integration with transport planning to protect and secure strategic transport corridors

- Facilitation of sub-regional growth management initiatives (e.g. Future Proof) and collaborative planning to ensure the development of adequate future housing supply to meet the needs of future populations (including a range of dwelling types and locations), and ensure sufficient land and infrastructure is available to meet statutory requirements (i.e. NPS on Urban Development Capacity)

- Collaborative approach to identifying regional business growth areas, attracting and growing business and leveraging funding for regional scale projects

- Collaborative measures to facilitate a regionally consistent understanding about climate change, including region-wide information on climate change and natural hazards to inform decision making

Rationale for Development

The Waikato Plan was initiated by the Waikato Mayoral Forum[50] in 2013 as one of a series of workstreams aimed at improving joint planning, economic development and local government efficiency in the region. The plan was developed as a response to a range of identified regional strengths, challenges and opportunities, including an estimated doubling of the population in the next 45 years, uneven economic growth, the projected impacts of climate change (e.g. economic productivity, public safety, infrastructure costs) and maximising opportunities to achieve greater consistency and efficiencies through aligned planning (e.g. non-statutory strategies and plans).

The purpose of the plan is to:[51]

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[49] The region comprises 12 local authority jurisdictions: Hamilton City Council; the Hauraki, Matamata Piako, Otorohanga, Rotorua Lakes, South Waikato, Taupo, Thames Coromandel, Waikato, Waipa and Waitomo District Councils; and the Waikato Regional Council

[50] The forum was formed in 2012 and comprises the mayors of Hamilton City Council and the Hauraki, Matamata Piako, Otorohanga, Rotorua Lakes, South Waikato, Taupo, Thames Coromandel, Waikato, Waipa and Waitomo District Councils along with the chair of the Waikato Regional Council

[51] Waikato LASS: Collaboration in Action, pg.15

- Set a strategic direction for the Waikato and its communities to address and build on the regional strengths, challenges and opportunities identified

- Outline a high level development strategy that identifies settlement, infrastructure and service needs

- Provide an evidential basis to support policy and investment decision making within the Waikato

- Enable coherent and co-ordinated decision making by the local authorities, central Government and other parties to determine the future location and timing of critical infrastructure, services, and investment within the Waikato

- Provide a basis for aligning the implementation plans, regulatory plans and funding programmes of local government and strategic partner agencies

Legislative/Planning Framework

The Waikato Plan is a non-statutory, multi-agency agreement prepared under the broad umbrella of the Local Government Act 2002. However, given its intended role in promoting an integrated approach to strategic direction and advocacy within the region, the plan has been informed by, and has inter-dependencies with, a number of associated statutes and statutory and non-statutory documents of relevance in the Waikato regional context. This framework of statutory and non-statutory inter-dependencies is illustrated in Figure 11 below.

Legislation: RMA, LGA, LTMA
Treaty Settlement and Co-Governance/Management Legislation

Te Ture Whaimana o te Awa o Waikato - Vision & Strategy for the Waikato River

National Documents: National Policy Statements, National Infrastructure Plan, GPS on
Land Transport Funding

WAIKATO PLAN*   Waikato Means
                      Business

Regional Policy Statement   Regional Land Transport Plan
Local Growth Strategies (eg Future Proof, Taupo District 2050)
Waikato Creative Facilities Plan   Waikato Regional Sport Facility Plan
Long Term Plans   Iwi Management Plans

Strategic Documents

Regional Plans   District Plans
Long Term Plans (incl Infrastructure Strategies)
Iwi Management Plans

Implementation Documents

*The Waikato Plan does not override statutory documents or the functions of statutory
bodies / committees. The Plan provides regional strategic guidance and advocacy.

Figure 11: Waikato Plan - Statutory and Non-Statutory Inter-dependencies[52]

Governance

To date governance oversight of the plan's development has been delivered through an independently chaired joint committee of participating councils, the Waikato Plan Joint Committee, formed under the LGA; membership of the committee is also supplemented by external appointments and observers representing key agencies with interests in the region.[53] A formally established Strategic Partners Forum has also played a key role in supporting the committee and providing input into development of the plan.

Implementation of the plan is intended to be overseen and led by a formally re-constituted joint committee, the Waikato Plan Leadership Group, which will be independently chaired. Local government membership on this group is proposed to be reduced to reflect the fact that implementation is a 'shared

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[52] Draft Waikato Plan 2017, pg.7

[53] There are currently 15 members on the committee, 4 of whom are non-government representatives and 1 representing iwi interests; observers include representatives from Thames-Coromandel District Councils, NZTA, the Waikato District Health Board and the National Infrastructure Unit of Treasury

responsibility', with an increased number of non-local government agencies assuming key roles in its implementation (e.g. NZTA, Iwi, Waikato DHB).

Administration of the plan during its initial three-year implementation period is to be undertaken by the Waikato Regional Council, underpinned by an agreed work programme. Implementation advice arrangements, contracts and budget administration are to be run through Waikato Local Authority Shared Services Ltd.[54]

To ensure that this work programme can be delivered and offers certainty in terms of the budget and funding required a three-year implementation budget is proposed, with the initial funding sourced primarily from participating councils. Subsequent funding arrangements are likely to see a shift towards contributions being sought from all plan partners.

Development Process

The Plan has been developed as a partnership between local government, Iwi/Maori, the private sector, central government agencies and the community sector. The developmental process is illustrated in Figure 12 below.

Figure 12: Waikato Plan Development Process[55]

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[54] This is a legally formed entity representing the interests of shareholding councils that can enter into contracts and agreements with external suppliers and which provides them with a structure under which they can develop and promote services to other local authorities or external parties

[55] Refer http://www.waikatoplan.co.nz/About-The-Plan/History-of-development/; accessed 29 May 2017

The six key stages of this process are briefly summarised below:[56]

Common evidence base development	2013	The Mayoral Forum approved the development of a Waikato Plan in 2013.
	February 2014	The Mayoral Forum adopted a set of headline strengths, challenges and opportunities for the Waikato Plan.
	April 2014	Completion of the development of an extensive evidence base. A large network of both technical experts and strategic partners to assist in the development of the Plan was established.
	June 2014	Invitations are released for the development of a joint committee to oversee the development of the Waikato Plan. Early on in the process, Steven Wilson was appointed as an advisor on iwi matters and a member of the Waikato Plan Joint Committee.
	September 2014	The first meeting of the Waikato Plan Joint Committee occurred.
	November 2014	Confirmation of proposed Waikato Plan scope.
	Early 2015	Evidence base updated. A report was commissioned on Iwi Engagement and Connections with the Waikato Plan. An Iwi Literature was prepared and, as part of this process, discussions with a number of iwi groups throughout the Waikato occurred. The approach was to engage with as many iwi representatives as possible.
Stage 1 Project scope, priorities & strategic direction	June 2015	Headline strengths, challenges and opportunities updated. Three initial priority work areas were agreed by the Joint Committee, based on the headline strengths, challenges and opportunities. 1. Maximising opportunities, including investment, through aligned planning 2. Population Change – Growth and Decline 3. Hamilton as the Waikato centre for innovation, employment and services, with a mutually beneficial economic relationship with the region's rural areas

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[56] Ibid

Stage 2 Wider plan structure & agreement strategic direction	September 2015	Project plans for the three initial projects were developed.
	November 2015	Joint Committee considers draft strategic direction.
Stage 3 Spatial plan development & adoption of strategic direction	February 2016	Executive summary document and strategic direction developed and adopted by the Joint Committee as basis for full Plan development.
	February 2016	A Strategic Partners Forum, including representatives from a wide range of organisations, was constituted. Regular meetings of the Strategic Partners Forum have occurred, providing input into the drafting of the Waikato Plan document.
	February to July 2016	A series of meetings and workshops were held with key implementation partners to assist with drafting the Plan.
	April 2016	Executive summary document was updated, following Joint Committee feedback, and adopted by the Joint Committee.
	June 2016	The Joint Committee was presented with a first draft of the full Waikato Plan.
	Sep 2016	After refinement and editing following Joint Committee feedback, a second version of the draft Plan and a Summary Document were presented at a Joint Committee briefing. The purpose of the briefing was to allow visibility of the proposed draft Plan in advance of the October 2016 Local Government elections, and to allow Committee members to provide further feedback on the documents.
	Dec - Feb 2017	Further revisions of the draft Plan were completed incorporating changes requests by the Joint Committee, Technical Reference Group and the Strategic Partners Forum.
	Throughout 2015/16/17	Meetings occurred with the Waikato District Council/Waikato-Tainui Co-Governance Joint Committee, the Tainui Waka Alliance chairs and Hauraki Maori Trust Board. Feedback was also received from the Waikato Regional Council's iwi advisory group Tai-ranga-whenua, and the Future Proof tangata whenua reference group, Nga Karu Atua o te Waka.
Stage 4 Plan draft for consultation, hearings and final adoption	Feb 2017	Version 3 of the draft Plan completed to present to the Joint Committee on the 27th Feb to request approval for consultation. Consultation, Hearings and Final adoption - March to August 2017
Stage 5 Waikato Plan implementation arrangements and actions Mid 2017 onwards		

Plan Structure and Implementation

The primary aim of the Waikato Plan is to 'build champion communities, together'. To progress this aim the plan identifies five critical priorities for the region requiring a collective, regional response to effect a demonstrable, positive change. These priorities, in turn, are supported by 10 key actions.

The five priorities, along with their associated actions and success factors, are outlined below and illustrated in Figure 3.[57]

Priority 1: People - Planning for population change

Key action 1: Collaborate on a Regional Development Strategy

Success is when: A high level development strategy is completed to identify and address the top development priorities for the region, which will draw together existing community plans, growth management and spatial development strategies and close the gaps for areas without plans.

Key action 2: Identify the regional priorities for service and technical infrastructure

Success is when: We clearly understand the regionally significant service and technical infrastructure priorities, and in relation to those priorities, we carry out a stock take of the efficiency, effectiveness and future affordability of local infrastructure delivery (such as water reticulation, footpaths, schools etc.).

Key action 3: Identify how Central Government services can be provided to match community needs

Success is when: We know exactly what government services are needed - and where - so they are provided in a united way.

Priority 2: Connections - Connecting our communities through targeted investment

Key action 4: Advocate on behalf of regional transport priorities

Success is when: Agreed transport priorities for the Waikato region are included in the 2018-2048 Regional Land Transport Plan.

Key action 5: Integrate Waikato and Auckland transport networks

Success is when: Waikato and Auckland transport networks are well integrated, with shared evidence used for planning and improved access between regions.

Key action 6: Encourage development of a nationally significant cycling and walking experience

Success is when: A framework is developed and funding for implementation is found. Trails form an integrated network.

Key action 7: Establish a freight and logistics action group

Success is when: A freight and logistics action group is established that provides cross-boundary, inter-regional commercial leadership and advocates on behalf of the freight sector.

Priority 3: Iwi - Partnering with Iwi/Māori

Key action 8: Work collaboratively to develop and encourage enduring partnerships that enable Iwi/Māori aspirations to be achieved.

Success is when: Increasing numbers of formal co-governance and co-management arrangements are agreed in the Waikato

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[57] Draft Waikato Plan 2017, pgs.18-20

Priority 4: Environment - Addressing water allocation and quality

Key action 9: Develop the Waikato as a Waters Centre of Excellence

Success is when: A Freshwater Research Institute is established which looks at interdisciplinary freshwater research, and the region works together to become recognised as a Waters Centre of Excellence.

Priority 5: Economy - Advancing regional economic development

Key action 10: Assist in implementing the Waikato Economic Development Strategy (Waikato Means Business)

Success is when: The implementation of Waikato Means Business is actively supported by the Waikato Plan and its partners.

Figure 73: Waikato Plan - Regional Priorities and Relationships

Outlined under each of these priorities are a range of associated focus areas (e.g. enabling housing choice, responding to climate change and natural hazards) and corresponding actions, including the lead and supporting delivery agencies, success measures and linked initiatives.

Amongst the focus areas identified in the plan are a number that are comparable to the specific issues identified for the Wellington region in section 2 of this report. These areas, along with their associated plan response, are outlined in Table9 below to exemplify how they are being addressed within the context of the Waikato Plan.

Table 9: Comparable Waikato Plan Issues and Examples of Actions

Issue – Wellington Region	Strategic Outcome – Waikato Plan	Focus Areas – Waikato Plan	Actions	Proposed Agencies
Collaboration	The region increasingly and proactively collaborates at a strategic and policy level	Connecting through collaboration	2.3.1 Collaboration with Future Proof[58] Establish a formal engagement process between the Waikato Plan and Future Proof to determine the linkages between, and future roles of, the two projects	**WPLG** Future Proof partners
	The region speaks with 'one voice' to Central Government to align regional and national outcomes	Connecting through collaboration	2.3.2 Central Government Partnerships and Collaboration Promote links between the Waikato Plan actions and Central Government outcome areas: a) Develop a regional engagement model to advocate to Central Government with one voice b) Identify shared areas of interest and targets, and how to monitor progress towards targets c) Agree evidence base for co-investment with Central Government	**WPLG** Waikato District Health Board, Treasury Waikato Councils, Central Government Departments, other Agencies, Intersect Group
Climate change adaptation	The Waikato has a strategic approach to the management of climate change and natural hazards	Responding to climate change and natural disasters	4.4.1 Addressing the impacts of climate change Examine the potential impacts of climate change on the location and design of the region's current and future infrastructure and develop and implement a plan for the changes needed	**WRC in collaboration with local councils** Waikato DHB, NZTA, Waikato Rural Business Network
Integrated transport	Efficient, high quality,	Connecting the region	2.1.1 Advocate on behalf of regional transport priorities	**WPLG**

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[58] Future Proof is a collaborative sub-regional growth strategy jointly developed by Hamilton City Council, the Waikato Regional Council and Waipa and Waikato District Councils (along with iwi and NZTA) to collaboratively manage urban growth between Cambridge and Auckland. The strategy provides a framework for ongoing co-operation and implementation, including the resourcing required to fund and manage infrastructure like transport, water, wastewater and stormwater

Issue – Wellington Region	Strategic Outcome – Waikato Plan	Focus Areas – Waikato Plan	Actions	Proposed Agencies
	safe and resilient connections that make it easy for people and organisations to achieve their goals The right infrastructure, in the right place, at the right time and provided in the most efficient way	through targeted investment	Support the Regional Transport Committee on the development of the 2018-2048 Regional Land Transport Plan (RLTP). As part of this process: a) Receive advice from the NZTA on the projects, phasing, and costs of planned State Highway projects; discuss the options and priorities associated projects and the potential impacts of any changes on the RLTP. b) Advocate for ways to improve cycleways and walkways c) Advocate for ways to achieve better integrated land use planning and transport planning. d) Advocate for sub-regional or inter-regional public transport services not currently being provided, specifically to and from key services (including education and health providers) and between live and work locations. e) Advocate for road safety, access and mobility initiatives.	Waikato Regional Transport Committee, NZ Transport Agency, Future Proof, Waikato District Health, Waikato Means Business Waikato councils RATA (Road Asset Technical Accord), Kiwi Rail, NZ Police, Neighbouring regional councils, Road Efficiency Group, Regional Advisory Group
	The Waikato proactively manages its relationship with Auckland	Leveraging value from our location	2.2.1 Integrate Waikato and Auckland transport networks Work with Auckland Council and Auckland Transport on cross boundary issues to ensure integration of the Waikato and Auckland networks. Areas of focus: a) Joined up thinking on long-term infrastructure development, shared evidence, and a better flow of information between agencies b) Improving access from the Waikato to key Auckland facilities (including Port of Auckland, the airport and the Auckland CBD) c) Integrated development of the North Waikato and South Auckland area d) The extension of the Auckland passenger rail network between Pukekohe and Pokeno, and consideration of later extensions to	**WRC** **NZTA** Waikato Plan Leadership Group, FutureProof, Waikato District Council Auckland Council, Auckland Transport, Kiwi Rail, UNISA, Hamilton City Council

Issue – Wellington Region	Strategic Outcome – Waikato Plan	Focus Areas – Waikato Plan	Actions	Proposed Agencies
			mass transit options as far as Hamilton e) e) Potentially use shared population and transport modelling resource	
Urban Growth - Undersupply of affordable housing	Providers work together to ensure local communities have access to sufficient, timely, appropriate, and affordable housing located within well-structured, serviced, and integrated settlements.	Enabling housing choice	1.4.1 Housing needs assessment Work with **central and local government, Iwi/Māori and other housing** providers to complete a housing needs assessment to identify the top priorities for Waikato housing, including: a) The development of mechanisms to improve production of, and access to good quality, more diverse, well-located and affordable homes b) Identification and application of mechanisms to lift the standard of rental accommodation, especially at the low end of the market, with insulation and heating, using local people to advise on proven mechanisms – e.g. home performance advisors, household health checks c) The identification of, and recommendations for sufficient, suitable and appropriately located public/social housing provision in the region	**WPLPG** Future Proof, Waikato DHB, Waikato Environment Centre. Local councils, Central Government, Iwi, Te **Rūnanga ō** Kirikiriroa, infrastructure providers, the Housing Foundation, Accessible Properties, WISE Group, Habitat for Humanity, Salvation Army, community

Issue – Wellington Region	Strategic Outcome – Waikato Plan	Focus Areas – Waikato Plan	Actions	Proposed Agencies
				and volunteer sectors, Māori Trust Boards, WEL Energy Trust, EECA, tenancy organisations and landlords, housing providers
Urban Growth – Usable & accessible business space	There is a regionally-agreed understanding of business land demand in the region, and provision of sufficient available and serviced land for development	Advancing regional economic development	5.2.2 Develop a Regional Investment Prospectus Develop a regional investment prospectus to provide a focus for business and industry, to make informed decisions when planning for growth, and to ensure the availability of relevant regional information. Information will include infrastructure investment, availability of water, planned investments (e.g. rail, road, power broadband, water, wastewater, stormwater, community facilities). The prospectus needs to include how sustainable business development (green growth) can enhance productivity, boost investor confidence, and open up new markets.	**Waikato Means Business** Waikato councils, Waikato Chamber of Commerce MBIE, employment, industry groups, Property Council, real estate agents

Benefits of Approach

The Waikato Plan provides constituent councils and partner agencies with an effective mechanism at a regional level to:

- Enable the region to speak to Central Government with 'one voice', and to encourage constituent councils to 'think and act' in the regional – not just the local - interest

- Align planning between central and local government to achieve better targeted and more cost-effective investment

- Identify opportunities for more 'joined up' policy leadership and further sub-regional policy/strategy and regulation alignment (e.g. cross-boundary policy settings relating to residential development/settlement patterns, movement and transport patterns, business/industrial land development)

- Ensure there is a regionally consistent understanding about climate change and that region-wide information on climate change and natural hazards underpins decision making

- Leverage the economic opportunities created by the regions location and connections as a key North Island servicing hub (e.g. Auckland, Tauranga)

- Agree and advocate to the Regional Transport Committee on the highest priority transport investment projects, and better collaboration and joined-up planning between organisations that deliver infrastructure

- Proactively direct housing and business growth to areas where it is most appropriate while managing the impact of growth on the transport network

- Support the delivery of sub-regional growth management initiatives (e.g. Future Proof) and a more diverse residential offer (e.g. a mix of housing size and type, well serviced by public transport)

- Integrate growth and development with transport planning to protect and secure strategic transport corridors

- Support collaborative planning in areas that are expected to experience housing growth, to ensure the development of adequate future housing supply to meet the needs of future populations (including a range of dwelling types and locations), and ensure sufficient land and infrastructure is available to meet statutory requirements (i.e. NPS on Urban Development Capacity)

- Encourage greater collaboration across the Waikato region to attract and grow businesses and leverage funding for regional scale projects

- Identify regionally agreed business growth areas and to ensure that sufficient land is available in the right location and at the right time

Appendix 4: Bay of Plenty – Smart Growth

Relevance to the Wellington Context

The SmartGrowth case study is of relevance to the Wellington region as it highlights the following:

- The value of planning collectively as a sub-region[59] rather than as individual, separate local entities (e.g. more effective advocacy to Central Government and adjoining districts/regions on agreed issues and directions, early identification of growth impacts, risks and the cost of development, exploration of explore collective and alternative approaches to funding)

- Partnership and governance arrangements that enable key sub-regional issues to be agreed and addressed in a more consistent and integrated manner

- Development and application of a common, agreed sub-regional evidence base to inform consideration and decision-making relating to land use and infrastructure planning and investment

- Establishment of an integrated and agreed growth management framework (i.e. SmartGrowth Strategy) for the western Bay of Plenty sub-region, with land use patterns and associated infrastructure anchored by the Regional Policy Statement, district and city plans and the Regional Land Transport Plan

- Integration of land use and infrastructure planning to provide improved alignment and ensure logical, sequential provision of infrastructure and optimisation of infrastructure investment (e.g. between the National Land Transport Fund and the Regional Land Transport Plan)

- Development of a comprehensive sub-regional picture of existing infrastructure services and future demands to enable prudent asset management and budgeting

- Identification of optimal sub-regional areas for housing and business intensification to take place and the importance of providing certainty over land use patterns to underpin public/private sector investment in associated transport and other utility services

- Collaborative measures to help position the sub-region to better understand and adapt to climate change and to manage identified natural hazard risks (e.g. tsunami, liquefaction)

Rationale for Development

The Western Bay of Plenty sub-region has experienced rapid population growth since the 1950s. Although a number of initiatives were introduced in an attempt to address the associated impacts of this growth (e.g. regional Urban Development Study in the mid-1980's, 1990 Tauranga Urban Growth Study), they were seen as placing insufficient emphasis on the long-term, cross boundary implications of growth management and the relationships required to ensure effective implementation.

In response, the SmartGrowth project was initiated in 2000 with the express purpose to develop an integrated, sub-regional response to the pressures of growth on rural land, the natural and cultural environment, roads and other infrastructure, amenities, facilities, planning regimes and relationships between local authorities. The project is a collaboration between Tauranga City Council, Western Bay of

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[59] The sub-region comprises 3 local authority jurisdictions: Tauranga City Council; Western Bay of Plenty District Council; and the Bay of Plenty Regional Council

Plenty District Council, Bay of Plenty Regional Council and tangata whenua, working in partnership with central Government (particularly NZTA), businesses, education groups, industry and community groups.

Legislative/Planning Framework

Although not specifically mandated by legislation, SmartGrowth was developed under the broad umbrella of the Local Government Act 2002. However, to ensure that growth is managed in an integrated manner its associated operational and implementation processes have also been designed to be consistent with the Resource Management Act 1991 and the Land Transport Management Act 2003.

This multi-statutory approach has been critical to the development and effective implementation of the SmartGrowth Strategy given their complementary and inter-related focus:

- Local Government Act 2002 (LGA) – emphasises local decision making on behalf of communities, meeting the current and future needs of communities for good quality local infrastructure, local public services and performance of regulatory functions in ways that are cost effective to households and businesses; it also provides important implementation tools such as long-term plans, development contributions policies, annual plans and reports, triennial agreements and the authority to establish joint governance committees.

- Resource Management Act 1991 (RMA) - provides key implementation tools which enable the realisation of sustainable management of natural and physical resources in the sub-region, a central outcome sought by the strategy (e.g. Regional Policy Statements and regional plans at the regional level, and district plans at the local level).

- Land Transport Management Act 2003 (LTMA) - provides important implementation tools critical to the realisation of an affordable and integrated land transport system such as the Government Policy Statement on land transport funding, national and regional land transport programmes, regional land transport strategies, tolling and public-private partnerships.

Governance

The current SmartGrowth governance, advisory and management structure is illustrated in Figure 14 below:[60]

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[60] SmartGrowth Strategy 2013, pg.12
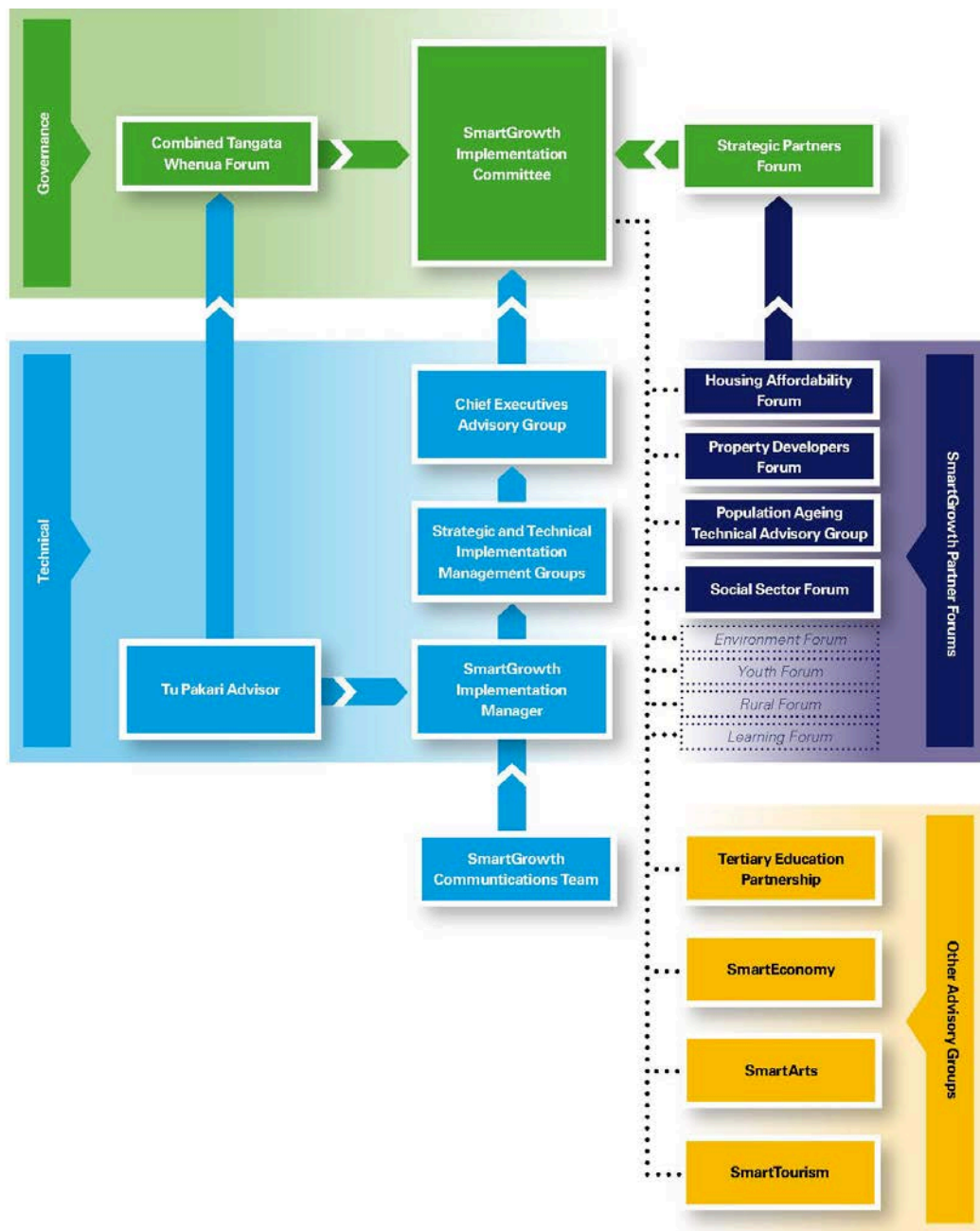
Figure 8: SmartGrowth Governance, Advisory and Management Structure[61]

The three partner councils, Bay of Plenty Regional Council, Western Bay of Plenty District Council and Tauranga City Council, along with Tangata Whenua provide governance oversight to SmartGrowth, including the exercise of corresponding decision rights. This is achieved through representation on an independently chaired SmartGrowth Leadership Group and associated Implementation Committee. As key implementation partners, the NZ Transport Agency and Bay of Plenty District Health Board are also represented on these committees but in a non-voting capacity.

These are joint committees established under the LGA, with the Implementation Committee delegated with responsibility to implement the SmartGrowth Strategy and Implementation Plan. The functions and

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[61] SmartGrowth Strategy 2013, pg.12

composition of these committees is governed by the SmartGrowth Implementation Agreement and relevant Terms of Reference.

Wider community outreach and support is achieved through a number of Key Partner forums - Combined Tāngata Whenua; Population Ageing Technical Advisory Group; Social Sector; Housing Affordability; Environment and Sustainability; Property Developers; Strategic Partners. These forums are further supplemented by a range of other advisory groups such as the Tertiary Education Partnership, SmartEconomy, SmartArts and SmartTourism.

The forums operate under agreed terms of reference and provide sector representatives with an opportunity to directly participate in reviewing and implementing the SmartGrowth strategy (e.g. preparation of issue related position papers), including contributing to such areas as:

- land use and urban form, including the Regional Policy Statement and any consequential District Plan responses

- infrastructure planning, funding and implementation

- housing affordability

- development viability

- development of statutory and non-statutory policies by the SmartGrowth Partners arising from the strategy or that have the potential to impact on the strategy

Technical support is provided by a small SmartGrowth staff team, an advisory group comprising the partner council and NZTA chief executives and partner Management Groups. In addition to provision of technical support the Chief Executives Advisory Group and the Strategic and Implementation Management Groups also act as an important conduit to address and resolve any cross organisational issues that may arise.

Development Process

The SmartGrowth Project was publicly launched in September 2001 and involved the following developmental stages:[62]

- Research and investigations to develop an evidence base (September 2001 to October 2002)

- Development of alternatives (October 2002 to February 2003)

- Public discussion on alternatives (March to May 2003)

- Evaluation of alternatives (June and July 2003)

- Development of Draft Strategy (July to October 2003)

- Public consultation on Draft Strategy (October and November 2003)

- Development of Recommended Strategy (January and February 2003)

- Partnering process with key partners (March to April 2004)

The SmartGrowth strategy and implementation plan was formally adopted by strategy partners in May 2004, with further reviews undertaken in 2007, 2010 and 2013.

The 2007 review involved an examination of the actions contained in the implementation plan to ensure they were still relevant and delivering on the vision and overall principles of the strategy. This was followed by a 'fit for purpose' review of the form and function of the implementation structure in 2010.

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[62] SmartGrowth 50 Year Strategy and Implementation Plan 2004, pg.13

In 2012/2013 the strategy underwent a significant update and has now evolved from a growth management strategy into a spatial plan for the sub-region. The corresponding review comprehensively considered all facets of the strategy, including the strategic direction, issues, principles, and implementation methods inclusive of actions. The developmental stages of the update project are illustrated in Figure 15 below.

Figure 9: SmartGrowth 2013 Update - Project Stages[63]

The direction and content of the strategy update was largely informed by three key inputs:

- SmartGrowth Report Card – an audit of progress on implementing strategy actions between 2004 – 2012 (i.e. completed actions along with those requiring ongoing attention) undertaken in collaboration with implementation partners (staff and governance) and SmartGrowth Partner Forums

- Community engagement - a comprehensive two phase community consultation and engagement programme involving conversations with the community and Partner Forums to inform draft strategy content followed by a formal submissions and hearings process on the draft

- Evidence base – a programme of peer reviewed research to supplement the existing evidence base (i.e. the substantive research that underpinned the initial 2004 strategy) and to address new areas of interest (e.g. growth management key issues, housing affordability, development viability, infrastructure/transport, tsunami hazard)

Strategy Structure and Implementation

An integrated approach to planning is a fundamental component of the SmartGrowth Strategy. The basis of this approach is that land use should be contemporaneous with the provision of infrastructure, and with timely and equitable funding. This helps to anticipate growth, coordinate development and ensure that infrastructure and facilities are developed in an effective and affordable manner. [64]

The original 2004 Strategy had a primary focus on providing a robust framework for future land-use and growth management. This included:[65]

- Providing Government with land use certainty, particularly for transport investment, education facilities and other infrastructure and services

- Anchoring the Settlement Pattern, for example through the Regional Policy Statement, district and city plans, the Regional Land Transport Strategy and Programme

- Progressing the establishment of tertiary education facilities in the sub-region

- Understanding the need for alignment of development with infrastructure planning and investment

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[63] SmartGrowth Strategy 2013, pg.22

[64] SmartGrowth Strategy 2013, pg.13

[65] SmartGrowth Strategy 2013, pg.15

- Establishing key transport infrastructure (e.g. the Tauranga Eastern Link)

- Encouraging more development to locate away from the coast given issues around natural hazards

- Promoting a more compact urban form by establishing urban limits, encouraging higher density in greenfield subdivisions and identifying potential areas for residential intensification to occur

- Providing a platform for a collaborative approach to managing growth across the sub-region

By contrast the 2013 Update has adopted a broader approach with the vision, issues and implementation plan set out in the strategy based around the following set of six inter-related outcomes:

- Strengthen visionary leadership and collaboration

- Sustain and improve the environment

- Build the community

- Grow a sustainable economy

- Recognise tangata whenua cultural identity and change

- Integrated planning and the Settlement Pattern[66]

Outlined under each of these outcomes are a range of associated issues, principles and corresponding actions, including the nature and relative priority of the action, the lead and supporting delivery agencies, indicative resourcing and success measures.

Amongst the issues identified in the strategy across these outcome areas are a number that are comparable to the specific issues identified for the Wellington region in section 2 of this report. These issues, along with their associated priority strategy responses, are outlined in Table 70 below to exemplify how they are being addressed within the SmartGrowth context.

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[66] The Settlement Pattern is a 'blueprint' setting out how, where and when development will occur within the sub-region in order that the implications of infrastructure and funding can be addressed at an early stage and in an integrated manner

Table 70: Comparable SmartGrowth Issues and Examples of Priority Actions

Issue - Wellington Region	Strategic Outcome - SmartGrowth	Issue - SmartGrowth	Actions	Agencies
Collaboration	Strengthen Visionary Leadership & Collaboration	Strengthen relationships	7B.2 Strengthening the SmartGrowth Partnership Maintain and improve the relationship with full partner Councils with regular briefings across governance and management levels of the partnership including: • Establishing within each organisation a formal process for informing and reporting back to each partner Council on important SmartGrowth matters • Full briefings of new Councils to occur on SmartGrowth after any election including on the expectation that the strategy articulates community expectations and should be properly considered in their planning • Ensure SmartGrowth inductions are held for new staff from each partner organisation as appropriate • Regular combined council elected members' informal meetings • Continue to ensure that there are standing agenda items, especially at IMG, for individual Council matters that other partners should be aware of such as the development of strategic documents, plan changes and significant resource consents. • Consider establishing cross council technical groups which meet as necessary (i.e. infrastructure, policy, consenting)	SGP
			7B.3 Strengthen relationships with infrastructure providers Work with the providers of sub-regional infrastructure (including community infrastructure) to promote alignment in strategic planning and ensure sufficient capacity is available in a timely manner to deliver the Settlement Pattern, in particular; • Network utility providers including power and telecommunications • Providers of community infrastructure services including health and education	SGP SGPF CGA Utility Providers

Issue - Wellington Region	Strategic Outcome - SmartGrowth	Issue - SmartGrowth	Actions	Agencies
			7C.1 Focus on shared outcome areas Promote the link between SmartGrowth actions and central Government outcome areas through regular engagement with government agencies at governance, management and technical level to: - Identify shared areas of interest and targets - Complete a needs identification exercise to identify the investment required in urban growth areas and other relevant areas in the sub-region and investigate collaborative options for infrastructure (including community infrastructure) delivery with partner councils, central Government and other agencies - Establish and agree the evidence base required for co-investment with central Government	**SGP** SGPF CGA COBOP BOPDHB TTOPHS
		Investigate collaborative funding options	7H.1 Unlock the potential for joined-up community investment In collaboration with the private sector and taking a regional perspective, establish a consensus building group to: - Oversee and input into an inter-regional, regional and sub-regional infrastructure (including community infrastructure) needs versus funding shortfall analysis for the next 50 years, across the breadth of the Strategy - Report back on potential national, regional and sub-regional funding sources across the public and private sector - Identify specific actions needed at the sub-regional, regional and inter-regional level to close the gap between funding needs and provisions - Identify the economic impacts along with the risks and consequences, if these actions are not implemented - Develop and agree a process and framework linking into sub-regional spatial planning initiatives	**SGP** SGPF CoC P1 RDC RSPLG Other Bay of Plenty Councils as appropriate

Issue - Wellington Region	Strategic Outcome - SmartGrowth	Issue - SmartGrowth	Actions	Agencies
Climate change adaptation	Sustain and Improve the Environment	Adapting to the impacts of climate change	**8B.10 Climate Change implications for the western Bay** Undertake a literature review to identify impact and opportunities of climate change on the sub-region (including implications for horticulture and infrastructure i.e. stormwater network).	SGP EF
	Integrated Planning and the Settlement Pattern	Managing the risk of natural hazards	**21D.1 Collaborate on Natural Hazard Management** Collaborate in respect of: • Gathering, using and releasing information and technical data relating to natural hazard risk to the Settlement Pattern • Communication of this risk to communities • Understanding and implementing the roles, responsibilities and process for assessing risk and undertaking consequential action • Facilitate a consistent approach across the region by collaborating and sharing information with other districts facing similar issues through the Natural Hazards Forum • Advocacy to central Government on natural hazard management	SGP CDEM
			21D.2 Engage with the community on Natural Hazard Risk • Engage with communities to assist in defining acceptable, risk levels and mitigation • Include natural hazard risk awareness in the long-term SmartGrowth Communications Strategy	**SGP** **CDEM** TCC WBOPDC CDEM SPG
			21D.3 Natural Hazards Framework • Identify the hazards that need to be assessed at a sub-regional level that have	SGP

Issue - Wellington Region	Strategic Outcome - SmartGrowth	Issue - SmartGrowth	Actions	Agencies
			implications on the Settlement Pattern and are influenced by the Settlement Pattern (including tsunami and liquefaction) • For each of the hazards identified, agree the level of risk (likelihood and consequence) to be incorporated into risk management through the statutory planning framework	CDEM
			21D.5 Planning Provisions to mitigate tsunami risk in future (undeveloped) UGAs Ensure that planning provisions for future (undeveloped) urban growth areas: • Include provisions for the assessment of a range of potential tsunami mitigation measures (including, where necessary, identified areas of avoidance) which reduce the risk to, or maintain it at, an acceptable level • Identify potential mitigation solutions required for each undeveloped UGA to establish a network of safe evacuation options for at risk areas where evacuation options outside of the inundation area do not exist, including potential for dune restoration and protection to reduce the risk from tsunami in at risk areas	TCC WBOPDC BOPRC CDEM
Integrated transport	Build the Community	Providing transport that assists with connecting and building strong communities	9F.2 Public Transport a) Continue to advocate for public transport funding and infrastructure b) Plan for public transport infrastructure in new growth areas (greenfields and intensification) through structure plan process c) Encourage the use of public transport to optimise investment including by installing Real Time Information systems, promote frequency of services and investigating methods to support the use of public transport with walking and cycling such as by providing cycle racks on buses. d) Actively progress greater levels of disability friendly public transport within the sub-region.	SGP NZTA
		Continued	21E.1 Road freight	TCC

Issue - Wellington Region	Strategic Outcome - SmartGrowth	Issue - SmartGrowth	Actions	Agencies
		implementation of transport infrastructure	Investigate and progress required network and safety improvements to maintain and improve efficient movement of freight to the Port of Tauranga including: • The potential for inter-regional collaboration to achieve efficient movement of freight	**NZTA** POTL KR Major Road Freight Operators SGPF
Urban Growth - Undersupply of affordable housing	Grow a Sustainable Economy	Improving housing affordability	10E.1 Availability of Land Investigate the role of Council and other agencies in facilitating the availability of property and land for housing affordability projects including: • Regularly assess partner Council's property portfolios for properties that could be made available for housing affordability projects • Provide specific opportunities for the development community or third sector housing groups to advocate initiate suitable housing projects using this land • Work with Housing NZ, Ministry of Innovation and Employment and other agencies to identify suitable blocks of land which could be made available for affordable housing projects	**WBOPDC** **TCC** BOPRC HAF CTWF HNZ BOPDBH JAG Maori Trustees
			10.E.4 Planning Frameworks Investigate opportunities to provide a planning framework that enables more housing affordability projects that meet specific criteria for density, bulk and scale i.e. permitted controlled activity	**WBOPDC** **TCC** HAF PDF

Issue - Wellington Region	Strategic Outcome - SmartGrowth	Issue - SmartGrowth	Actions	Agencies
			10E.5 Housing Affordability Pilot Project Facilitate the delivery of pilot project to provide a practical, best practice example of sustainable, affordable, quality housing to raise awareness amongst the housing sector and the public. The pilot project will: • Establish and agree with partner Councils, a framework for the delivery of affordable housing projects (including potential incentives/benefits to developers) • Provide an opportunity to have a conversation about the levels of intervention councils are prepared to promote housing affordability including the use of Council land • Include a literature review of interventions that have occurred elsewhere in NZ and internationally • Include a definition of housing affordability for the western Bay	**HAF** SGP PDF SSF CoC Maori Trustees JAG
			10E.6 Advocate for housing affordability Work with the local government sector to jointly lobby central Government to: • Provide financial levers such as tax incentives and/or subsidies to encourage a greater flow of capital investment into affordable housing projects • Continue seeking regional and national funding opportunities for affordable housing • Facilitate/advocate central Government intervention into housing affordability • Consider alternate options, technologies and delivery mechanisms for the funding and delivery of infrastructure	**SGP** WBOPDC HAF JAG Local government sector e.g. FP Maori Trustees
Urban Growth – Usable & accessible business space	Integrated Planning and the Settlement Pattern	Providing land for a range of business activities	**21C.3 Provide limited flexibility for industrial development** Investigate and agree ways to provide limited flexibility into the RPS and District Plans in order to provide for industrial activities that genuinely cannot be satisfactorily located in	**BOPRC** WBOPDC

Issue - Wellington Region	Strategic Outcome - SmartGrowth	Issue - SmartGrowth	Actions	Agencies
			industrial zones whilst preventing uncontrolled ad-hoc development	TCC
			21C.4 Assess cost of Infrastructure associated with business land Undertake an assessment of the likely infrastructure development costs or constraints associated with providing additional business land in the Western Corridor that is suitable for heavy load and/or large footprint industrial buildings	**WBOPDC** **TCC** **NZTA** Powerco and other utility providers WRC
			21C.5 Assess business land uptake rates Investigate the need to provide additional business land in the Settlement Pattern taking into account the results of annual monitoring of growth and uptake rates in the sub-region and the supply of business land in the Upper North Island	**WBOPDC** **TCC** **NZTA**

Benefits of Approach

SmartGrowth has provided the western Bay of Plenty sub-region with a vehicle to:[67]

- Address issues collaboratively and present one strong, united voice outside the western Bay, including to central Government and adjoining districts and regions

- Advocate collectively on agreed issues and directions gaining a strength that is greater than the sum of the individual parts, including advocacy for a range of matters beyond the traditional role of local authorities

- Anchor the strategy's strategic direction and implementation actions into a single framework and blueprint that transcends jurisdictional boundaries and is implemented through regional, city and district planning documents and through community groups and non-government agencies; promoting more streamlined and efficient planning processes and decision making

- Obtain quality evidence to inform decision making and ensure central Government, non-government agencies, local authorities and community groups all have access to uniform data to plan and act collectively

- Establish an integrated and agreed growth management framework for the western Bay, facilitating the efficient and effective provision of infrastructure and providing certainty for public and private investment

- Establish strong partnerships with tangata whenua through the Combined Tangata Whenua Forum and enable tangible involvement in decision making

- Establish strong partnerships with the community through the SmartGrowth Partner Forums network which ensures involvement with Strategy implementation, monitoring and reviews

- Contribute to a better understanding of the social needs of the communities within the western Bay and align with key central Government priorities in the social arena

- Assist with creating linkages to neighbouring sub-regions and regions

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[67] SmartGrowth Strategy 2013, pgs.18-19

Appendix 5: Melbourne – Melbourne Plan 2017-2015

Relevance

Although Melbourne is significantly larger than Wellington, there is value is looking at a case study that has a long history of integrated Metropolitan Planning. Melbourne also has to manage similar challenges just at a much larger scale than Wellington such as:

- Housing that is affordable and accessible

- Identification of optimal sub-regional areas for housing and business intensification to take place and the importance of providing certainty over land use patterns to underpin public/private sector investment in associated transport and other utility services

- Managing growing transport needs

- Collaborative measures to help position the region to better understand and adapt to climate change and to manage identified natural hazard risks

- Managing the position of economic development and land use in a way that it maintains its status as a liveable city.

Further Plan Melbourne also;

- Serves as a good example where an umbrella organisation has been responsible for regional planning for some time.

Rationale for Development

The development of the plan was driven by Melbourne that is a large metropolitan area and are facing the following key challenges and opportunities:

- Population Growth – it is estimated that Melbourne will have a population of 7.9 million people by the year 2052, compared with 4.9 million in 2016.

- Remaining competitive in a growing economy with new technology in response to job diversity and providing liveable neighbourhoods – through urban renewal. Improve productivity and competition.

- Housing that is affordable and accessible.

- Managing growing transport needs.

- Climate change mitigation and adaptation.

Overall their challenges are:

- How under the pressures the city is experiencing in terms of growth does the city remain liveable, sustainable and accessible?

Plan Melbourne aims to address this at a regional level. The plan seeks to manage growth and development up to the year 2050 and has an intergenerational approach.

Legislative/Planning Framework

Plan Melbourne 2017-2050 will be given statutory effect through amendments to the State Planning Policy Framework within the Victoria Planning Provisions (Victorian Planning Authorities Act 2017)

The current Plan Melbourne is implemented through Victoria State legislation, Section 4(1) of the Planning & Environment Act 1987 that allow for the development of Victoria Planning Provisions Ordinance. The purpose of the Victoria Planning Provisions is:

To provide a clear and consistent framework within which decisions about the use and development of land can be made. To express state, regional, local and community expectations for areas and land uses. To provide for the implementation of State, regional and local policies affecting land use and development.

The Victoria Planning Provisions and all planning schemes will be updated to give effects to Plan Melbourne. This includes amendments to the State Planning Policy Framework, to which local planning schemes will be aligned. [68]

Governance

The mandate for implementing Plan Melbourne sits with the Victorian State Government's Environment, Land, Water and Planning Department.

The implementation of the plan involves the participation of many implementing partners across the Melbourne Regional landscape. The partners include government departments, agencies and local councils. Metro wide partnerships and other groups will support the implementation of the plan.69

The Melbourne area comprises 31 Metropolitan Municipalities plus the part of Mitchell Shire that is located within the Urban Growth Boundary. The plan also covers peri-urban areas, regional cities and transport corridors.[70]

Development Process

Melbourne has a long history of Strategic Planning and in the 1910s, there were concerns about the dilapidated parts of the city. This prompted major public inquiries by the Joint Select Committee on the Housing of the People in the Metropolis (1913-14) and a Royal Commission in 1915.

It led to the development of Melbourne's first strategic plan in 1929. The purpose of this plan was to prevent 'misuse' of land and protect property values. It also highlighted traffic congestion, the distribution of recreational open space and the haphazard intermingling of land uses.[71]

This plan was however never implemented and only after the second World war the next plan emerged that reflected more modern planning the plans were named "Melbourne Metropolitan Planning Scheme 1954 – Report" with an associated "Survey Analysis" Volume. Since then there were a range of plans:

- 1971 - Planning Policies for Melbourne; looking at alternative growth strategies for Melbourne including "individual and sometimes controversial views from individual officers". The report took the first comprehensive look at the constraints that surrounded Melbourne. It included

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[68] Plan Melbourne2017- Implementation Plan p.2

[69] http://www.planmelbourne.vic.gov.au/implementation

[70] Plan Melbourne2017- Implementation Plan p.2

[71] https://www.planning.vic.gov.au/policy-and-strategy/planning-for-melbourne

long-term conservation and development policies through growth corridor and what is now called Green Wedge Principles.

- 1974 - Report on General Concept Objections; examines the submissions and objections to the 1971 Planning Policies Report.

- 1981- Metropolitan strategy implementation- compiled by the Melbourne Metropolitan Board of Works with key directions of intensification and accessibility.

- 1995 – Living Suburbs. The plan started considering sustainable long term economic growth. Strengthening regional links. Enhancing the environment and liveability of the city and managing infrastructure and urban development. It had a focus on the relationships between the central city, suburban areas and adjacent regional areas. The plan encouraged corridors and satellite cities and encouraged the private sector to provide infrastructure.

- 2000's – Flurry of plans:
  - 2002- Melbourne 2030 - Planning for sustainable growth,
  - 2005 –Plan for Melbourne's growth areas represents a 30-year plan to manage urban growth and development across metropolitan Melbourne.
  - 2008 – Planning for all Melbourne
  - 2008 – Melbourne 2030 Audit
  - 2008 – Melbourne 2030 – planning update – Melbourne at 5 million
  - 2009 – Delivering Melbourne Newest Sustainable communities

- 2014- Plan Melbourne – Outcomes based

- 2017- 2050 and update to the 2014 Plan Melbourne.

The 2017 Plan Melbourne report were developed because Plan Melbourne's Ministerial Advisory Committee (MAC) reformed in April 2015 to review *Plan Melbourne 2014*. Based on the MAC's findings, a public discussion paper was launched in 2015. Feedback from community, local government and industry stakeholders was collected via an extensive program of workshops and online consultation. At the end of 2015 266 participants representing 99 organisations contributed to the discussion about the Plan Melbourne refresh and 397 submissions were received.[72]

Strategy Structure and Implementation

Plan Melbourne has the following overarching purpose:

> *"Plan Melbourne is a metropolitan planning strategy that defines the future shape of the city and state over the next 35 years.*
>
> *Integrating long-term land use, infrastructure and transport planning, Plan Melbourne sets out the strategy for supporting jobs and growth, while building on Melbourne's legacy of distinctiveness, liveability and sustainability."*

The plan starts by explaining the Key Challenges and Opportunities in Melbourne. The plan includes:

- 9 principles to guide policies and actions

- 7 outcomes to strive for in creating a competitive, liveable and sustainable city

- 32 directions outlining how these outcomes will be achieved

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[72] http://www.planmelbourne.vic.gov.au/consultation

- 90 policies detailing how these directions will be turned into action

Plan Melbourne's vision is based on the following nine principles;

- Principle 1: A distinctive Melbourne

- Principle 2: A globally connected and competitive city

- Principle 3: A city of centres linked to regional Victoria

- Principle 4: Environmental resilience and sustainability

- Principle 5: Living locally—20-minute neighbourhoods

- Principle 6: Social and economic participation

- Principle 7: Strong and healthy communities

- Principle 8: Infrastructure investment that supports balanced city growth

- Principle 9: Leadership and partnership

To support the principles seven outcomes were developed with associated policy statements these are:

- OUTCOME 1 Melbourne is a productive city that attracts investment, supports innovation and creates jobs

- OUTCOME 2 Melbourne provides housing choice in locations close to jobs and services

- OUTCOME 3 Melbourne has an integrated transport system that connects people to jobs and services and goods to market

- OUTCOME 4 Melbourne is a distinctive and liveable city with quality design and amenity

- OUTCOME 5 Melbourne is a city of inclusive, vibrant and healthy neighbourhoods

- OUTCOME 6 Melbourne is a sustainable and resilient city

- OUTCOME 7 Regional Victoria is productive, sustainable and supports jobs and economic growth

The Plan then further identifies places of state significance. A second implementation Plan has been developed. [73] The 5-year implementation plan share delivery across three levels of government (State, regional and local). The implementation plan lists a 112 actions against outcomes. These have timeframes (short, medium and long), list the lead organisation for delivery and a list of supporting organisations.

Amongst the issues identified in the Plan across these outcome areas are a number that are comparable to the specific issues identified for the Wellington region in section 2 of this report. These issues, along with their associated priority strategy responses, are outlined in Table 81 below to exemplify how they are being addressed within the Plan Melbourne context. Only some of the most appropriate actions has been compared to use as examples of the 112 actions in the action plan. There are also actions that relate to monitoring and review of the implementation of the plan.

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[73] http://www.planmelbourne.vic.gov.au/the-plan

Table 81: Comparable Plan Melbourne Issues and Examples of Priority Actions[74]

Issue - Wgtn Region	Strategic Outcome – Plan Melbourne	Issue – Plan Melbourne	Actions	Agencies
Collaboration	Planning for Metropolitan regions	To better align state and local planning and the development of local planning strategies over the next five years.	Action 1: Land-use framework plans for each of the metropolitan regions In consultation with the Metropolitan Partnerships, the metropolitan regional planning groups will prepare a land-use framework plan for each of the six metropolitan regions. The land-use framework plans will include strategies for population growth, jobs, housing, infrastructure, major transport improvements, open space and urban forests. The plans will identify: • land to be set aside primarily for business and employment-generating purposes • precincts and activity centres where a mix of higher-density residential, commercial and other activities are encouraged • urban renewal precincts and sites where medium- and higher-density housing and mixed-use development will be encouraged • transit-oriented development opportunities that arise from major transport infrastructure projects such as the Metro Tunnel, level crossing removals and the Regional Rail Link • an access framework that ensures that activity centres and urban renewal, employment and tourism precincts are supported by walking, cycling, public transport and night travel options • additional regional-scale community, health, education, recreation, sporting and cultural facilities • additional regional open space networks and enhancements and greening initiatives.	**Lead Agency:** DELWP **Implementation Partners:** Councils, VPA, DEDJTR, DHHS and DET **Timeframe:** Medium

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[74] http://www.planmelbourne.vic.gov.au/__data/assets/pdf_file/0007/377125/Plan_Melbourne_2017_Implementation_Actions.pdf

Issue - Wgtn Region	Strategic Outcome – Plan Melbourne	Issue – Plan Melbourne	Actions	Agencies
Climate change adaptation	Melbourne is a sustainable and resilient city	Improvement of natural hazard, climate change and environmental adaptation and risk-mitigation strategies in planning schemes	**Action 85** Improvement of natural hazard, climate change and environmental adaptation and risk-mitigation strategies in planning schemes Review, update and improve the implementation of natural hazard, climate change and environmental adaptation and risk-mitigation strategies in the Victoria Planning Provisions and planning schemes to: • ensure the right identification of the hazard through agreed technical criteria with data custodians • ensure a consistent state-wide policy approach targeted to relevant natural hazards and climate change impacts • improve the approach to settlement resilience in areas exposed to high natural hazard and climate change risk • ensure provisions remain current and based on the best available climate change science • influence growth and settlement patterns to avoid and reduce long-term risk.	**Lead Agency:** DELWP **Implementation Partners:** VPA, Councils **Timeframe:** Short term
		Whole-of-settlement adaptation and risk-mitigation strategies	**Action 86** Whole-of-settlement adaptation and risk-mitigation strategies Prepare whole-of-settlement adaptation and risk-mitigation strategies to improve community resilience for inclusion in local planning schemes. This will also include providing best-practice guidance for responsible authorities on taking risk-mitigation principles into consideration in the preparation and assessment of development applications. Advocacy to central Government on natural hazard management	**Lead Agency:** DELWP **Implementation Partners:** VPA, Councils **Timeframe:** Medium
		Coastal hazard assessment	Action 87	**Lead Agency:** DELWP

Issue - Wgtn Region	Strategic Outcome – Plan Melbourne	Issue – Plan Melbourne	Actions	Agencies
			Coastal hazard assessment Complete local coastal hazard assessments and associated risk analysis for Port Phillip Bay and Western Port.	**Implementation Partners:** Parks Victoria, Port Phillip and Westernport Catchment Management Authority, councils **Timeframe**: Medium
Integrated Transport	Melbourne has an integrated transport system that connects people to jobs and services and goods to market	Metro-style rail system	Action 33 Metro-style rail system Plan for future improvements that continue the transition to a metro-style rail system, such as identifying lines for high-capacity signalling upgrades, simpler timetables with 'turn up and go' frequency, comfortable and efficient interchange opportunities and adding further capacity across the network. Actively progress greater levels of disability friendly public transport within the sub-region.	**Lead Agency:** DEDJTR **Implementation Partners:** PTV **Timeframe:** Short - Medium
		Improvements in the metropolitan bus and tram network	Action 35 Improvements in the metropolitan bus and tram network Implement further improvements across the metropolitan bus and tram network, including: • improving connections to and between NEICs and urban renewal precincts, including Parkville, Monash, Sunshine and La Trobe NEICs; as well as Fisherman's Bend, Arden and Macaulay urban renewal precincts • improving efficiency of the tramway network with additional trials of new treatments to	**Lead Agency:** DEDJTR **Implementation Partners:** PTV **Timeframe:**

Issue - Wgtn Region	Strategic Outcome – Plan Melbourne	Issue – Plan Melbourne	Actions	Agencies
			enhance tram priority across the network, such as continuing the roll out of the successful tramway treatments on existing peak hour tram lanes • investigating changes to the road-space allocation to prioritise bus and tram movements in priority locations • progressively update existing bus service plans to better link people to job-rich areas and community and service centres, following bus network consultation across metropolitan Melbourne • expanding the availability of real-time public transport information across all public transport modes both to internet-based services and at key transport hubs.	Short - Medium
		Integrated transport planning	**Action 39** Integrated transport planning Undertake integrated planning in significant metropolitan transport corridors, places and interchanges to deliver improved transport and land-use outcomes.	**Lead Agency:** DEDJTR **Implementation Partners:** DELWP, VPA, councils **Timeframe:** Short - Medium
Urban Growth - Undersupply of affordable housing	Melbourne provides housing choice in locations close to jobs and services	Metropolitan regional housing plans to guide housing growth	**Action 19** Metropolitan regional housing plans to guide housing growth In consultation with the Metropolitan Partnerships, the metropolitan regional planning groups will prepare metropolitan regional housing plans to implement Plan Melbourne and inform updates to local housing strategies and planning schemes. For each metropolitan region, these plans will: • assess the existing capacity to accommodate more dwellings over the period to 2051, as	**Lead Agency:** DELWP **Implementation Partners:** Councils, VPA, DEDJTR, **Timeframe:**

Issue - Wgtn Region	Strategic Outcome – Plan Melbourne	Issue – Plan Melbourne	Actions	Agencies
			well as the infrastructure enhancements required to support growth • identify the preferred locations for the delivery of medium- and higher-density housing, consistent with Plan Melbourne directions • determine the additional aggregate housing supply that can be delivered • identify the particular housing diversity and affordability issues that need to be addressed, including in areas of social inequality and disadvantage • assess what policy, statutory planning and infrastructure frameworks will be required to realise this housing capacity • identify short-term priorities in relation to housing supply, affordability and diversity, and actions to address them.	Short
		Central city urban renewal precincts	Action 3 Central city urban renewal precincts Prepare long-term land-use and infrastructure plans for the state-significant urban renewal precincts in the central city identified in Plan Melbourne, including Arden, Macaulay, E-Gate, Fisherman's Bend, Docklands, Dynon and the Flinders Street Station to Richmond Station Corridor. These plans will: • develop a vision for each urban renewal precinct • define the mix of land uses such as residential, commercial, employment, education, health and community services and open space • identify public realm improvements to enable high-quality urban environments • consider the sequencing of infrastructure to maximise development potential.	**Lead Agency:** VPA and DEDJTR **Implementation Partners:** Councils, DELWP **Timeframe:** Short - Medium
		Precinct Structure Planning	Action 20 Precinct Structure Planning Guidelines	**Lead Agency:** VPA and DELWP

Issue - Wgtn Region	Strategic Outcome – Plan Melbourne	Issue – Plan Melbourne	Actions	Agencies
		Guidelines	Update the Precinct Structure Planning Guidelines to incorporate learnings from previous Precinct Structure Plans (PSPs) in growth areas, and to align with Plan Melbourne and extend their application to urban renewal areas and regional areas. This will include undertaking an independent assessment of the outcomes of the existing PSPs in consultation with growth area councils, communities and the development industry. Key Plan Melbourne elements for incorporation in PSP guidelines are: • creating 20-minute neighbourhoods • applying the residential zones and Mixed Use Zone to encourage a diversity of lot sizes and housing types in the short and long term • providing for residential densities of 25 or more dwellings per hectare close to activity centres and adjacent to train stations and high-quality public transport in growth areas • providing for a greater diversity of employment uses, including small businesses • promoting walking and cycling in the design of new suburbs, particularly to schools • planning for health and/or education precincts • facilitating future renewable and low-emission energy-generation technologies • greening in both the public and private realm, focusing on increasing vegetation on properties, transport corridors and public lands • considering options for creating space for not-for-profit organisations in activity centres and shared space in community centres • applying planning provisions in growth area PSPs and settlement planning in peri-urban areas to best manage natural hazards • providing for waste and resource recovery infrastructure in line with the Metropolitan Waste and Resource Recovery Implementation Plan	**Implementation Partners:** Councils, DEDJTR, DHHS, DET **Timeframe:** Short
Urban Growth – Usable &	Melbourne is a productive city that	Central City Planning	Action 2: Central city planning in consultation with the Cities of Melbourne, Port Phillip and Yarra,	**Lead Agency:** DELWP and

Issue - Wgtn Region	Strategic Outcome – Plan Melbourne	Issue – Plan Melbourne	Actions	Agencies
accessible business space	attracts investment, supports innovation and creates jobs		develop a whole-of-government approach to planning for the central city that: • establishes a program for the timing and staging of development across different urban renewal precincts within the central city to identify the particular investments required to support such growth, and the timeframe anticipated for its delivery • outlines an access framework that connects all employment precincts to the CBD and to the wider metropolitan transport system. The framework will identify new, strategic transport connections and identify transport-management strategies including walking, cycling, public transport and night-time travel options • determines the specialised economic functions of individual precincts across the central city and the infrastructure necessary to support growth • identifies opportunities to establish and expand creative industries, small businesses and tourism • identifies opportunities to improve the public realm, open space, social, cultural and recreational facilities that support the central city's economic functions • recommends utility improvements to accommodate growth • makes recommendations about whether special governance arrangements will be necessary to coordinate matters such as investment facilitation, infrastructure delivery and development approvals.	DEDJTR **Implementation Partners:** VPA, Cities of Melbourne, Port Phillip and Yarra **Timeframe:** Short
			Action 3 Central city urban renewal precincts Prepare long-term land-use and infrastructure plans for the state-significant urban renewal precincts in the central city identified in Plan Melbourne, including Arden, Macaulay, E-Gate, Fisherman's Bend, Docklands, Dynon and the Flinders Street Station to Richmond Station Corridor. These plans will: • develop a vision for each urban renewal precinct	**Lead Agency:** VPA and DEDJTR **Implementation Partners:** Councils, DELWP

Issue - Wgtn Region	Strategic Outcome – Plan Melbourne	Issue – Plan Melbourne	Actions	Agencies
			• define the mix of land uses such as residential, commercial, employment, education, health and community services and open space • identify public realm improvements to enable high-quality urban environments • consider the sequencing of infrastructure to maximise development potential.	**Timeframe:** Short - Medium
			Action 4 Land-use and infrastructure plans for the national employment and innovation clusters Work in partnership with local governments, major institutions, utility providers, land owners and investors to prepare long-term land-use and infrastructure plans for national employment and innovation clusters (NEICs). Current work on Sunshine, Monash and La Trobe will be followed by Dandenong, Parkville and Werribee. For each NEIC these plans will: • develop a shared vision and desired outcomes statement • define its specialised activities and capacity to expand over time • identify constraints on employment and business growth, and the preconditions necessary to facilitate investment • define the planning boundary • evaluate whether existing planning controls provide effective planning frameworks. See Action 22 regarding Fisherman's Bend NEIC.	**Lead Agency:** VPA **Implementation Partners:** DELWP, DEDJTR, councils **Timeframe:** Medium

Benefits of Approach

The benefits of the long established mandatory integrated planning approach for Melbourne is;

- Clearly defined entities that is mandated, has a responsibility and a budget that allows for the implementation of the plan

- Due to an established structure they can afford to develop an ambitious plan with 112 actions.

- Melbourne has a strong regional identity.

- A clear understanding that what is good for the one area will be good for the Melbourne Region.

- The Plan is aspirational to allow for the Melbourne region to manage, adapt to and harness change for the social, economic and environmental benefit of future generations of Victorians.[75]

- Enabling co-operation between various departments and sectors

  Melbourne's growth relies on effective governance, strong leadership and collaborative partnerships. Maintaining strong working relationships between all spheres of government, the public and private sectors and the wider community will ensure that all Melburnians share the benefits and the responsibilities of putting plans into practice. [76]

- Having an integrated spatial plan will lead to:

  - Potential reduced commuting and transport costs for people living and working in the central city.

  - The plan supports the development of a network of activity centres linked by transport – These activity centres have been a part of Melbourne's pattern of development for decades. They contribute to a more liveable city with provision of housing and work in close proximity of each other. [77](p.36)

- Facilitates the optimisation of the transport network across the region ad linking it with land use.

- Proper planning will prevent the city from becoming less affordable and liveable—risking social cohesion and economic growth. [78]

- Manage the supply of new housing in the right locations to meet population growth and create a sustainable city

- The social, economic and environmental benefits of creating a more compact, sustainable city are profound. Some of the benefits of compact, higher-density neighbourhoods are as follows:

  - Social

  - It encourages positive social interaction and diversity, improves the viability of (and access to) community services and enables more (and better integrated) housing.

  - Economic

  - It enhances the economic viability of development, improves the economic viability of infrastructure delivery and utilises existing infrastructure.

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[75] Plan Melbourne, p3

[76] Plan Melbourne, p11

[77] Plan Melbourne, p 36

[78] Plan Melbourne, p46

- Transport
- It creates sustainable demand for more transport options—including public transport, walking and cycling—and can reduce overall travel time.
- Environmental
- It creates opportunities for efficient use of resources and materials, creates less pollution through the promotion of sustainable transport, preserves and helps fund the maintenance of public open space, creates new public open space, reduces overall demand for development land, and avoids expanding suburbs without
- Integrated planning support greater housing diversity and offer better access to services and jobs. It will also encourage the right mix of housing by enabling local residents to downsize or upsize without leaving their neighbourhood. (P. 47)

- Strategic management of government land to deliver additional social housing [79]
- Assist with creating linkages to neighbouring sub-regions and regions.

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[79] Plan Melbourne, P55

Appendix 6: Stakeholder Workshop Notes

Integrated Metropolitan Planning in Wellington

Notes from the Stakeholders' Workshop

May 2017 – James Cook Hotel

These notes are a distillation of the points raised during of a Workshop of regional stakeholders convened by the Local Government Commission on 2 May 2017.

Key Issues Facing Metropolitan Wellington

1. **Natural Hazards and Resilience**

   - Social/human challenges of working together on complex problems requiring cooperation/agreement

   - The lack of resilience of our infrastructure and buildings to an earthquake

   - Post-Earthquake functionality of region's infrastructure: resilience of our 3 waters, electricity, transport network, communications. Need to be resolved to ensure a resilient region.

   - Resilience of key networks and facilities (for example, Central Park Substation) and lack of duplicative efforts needed

   - Resilience to earthquakes – structural integrity of building stock, infrastructure and transport network – need to ensure self-sufficiency after a disaster

   - Preparedness for a post-EQ recovery effort and response – when significant movement of Alpine Fault/Subduction zone/Local fault occurs

   - Resilience planning – getting agreement on infrastructure planning and priorities (non-silo approach)

   - Climate change impacts – planning now for sea level rise and it associated impacts: for example, erosion/ inundation – land use planning, other mechanisms/ approaches like urban sensitive design

   - Flood events – higher water table, salt water intrusion

   - Natural hazards – where to intensify growth; where to avoid intensification

   - Sea level rise – managed retreat of low-lying coastal areas?

   - Natural hazards management from an RMA and asset management basis and ensuring consistent approaches across the metro region

2. **Economic Diversification**

   - The lack of diversity and growth in our regional economy: need for diversification of our economy, with less reliance on central government

   - Economic development outside Wellington Central

- Recognising market/developers influence on where development takes place
- Inequitable funding: funding burden is inequitable across region (and not focussed on beneficiaries) – current inefficiencies make it really difficult for business looking to invest and set up
- Improve regional economic competitiveness, against increasing pressure – for example, the Auckland effect and its threats such as to the port, business relocation
- Lack of a single coherent economic vision plan for region as a whole: unclear what the plan for economic development is? Risk that different councils are working against each other in competition and/or missing opportunities the region as a single market may obtain
- Agreeing growth projections i.e. certainty for future planning
- Lack of diversity in economy and opportunities for blue collar work

3. **Urban Planning and Growth**

- Managing/planning for urban growth could be improved
- No region-wide vision for growth: no consistent approach for locating new growth – either intensifying or for new greenfield areas
- No framework for how to make trade-offs. Business centres aren't treated like a network
- Lack of inter-agency approach to address cumulative urban growth issues
- Urban planning not closely aligned with impacts on the natural environment
- Better connected neighbourhoods needed
- Managing the environment, with multiple plans managing the same types of resources – not taking a holistic approach
- Where are the next locations for intensification in the region that have fewer risks or adverse effects (including climate change effects), and are well served with public transport
- Residential housing including social housing – where and what form?
- Sustainable and co-ordinated urban growth: for example, managing environmental effects such as on water quality
- Need for greater equity in planning decisions and prioritisation: geographical, socioeconomic, ethnic, all age groups, people with disabilities
- Uneven growth and transport planning; variable infrastructure costs
- Growth projection/forecasting methodology based on historical patterns and assuming these will continue – need whole region reaching potential
- Aligning catchment planning (Whaitua) and responding to changes in the Freshwater NPS requirements to urban growth
- Integration of planning outcomes need to better align with transport, housing and business planning – not isolated planning processes
- Collective evidence base planning and accessible

4. **Housing**

- Housing affordability and good quality housing (including development)
- Managing the complex factors to provide for affordable housing: Housing type/ infrastructure/accessibility and land use regulation
- Addressing the need to relate housing affordability with co-location with Transport

- Ensuring we have an adequate supply of social and affordable housing with all new supply of housing

- Make Wellington a leader in Housing Quality and Availability and Resilience and Affordability.

- Consistent approach to development contribution and spend

- Different ways to deliver more housing

- Promoting consistent approaches to determining appropriate density: location considerations

- Balance issues – reality of "need" v delivery

- Lack of housing supply, quality and affordability

- Housing quality – high density has generally been of poor quality

- Housing affordability – not just purchasing, but central affordability

- Matching housing supply/provision to population growth and change across the metropolitan Wellington

- House prices too high – increasing rapidly

5. **Transport**

- Congestion is increasingly an issue that often crosses territorial boundaries: what more can be done in that space to resolve those conflicts?

- Effective, multi -modal connected transport networks to provide access and resolve congestion

- Linking users of multiple transport networks – rail, ferries, roads – with different purposes of use too – recreational, business/freight, commuter

- Managing transport congestion: currently focussed on commuting to Wellington CBD – greater emphasis needed on interconnectedness/ability to move around efficiently – transport choice, commuting times

- Ease of movement across cities within the region, and between them

- Multi-modal issues disrupting roading networks: find integrated solutions

- Disincentives for mode shift

- Connectivity challenge – network should help people to commute and connect easily between CBD, Hutt, Porirua, Kāpiti, Wairarapa etc

- Public transport system is the key in prioritising reliable commuting between each area

- Connectivity – journey connection, road/private/public/trans/cycle/aiv with land use, including housing location and density increase; need for a network approach

- Transport – how to get NZTA into same conversation and same timeframes: for example, agreeing solutions to Wellington CBD transport challenges (Let's Get Wellington Moving)

- Improved movement of people and goods:
  - Road congestion
  - Public transport capacity and efficiency
  - Port
  - Airport

- High congestion; concentrated use of few corridors; concentrated triangle patterns (SH1/2/58).

- Transport:

- better integrated system between the regions to deal with mgmt. roads etc
- Transport mgmt. and investment aligned to growth
- Infrastructure need integrated systems for the region
- Replication of community facilities across TA boundaries
- Lack of integration between transport planning (a detailed demand) and the factors from which its derived eg. land use, housing and employment
- Funding and planning arrangement the focus on many people

6. Infrastructure

- Territorial authorities that have not given effect to the National Policy Statement for Electricity Transmission need to do so – eg. Wellington City Council. It is a critical aspect of ensuring better development out-comes, particularly where growth pressures exist near National Grid infrastructure.
- Need for greater transparency and two way discussions early in decision making. Infrastructure can be complex and have constraints that will influence urban growth. Going to be essential if urban development authority legislation comes into effect.
- Ability to afford infrastructure upgrades and new provision to cope with increase growth and greater resilience
- Disjointed infrastructure planning: multiple agencies
- Need to ensure that critical infrastructure (i.e. regionally/nationally significant) is appropriately protected
- Infrastructure interface – reverse sensitivity
- Current cost $ model for infrastructure planning with local level has had its day. Look at central/local/private revised model. Links to implementation resilience and integrated planning
- Infrastructure – commonalities, synergies, shared assets? ownership? efficiency, resilience
- Development of a "one network" systems approach – safe, reliable and resilient, effective and efficient
- Network infrastructure need detailed assessment on opportunities and constraints. Gap analysis to inform future decisions

7. Regional Management and Co-ordination

- Lack of clear links between regional policy and district planning – for example, digital strategy
- Integrated planning and funding – transport, infrastructure, housing – need for greater stability across political cycles
- Combining – catchment-wide planning, land use planning, infrastructure planning into a new model of thinking – regulatory and non-regulatory
- Co-ordinated Growth Planning. With allocated capacity and $ eg smart growth – Tauranga
- Utilise NPS-UDC policies and objectives to galvanise a collaborative and mandate approach
- Clear regional mandate and accountability for decisions on planning funding and delivery
- Development and implementation of a regional strategic approach to land use and transport planning
- Connectivity – journey connection, road/private/public/trans/cycle/aiv with land use including housing location and density increase. Network approach
- Agreement on issues – top problem is how to address them

- Need to promote greater central – local government engagement/collaboration
- Funding:
  ‣ Lack of co-ordinated land input, with all funding ultimately being decided on national level
- Need greater visibility of council/agency programmes of work: offers opportunity for compatible development activity
- Consistency across TA boundaries
- Fragmented regulatory environment for delivery of regional outcomes (networks of portfolios)

Top Six Issues Facing Metropolitan Wellington

The workshop attendees determined the six top issues facing the region. A key observation made by the group was that these issues are all integrated and interdependent – will be difficult to do one without the other.

The issues identified were (not in any order):

Growth Planning (Housing and Urban Planning)

- Business and residential growth and intensification
- Co-operative regional planning
- Uneven impacts on transport planning
- Development and Housing – where should it go
- Affordable housing

Natural Hazards

- Post-earthquake functionality, especially infrastructure
- Resilience
- Central Government role
- Catchment planning with land use and infrastructure planning – variable abilities and affordability
- Consistent and coherent response to climate change, sea level rise

Transport

- Effective and compact multi-modal networks
- Improved capacity
- Competiveness within the region and between regions for transport funding
- Transport and land use integration
- Community connectedness

Economic Growth and Diversity

- Lack of strong and coherent regional economic vision
- Where will growth be?
- Diversified economy - resilience of Central Government
- Don't lose Central Government
- Beyond Central Government
- Diversity to make more resilient

Greater Regional Co-Ordination

- How to work regionally for example, as per BoP Smart Growth
- Interconnected delivery
- Operate as a single voice, with a single vision (as per Auckland)
- Improve relationship between Central Government and Local Government
- Community fatigue – need to address fear of losing community identity
- Risk of capture by interest groups
- Communicating costs and benefits

Technology changes

- Current financial model for infrastructure
- Future proofing speed of change
- Equity
- Need to be very responsive to technical change

Defining the Top Six Issues

Attendees broke into six groups to discuss and define the top six issues in Wellington in more detail.

1. Growth Planning

Current Framework

- Each territorial authority pursuing own 'growth agenda'
- No common vision
- 23 existing plans relating to growth eg. District plans, growth plans

Current Way of Working

- Using growth to set rates (as an influence on rates setting)
- Lack of integration between region/Territorial authorities

- Some initial collaboration on the NPS-UDC but no formal agreement on next steps post modelling
- Poor understanding of drivers of growth and where/why it is occurring/will occur

Current Outcomes

- Ad-hoc growth
- Poor alignment with infrastructure and transport planning for example, state highway divorced from urban development – incentives not aligned
- Struggle with spontaneous development: few opportunities for it (land supply), and planners struggle to co-ordinate it and ensure its provided for
- Difficult for outside agencies to understand growth priorities
- Unclear to communities about how their neighbourhoods might change over time

Changes Needed

- Need more effective funding tools
- Incentives for growth not there: imposes costs that can't fully recover, and risks, liability are financial externalities on current property owners
- A common vision and 'growth story'

2.   Natural Hazards and Resilience

Where are we now

- Disjointed ad hoc
- Not well co-ordinated
- Multiple pieces of govt. legislation
- Multiple plans
- Multiple players

Central Government Focus

- Use of business case process to confirm investment objectives

What are we doing

- Regional Natural Hazards Strategy – GWRC
- WINERP First 7 days: WERP Regional Recovery
- Planning for community resilience (WREMO)
- Who's doing it well – Auckland because unitary authority; CERA; Christchurch Health

Outcome if we continue on same path

- Wellington Earthquake Recovery Authority
- Duplication and Costs
- District plans struggling with natural hazards
- Inefficient and inadequate infrastructure investment
- Not working regionally in efficient/streamlined way

3.   Transport/Connectivity

- There is no strong link at the moment between region, Wellington NZTA, territorial authorities, KiwiRail, Port, Airport – all independent/separate
- Problem persists/all independent
- Any examples:
  - UK or France – local municipalities coordinate
  - Wellington Water modal might be an example of better co-ordination between agencies
  - Melbourne Transport and local government co-ordinate
  - Hong Kong - road, trams, ferries

4. **Economic Growth**

- Lack of agreed vision for economic growth
- Poor planning for economic growth
- Too reliant on central government (one big quake and they'll be gone)
- Now – WREDA, Wellington Regional Strategy and own councils:
  - Effectiveness?
  - WREDA too narrow – too WCC focused. Lack of trust and regional buy-in and $
  - Competition between councils for economic growth but in effect its only one labour market and seen as one urban area by business/industry
  - Working on broadening industries on offer – for example, technology focus
  - Need to identify strengths of each part of region as a package
- Need to recognise Wellington's liveability
- Uneven funding not matched to the particular benefits of business
- Economic Development Agency doesn't have an economic development focus

What we need….

- Effective partnership with central government
- Auckland plan – clear priorities for region to build economic growth strategy
- Bigger than just a spatial plan
- Clear view of what land we need where across region (1 market – 1 economic unit)
- Business land specifically
- One-stop shop for investors in region
  - Land, regulation, infrastructure
  - Facilitator role
- Lack of appreciation that metro Wellington is 1 economic unit, 1 labour market at governance level.

5. **Regional Coordination**

- Not enough
- Need for a Planning Managers' Forum (policy)
- Currently internal focus of each territorial authority

- NPS UDC – Could provide a platform for greater regional coordination, but not mandated outside high growth areas (for Future Development Strategies)

6. Technology Change

Where we are

- Research

- Environmental scan – trends and opportunities – local, national, international

- Early trials of new tech (for example, Maas Managed Motorway)

- Revising existing programmes parking text to manage congestion issues

- Improving knowledge

- Changing the way, we engage

- Opening data sources

- Developing new tools/models

Opportunities

- Not joined up (internally, between organisation, across sectors)

- Haven't applied it to infrastructure planning effectively

- Sharing data and insights

- Too slow, not normalised (make it BAU – 'business as usual')

- Better customer service/more efficient and effective

Potential Integrated Planning Frameworks

Potential planning framework solutions are listed below. These solutions were not necessary directly linked with any particular issue in Wellington.

Funding & Incentives for growth

- Cross-Council funding solutions
- Equity – access to info
- Protecting local place shaping
- General platform used for sport: apply to promote growth at regional level
- Ring-fencing funding to the beneficiaries
- Understand of where risks lie: how do rate-payers guarantee wider risk taking?
- Diversity of balance-sheets: quarantine risks
- Wider funding sources, that correlate with economic performance

Metro Framework

- Metro 'one' Wellington
  - Wellington Water provides an example of efficiencies possible
- Steering groups
- Auckland Council infrastructure team attracting high quality staff
- Central Government direction
- Need to avoid loss of community identity: for example, Auckland promotes events on wider scale creating sense of regional identity
- Create groups that move together
- Efficiencies in contracts
- Regional Planning Agency – Mayors and Council reps
- Efficiencies in using expertise, investigation
- Regional decision-making needed
- Ability to talk to and work with central government agencies and infrastructure providers – a forum – all agree to implement things together
- Key is to get councils to work together politically
- Concern is loss of community identity:
  - Ability to identify and promote identity in a framework that facilitates consistency
  - Ability to know what's happening: for example, Events Auckland
- Currently a competitive model
- Ability to attract high level/quality staff and expertise, focus on issues, avoid duplication in effort.
- Same rules/controls consistently – National planning standards avoid reinventing the wheel: Wellington could proactively work on overall planning framework under RMA
- Competition efficiencies for larger contracts

- ▪ Shared services
- One-stop shop – for example, Auckland Council has a single infrastructure consenting team – no re-educating every time, most valuable thing. Consistent advice, interpretation
- See the big picture
- Consistent conditions: for example, monitoring obligations
- Consistent subdivision and land development costs
- Issue workgroups e. planning response to natural hazards (new matter of national importance under section 6(h) RMA)
- Disconnect between regional economic development and regulatory arms of councils: single regulatory arm would promote consistency and could work with delivery of economic development strategy
- Natural hazards:
  - ▪ Steering group with representatives from different sections: one councillor from each Council but there to represent the wider region not the particular council
  - ▪ Structure to document info and decisions

Shared Services

- Building on Wellington Water model
  - ▪ For example, for Transport
- Would effectively address cross-boundary issues
- Network infrastructure

Based on Wellington Region Planning Authority from 1970s

- Not elected
- Board (mix of politicians/independents)
- Appoint own experts
- Delegated decision-making powers

Shared Planning

- Shared funding
- Independent chair
- Non-binding
- Work Stream Project – Smart Growth

Infrastructure Investment Plan

- Resilience/natural hazards
- Funding of infrastructure
- Reduce duplication
- Maximise efficiency
- Connecting networks (dependencies)
- Max economic value (leverage value)
- Must be regional to from issue

- Council and infrastructure providers and central government.
- No existing examples
- Shared delivery funding strategy
- Shared vision joint/co-ordination programme
- Investment plan
- Value-add activities (WREDA)
- Voluntary co-ordination led by FT team (report to CE forum?)

Entity with an agreed and committed mandate

- Based on partnership-based principles)
- Entity not vulnerable to:
  - Political cycles
  - Financial models

Purpose

- To think and act regionally for our community
- Delivers integrated planning

What

- Shared knowledge base
- Shared resources
- Shared journey
- Shared issues/responsibilities

Objectives

- Local and central government to sort themselves out for the place

Who

- Local/Central Government
- TLA's
- Regional Council
- NZTA
- Housing NZ
- Wellington Water
- DHBs
- Education
- WELL
- WREDA

Change role, responsibilities and representation structure of Regional Council

- Would have a Mandated obligation – cannot opt out
- Find mechanism for funding – per capita funding

- Design CCO to consider what to do for parties

- Strategy change to Regional Council

- Ring fence council funding for Regional Council

Why is the current ad hoc system not working?

- Politicians don't feel they get their fair share of attention even if they have local expertise

- Each individual area has ambition to grow (taking from one part of the region to the other seen as a win)

- Notion that they need growth to improve amenity

Benefits of Regional Planning/Integrated Planning

- Can employ top specialists that can be shared by Councils (through business case)

- Central Government offer pool funding if Councils works together – carrot to work together

- Could MBIE ramp up its city economic development role?

Council developer forums

(Alternative idea provide by one of the attendees)

- What is holding back development and what would fix it

Devising a Framework Solution

(Group with alternative approach to workshop)

What's the problem?

- Multiple networks operating in isolation = not meeting regional needs collectively

- Ad hoc approaches = cost inefficiencies

- Fail to meet risks/needs of community

- Not achieving place based responses amongst different agencies

- Issues aren't always just community or local or coastal government in nature. Can be collective issue eg housing – transport, housing NZ, infrastructure, health, education.

- Our system structure doesn't serve modern community needs and time costs anymore

- Where, how, why is a matrix system

- Time, mandate, funding, culture/will

- Systems thinking capability

Develop a framework that isn't vulnerable to –

- Poor and dysfunctional central/local govt/community relationships

- Political cycles/governance

- Financial models as they stand today

- Current constraints

- Outcome – One Wellington plan

  - Smart growth – joint agency response that's committed to issues shared regionally, and has been effective in that role

Current state

- Work arounds because can't get what we want vs Wellington now – for example

1. Get Wgtn moving
2. Wgtn resilience starting
3. RNH Strategy
4. Strategies in every agency, such as
   - NZTA
   - Housing
   - Councils
5. DOS, reg plans etc
6. Airport runway
7. Regional land
8. 3 Waters' strategy
9. 10year service plan
10. NPS-UDC/FW-NPS/UDA (proposed)
11. WREMO
12. WREDA
13. Wellington 2040

Proposed way forward

- We're ready to act and think differently = Deliver differently – cultural/thinking framework
- Not necessarily planning or regulatory in focus
- Need a non-political framework
- Structural Entity with an agreed and committed mandate
- Relationship-based model:
  - For example, avoid what hasn't worked well. Monopolistic to relationship things to systems.

How to you deal with the question - What's in it for me? – Communities and organisations

Appendix 7: Metropolitan Wellington Integrated Planning - Opportunities and Challenges Summary Table

Issue	Opportunities integrated planning could create	Challenges integrated planning could help address	Potential Objectives of Framework
Infrastructure Resilience	• Consistent standard of infrastructure resilience across all councils (i.e. 'One Network' approach) • Coordinated approach to contingency planning • Integrated and complementary support across metropolitan councils • Regional targeting and prioritisation of infrastructure spend • Consistent region-wide communication and messaging around the current status of infrastructure and programmed upgrades • Stronger relationship with Central Government and more transparent division of roles and responsibilities (including funding) • Reduced duplication of effort and spend across metropolitan councils	• Responding effectively to statutory obligations (e.g. s.60 CDEMA – lifeline utilities) • Disjointed infrastructure planning across multiple agencies (e.g. councils, Wellington Water) • Collaborative, coordinated response to major natural hazard events (e.g. earthquake) • Consistency of the data relating to the condition and performance of key regional infrastructure assets • The potential vulnerability of specific regional infrastructure assets and their ability to be quickly reinstated post-event (e.g. water supply) and availability of viable contingency measures (e.g. emergency water supply) • Consistent and equitable funding of the maintenance and upgrade of the region's key infrastructure assets • Common agreement on infrastructure planning and priorities, balancing benefits and capacity to pay • Duplication of effort and spend across the metropolitan councils • Convincing communities in the region to invest in infrastructure resilience when there is no immediate or perceived need/ urgency • Recognition that regional residents live and work in different Council jurisdictions (e.g. reside in Porirua, work in Wellington)	• Develop business cases and road map for coordinated reinforcement of asset infrastructure that can be incorporated into TA asset plans and used as the basis for discussing funding options with ratepayers and central government

Issue	Opportunities integrated planning could create	Challenges integrated planning could help address	Potential Objectives of Framework
Climate Change Adaptation	- Regionally consistent understanding of climate change impacts and common information base to inform decision making and the wider regional community and save Councils costs in commissioning individual pieces of work. - Consistent approach to budgeting for protection and remedial costs (i.e. 3 waters, roads) - Regionally agreed and consistent approach to risk management and jointly prepared and implemented regulatory/non-regulatory responses (e.g. managed retreat, impacts of erosion/ inundation) - Emphasis on planning and preparing the region to deal with anticipated disruptions (e.g. flooding) rather than simply responding to events - Negotiating access to affordable insurance premiums and enhanced risk coverage	- Responding effectively to statutory obligations (e.g. s.6(h), RMA) - Projected increase in the frequency and severity of severe weather events will place further pressure on each TA's resources. - Lack of mandatory requirements/direction regarding climate change response - Absence of national standards and codes of practice to guide the development of consistent systems and procedures to respond to climate change risks (e.g. sea level rise) - Benefits of adaptation uncertain and hard to identify but costs are high and visible - Arriving at an agreed regional position on the level of climate change risk exposure and developing appropriate and consistent regulatory/non-regulatory responses (e.g. minimum floor levels, managed retreat)	- Reduce the potential disruptive impact of climate change driven flood and erosion events by x % and shorten the recovery period by y % over z years through the following steps: - Develop and monitor an exposure index for TA areas based on existing hazard assessment work - Agree common problem statement and estimate of potential consequences (including estimated effect on economic activity and well-being) of: - flooding or erosion due to weather event - defence or withdrawal options for risk prone areas - Develop business cases and road map for coordinated reinforcement of asset infrastructure that can be incorporated into TA asset plans and used as the basis for discussing funding options with ratepayers and central government
Fragmented Transport Governance	- Development of a stronger, collaborative partnership with NZTA - Improved alignment between RLTP and National Land Transport Strategy, RLTP and local transport decision-making (e.g. matching regional and national/regional/ local priorities and associated funding) - Development of a cross-council transport CCO to increase cost efficiencies and reduce duplication (e.g. mirroring of	- Increasing traffic congestion, unreliable journey times and reduced connectivity within and between urban centres in the region - Achieving a shift from private vehicles to alternative modes of travel (e.g. cycling, public transport) - Lack of incentives to encourage a mode shift (e.g. from private vehicles to public transport)	- Improve linkages between transport and land use in order to: - Reduce congestion - Reduce journey times and boost economic productivity and liveability - Increase transportation choice

Issue	Opportunities integrated planning could create	Challenges integrated planning could help address	Potential Objectives of Framework
	Wellington Water model) • Development of an effective multi-modal transport network that improves connectivity, reduces congestion and optimises the use of existing networks • Improved inter-relationship between transport and urban growth planning (linking land use with transport to reduce points of congestion) • Enables more rapid and coordinated response to technological changes (e.g. Mobility as a Service)	• Lack of effective inter-agency coordination (e.g. councils, NZTA) linking urban growth and transport planning in an integrated manner • Increased travel time and transport infrastructure costs resulting from dispersal of urban growth • Increasing cost of transport infrastructure provision and competition within the region and between regions for available transport funding (i.e. National Land Transport Fund) • Alignment of regional and city/ district level transport priorities (i.e. no direct statutory requirements for RLTP priorities to be adopted in local council transport decisions)	
Urban Growth – Housing Affordability	• Joint development and implementation of a regionally consistent approach to estimating the demand for housing land and measuring and monitoring the development capacity available to meet projected demand • Development of a more rational, inter-agency approach to regional growth management (e.g. sub-regional urban growth strategy) • Joint development of a regionally agreed and consistent set of regulatory land use planning provisions to help reduce development costs and investment uncertainty and encourage housing to be constructed at scale (e.g. density, lot size)	• Responding effectively to statutory obligations (e.g. ss.30(1)(ba) & 31(1)(aa) RMA), NPS Urban Development Capacity) • Arriving at a common, agreed set of urban growth projections for the region (i.e. to provide certainty for future land use/transport/infrastructure planning and funding) • Competition for growth by individual metropolitan councils and independently developed urban growth strategies • Lack of a regional vision for housing growth through development of a consistent approach to the location and nature of such growth (e.g. greenfields, intensification)	• The delivery of housing land that provides a variety of housing choices, located in the best position in terms of land and infrastructure use in the region, improving liveability in the region • Creating a secure and potentially more favourable investment platform for developers

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Issue	Opportunities integrated planning could create	Challenges integrated planning could help address	Potential Objectives of Framework
	• Greater efficiencies and more effective provision of locational choice across the metropolitan region • Better targeted, cost effective provision of housing supply centred on areas in the region with surplus capacity to accommodate growth (i.e. suitably zoned and serviced land) and where spare infrastructure capacity exists • Improved inter-relationship between urban growth planning and transport (i.e. transport management and investment aligned with growth)	• Lack of effective inter-agency coordination to address the cumulative impacts of growth in the metropolitan region (e.g. councils, NZTA, infrastructure providers) • Improving the current limited housing choice due to the uneven distribution of suitably zoned and serviced land across the region (e.g. Wellington vs Porirua) • Matching supply to demand in areas within the region currently experiencing a constrained housing market (e.g. Wellington) • Housing that is not well integrated with multi-modal transport (e.g. co-location with public transport) • Understanding the use and condition of existing infrastructure assets across the metropolitan region and the level of spare capacity available	
Urban Growth – Economic Diversification	• Joint development and implementation of a regionally consistent approach to estimating the demand for business land and measuring and monitoring the development capacity available to meet projected demand • Development of a more rational, inter-agency approach to regional economic growth management (e.g. supply of business land) • Joint development of a regionally agreed and consistent set of regulatory land use planning provisions to help reduce development costs and investment uncertainty	• Responding effectively to statutory obligations (e.g. ss.30(1)(ba) & 31(1)(aa) RMA), NPS Urban Development Capacity) • Arriving at a common, agreed set of business growth projections for the region (i.e. to provide certainty for future land use/transport/infrastructure planning and funding) • Competition for growth by individual metropolitan councils and independently developed urban growth/economic development strategies, which results in economic fragmentation • Lack of effective inter-agency	• Having cohesive cities and region that optimise the positioning of land use and transportation • A responsive city that attracts a diversity of economic activity and provides greater job opportunities to its residents • Creating a secure and potentially more favourable investment platform for developers

Issue	Opportunities integrated planning could create	Challenges integrated planning could help address	Potential Objectives of Framework
	• Greater efficiencies and more effective provision of locational choice for businesses • Better targeted, cost effective provision of business land centred on areas in the region with surplus capacity to accommodate growth (i.e. suitably zoned and serviced land) and where spare infrastructure capacity exists • Improved inter-relationship between business growth planning and transport (i.e. transport management and investment aligned with growth) • Replacement of inter-council competition for economic development with regional cooperation	coordination to address the cumulative impacts of growth in the metropolitan region (e.g. councils, NZTA, infrastructure providers) • Uneven distribution of suitably zoned and serviced industrial land across the region (e.g. Wellington vs Petone/Seaview) and growing pressure on seismically resilient commercial office accommodation • Matching supply to demand in areas within the region currently experiencing constrained business land availability • Recognising and responding to the fact that developers and the wider market have a major influence on where development takes place (e.g. the 'Auckland effect' and the threat it poses to the port and business retention) • Appropriate transport connections and business land that is not well integrated with multi-modal transport (e.g. rail, port, freight haulage) • Understanding the use and condition of existing infrastructure assets across the metropolitan region and the level of spare capacity available	
Collaboration	• Enables key regional issues to be agreed and addressed in a more consistent and integrated manner • Offers metropolitan councils an opportunity to represent their interests to Central Government and adjoining districts/regions as a single, 'unified' voice	• Responding effectively to statutory obligations (e.g. s.18A(c) RMA, s.14(1)(e) LGA) • No strong sense of urgency or underlying political commitment to implementing an integrated planning approach across the metropolitan region • Political parochialism potentially making	• Increase Wellington rate of economic growth to the national average and diversify the economy to reduce dependence on 'Public Administration' (currently 11.5% of GDP to x% of GDP by 2020)

Issue	Opportunities integrated planning could create	Challenges integrated planning could help address	Potential Objectives of Framework
	• Enables metropolitan councils to collectively advocate more effectively on agreed issues and directions (i.e. strength of the 'whole' is greater than the sum of the individual parts) • Creates an opportunity to more closely align planning between central and local government to achieve better targeted and more cost-effective investment • Encourages the assumption of greater collective accountability for planning, funding and delivery of agreed regional outcomes (i.e. regional 'mandate') • Promotes more streamlined, consistent and efficient planning and decision making (e.g. growth management, climate change) • Builds organisational capability across the region through the sharing of resources/'best practice' and enables realisation of better economies of scale (e.g. procurement of research) • Development of a common, uniform evidence base to inform consideration and decision making regarding regional issues, priorities and investment	the negotiation of trade-offs and achievement of consensus problematic • Securing ongoing political commitment and cooperation (i.e. impact of 3 yearly election cycle) • Differing perspectives on priority setting and equitable investment contributions • Absence of a common decision-making forum that all parties would be comfortable engaging in • Potential dominating influence of Wellington City • Extent of integration and relative importance/priority assigned to existing strategies/plans/ programmes prepared by constituent local authorities (e.g. fragmented regulatory environment) • Degree of Central Government political willingness to invest in the region in the absence of a 'unified' voice or a nationally significant issue (e.g. natural disaster, urban growth) • Capacity and capability of individual metropolitan councils to effectively engage on and respond to regional issues (e.g. specialist skill base, funding pressures)	