
ORDINARY MEETING

OF

CITY STRATEGY COMMITTEE

AGENDA

Time: 9:30am
Date: Thursday, 5 September 2019
Venue: Ngake (16.09)
Level 16, Tahiwī
113 The Terrace
Wellington

MEMBERSHIP

Mayor Lester
Councillor Calvert
Councillor Calvi-Freeman
Councillor Dawson
Councillor Day
Councillor Fitzsimons
Councillor Foster
Councillor Free
Councillor Gilberd
Councillor Lee
Councillor Marsh
Councillor Pannett (Chair)
Councillor Sparrow
Councillor Woolf
Councillor Young

NON-VOTING MEMBERS

Te Rūnanga o Toa Rangatira Incorporated
Port Nicholson Block Settlement Trust

Have your say!

You can make a short presentation to the Councillors at this meeting. Please let us know by noon the working day before the meeting. You can do this either by phoning 04-803-8334, emailing public.participation@wcc.govt.nz or writing to Democracy Services, Wellington City Council, PO Box 2199, Wellington, giving your name, phone number, and the issue you would like to talk about.

AREA OF FOCUS

The role of the City Strategy Committee is to set the broad vision and direction of the city, determine specific outcomes that need to be met to deliver on that vision, and set in place the strategies and policies, bylaws and regulations, and work programmes to achieve those goals.

In determining and shaping the strategies, policies, regulations, and work programme of the Council, the Committee takes a holistic approach to ensure there is strong alignment between the objectives and work programmes of the seven strategic areas of Council, including:

- **Environment and Infrastructure** – delivering quality infrastructure to support healthy and sustainable living, protecting biodiversity and transitioning to a low carbon city
- **Economic Development** – promoting the city, attracting talent, keeping the city lively and raising the city's overall prosperity
- **Cultural Wellbeing** – enabling the city's creative communities to thrive, and supporting the city's galleries and museums to entertain and educate residents and visitors
- **Social and Recreation** – providing facilities and recreation opportunities to all to support quality living and healthy lifestyles
- **Urban Development** – making the city an attractive place to live, work and play, protecting its heritage and accommodating for growth
- **Transport** – ensuring people and goods move efficiently to and through the city
- **Governance and Finance** – building trust and confidence in decision-making by keeping residents informed, involved in decision-making, and ensuring residents receive value for money services.

The City Strategy Committee also determines what role the Council should play to achieve its objectives including: Service delivery, Funder, Regulator, Facilitator, Advocate

The City Strategy Committee works closely with the Long-term and Annual Plan Committee to achieve its objectives.

Quorum: 8 members

TABLE OF CONTENTS
5 SEPTEMBER 2019

Business	Page No.
1. Meeting Conduct	5
1.1 Mihi	5
1.2 Apologies	5
1.3 Conflict of Interest Declarations	5
1.4 Confirmation of Minutes	5
1.5 Items not on the Agenda	5
1.6 Public Participation	6
2. Strategy	7
2.1 Multi User Ferry Terminal Presented by Councillor Calvi-Freeman	7
3. Policy	35
3.1 Submission on the Standards for Advertising and Promotion of Alcohol Presented by Councillor Dawson	35
4. Public Excluded	43
4.1 Acquisition of Land - Mt Cook Presented by Councillor Gilbert	43

1. Meeting Conduct

1.1 Mihi

The Chairperson invites a member of the City Strategy Committee to read the following mihi to open the meeting.

Taiō Pōneke[†] – City Strategy Committee

Te wero

Toitū te marae a Tāne

Toitū te marae a Tangaroa

Toitū te iwi

Taiō Pōneke – kia kakama, kia māia!

Ngāi Tātou o Pōneke, me noho ngātahi

Whāia te aratika

Our challenge

Protect and enhance the realms of the Land and the Waters, and they will sustain and strengthen the People.

City Strategy Committee, be nimble (quick, alert, active, capable) and have courage (be brave, bold, confident)!

People of Wellington, together we decide our way forward.

[†] The te reo name for the City Strategy Committee is a modern contraction from 'Tai o Pōneke' meaning 'the tides of Wellington' – uniting the many inland waterways from our lofty mountains to the shores of the great harbour of Tara and the sea of Raukawa: ki uta, ki tai (from mountain to sea). Like water, we promise to work together with relentless synergy and motion.

1.2 Apologies

The Chairperson invites notice from members of apologies, including apologies for lateness and early departure from the meeting, where leave of absence has not previously been granted.

1.3 Conflict of Interest Declarations

Members are reminded of the need to be vigilant to stand aside from decision making when a conflict arises between their role as a member and any private or other external interest they might have.

1.4 Confirmation of Minutes

The minutes of the meeting held on 22 August 2019 will be put to the City Strategy Committee for confirmation.

1.5 Items not on the Agenda

The Chairperson will give notice of items not on the agenda as follows.

Matters Requiring Urgent Attention as Determined by Resolution of the City Strategy Committee.

The Chairperson shall state to the meeting:

1. The reason why the item is not on the agenda; and
2. The reason why discussion of the item cannot be delayed until a subsequent meeting.

The item may be allowed onto the agenda by resolution of the City Strategy Committee.

Minor Matters relating to the General Business of the City Strategy Committee.

The Chairperson shall state to the meeting that the item will be discussed, but no resolution, decision, or recommendation may be made in respect of the item except to refer it to a subsequent meeting of the City Strategy Committee for further discussion.

1.6 Public Participation

A maximum of 60 minutes is set aside for public participation at the commencement of any meeting of the Council or committee that is open to the public. Under Standing Order 3.23.3 a written, oral or electronic application to address the meeting setting forth the subject, is required to be lodged with the Chief Executive by 12.00 noon of the working day prior to the meeting concerned, and subsequently approved by the Chairperson.

Requests for public participation can be sent by email to public.participation@wcc.govt.nz, by post to Democracy Services, Wellington City Council, PO Box 2199, Wellington, or by phone at 04 803 8334, giving the requester's name, phone number and the issue to be raised.

2. Strategy

MULTI USER FERRY TERMINAL

Purpose

1. The purpose of this report is to provide an update to the Council on the Multi User Ferry Terminal project and recommend that the Council support the summary Programme Business Case, including the preferred location at Kaiwharawhara.

Recommendation/s

That the City Strategy Committee:

1. Receive the information.
2. Note the content of the report
3. Note that Wellington City Council's role in the future development of the Multi User Ferry Terminal will mostly be in a consenting capacity.
4. Support the Summary Programme Business Case (PBC) "Cook Strait Connectivity – Programme Business Case for the Wellington Ferry Terminals" (Attachment 1) which concludes with the preference for a Multi-User Ferry Terminal at Kaiwharawhara.

Background

2. Officers have been working with partners CentrePort, Bluebridge, KiwiRail, Greater Wellington Regional Council (GWRC) and New Zealand Transport Agency (NZTA) on the preferred location of a new Multi User Ferry Terminal. The Cook Strait ferry service is a critical part of the country's transport network and provides significant benefits to the regional economy.
3. GWRC established a shared work programme in March 2018 and a Memorandum of Understanding was signed by the parties in September. The Programme has oversight from a Programme Control Group (comprising Chief Executives of the partner organisations). One of the key workstreams is the preparation of a Programme Business Case to examine the options for a new multi-user ferry terminal from which both Cook Strait services would operate. This includes examining the preferred location of a terminal and the ancillary infrastructure, including changes to the transport network that would be required to facilitate a successful outcome.
4. Work has been underway since late 2018 on a Programme Business Case. A summary of the full Programme Business Case is provided in Attachment 1.
5. A preferred location has now been selected through this process and all partners on the project are seeking support for the outcome off the Business Case from their governance bodies.

Discussion

6. At a Project Control Group (PCG) meeting on 25 June 2019 members of the PCG agreed to a set of recommendations with regards to the Programme Business Case (PBC) and the next stage of work, as follows:
 - a) Agreed to support the Summary Programme Business Case (PBC) “Cook Strait Connectivity – Programme Business Case for the Wellington Ferry Terminals” which concludes with the preference for a Multi-User Ferry Terminal (MUFT) at Kaiwharawhara.
 - b) Noted the Indicative Timeframe included in the PBC document.
 - c) Noted the four Working Papers.
 - d) Agreed to seek support for the PBC from their relevant governance bodies.
 - e) Noted KiwiRail will be undertaking Interim works at Kaiwharawhara due to the need for changes to accommodate their new ferries which are expected to arrive in 2024 and the MUFT will not be complete by then
 - f) Agreed Kings Wharf option is held as the back-up option until the Kaiwharawhara Resilience Work – Site Specific Seismic Hazard Assessment work is complete.
7. At the time of completing this paper, Greater Wellington regional Council, the CentrePort Board, StraitNZ Board and iRex Project Governance Board (KiwiRail governance board responsible for the new ferries and terminals) have provided support for and/or noted the PBC and next steps. A paper on the MUFT is going to the NZTA Board later this year.
8. The next step is to complete some more detailed seismic resilience work for the Kaiwharawhara site. An indicative level of analysis and costing was completed as part of the PBC, however all parties agreed that to be able to move ahead with certainty with detailed design and planning at the Kaiwharawhara site further investigation on seismic resilience was required early in the next phase. This work has commenced.
9. A Seismic Resilience Statement is being developed by Beca Group (commissioned by GWRC and partners), which will include the overall seismic standards to be achieved and outlining the expectations for occupation, functionality, life safety and lifelines role under increasing levels of earthquake shaking. The objective will be to include a design features statement outlining how the required objectives can be delivered.
10. CentrePort has commissioned Opus to undertake geotechnical testing and gather further information on ground conditions.
11. Once this information is completed, further work can be completed on design options and costings.
12. At this stage, it is expected that this work will all be completed by the end of 2019/early 2020.
13. It is expected that at an appropriate time, a resource consent will be submitted which will then be processed in the appropriate way according to the Resource Management Act and Council’s District Plan.

Options

14. The City Strategy Committee could decide to:
 - a) Note the work done and support the Programme Business Case.
 - b) Not support the Programme Business Case.

Next Actions

15. The attached PBC summary document sets out the next steps with an indicative timeline for when they will happen.

Attachments

Attachment 1. Cook Strait Connectivity - Programme Business Case for the Wellington Ferry Terminals [↓](#)  Page 11

Author	Paul Barker, Manager, Network Improvements
Authoriser	Anna Harley, Manager City Design & Place Planning David Chick, Chief City Planner

SUPPORTING INFORMATION

Engagement and Consultation

There has been no community engagement in developing the Programme Business Case. The outcomes of the PBC have been made public on Friday 16 August 2019 in a joint press release

Treaty of Waitangi considerations

In the next stage of PBC development, considerable engagement with Iwi is expected with a large emphasis on the Kaiwharawhara Stream, estuary and Delta.

Financial implications

It is not expected that there will be a direct cost attributed to Wellington City Council

Policy and legislative implications

N/A

Risks / legal

N/A

Climate Change impact and considerations

Officers have considered the effect of the matter on the climate. Officers recommend that the matter, at this stage of the project (being the planning phase) will have an effect that is not considered significant as it can be planned and mitigated for during the next stage.

Communications Plan

Communication on this project milestone has been developed jointly with the project partners and a joint press release was released in August to coincide with the release of the Programme Business Case.

Health and Safety Impact considered

N/A

COOK STRAIT CONNECTIVITY

PROGRAMME BUSINESS CASE FOR THE WELLINGTON FERRY TERMINALS

JULY 2019

www.beca.com

“ Growing demand for the Cook Strait ferries means that change is necessary. We need to align out investment in ferry terminal infrastructure for maximum effect, but first, where should they go? ”

THE COOK STRAIT FERRIES:
NZ'S WATER BRIDGE
RESILIENT LIFELINE INFRASTRUCTURE
SUPPORTING THE ECONOMY
A QUALITY EXPERIENCE

Connecting the Country

Why are we looking at this?

Resilience CONCERNS

BIGGER **Ships**

NZ economy RISK

MORE **Visitors**

Congested NETWORK

MORE **Freight**

So where in the lower North Island should the Cook Strait ferry terminal(s) be located?

Foreword

We're examining a once-in-a-lifetime opportunity to reconfigure the Wellington ferry terminals. This nationally important infrastructure needs investment now.

It's complex. Included are changes to marine infrastructure, road and rail, public transport and active mode provision, terminal buildings, civic redevelopment and strengthening for resilience. It requires key stakeholders to come together. CentrePort, the New Zealand Transport Agency, Greater Wellington Regional Council, Wellington City Council, Interislander and Bluebridge are working collaboratively on a solution. Wider support is also needed.

Together, the stakeholders identify opportunities to improve resilience for ferry operations, the city and region, to enhance the experience of ferry passengers and the general public, and to support the local, regional and national economy.

Kaiwharawhara has been identified as the preferred location for a multi-user ferry terminal. Determining the governance and ownership structure for this programme is one of the crucial next steps. There is a need for certainty on the future of the ferry terminals in order to coordinate stakeholders' decision-making and the many hundreds of millions of investment needed.

The opportunity presented on a local, regional and national level is very significant. All stakeholders are committed to continuing to work together to achieve the best result for New Zealand.

Who's involved?

Absolutely Positively
Wellington City Council
Me Heke Ki Pōneke

Has statutory responsibilities in relation to overall land use and movement planning, spatial planning, local infrastructure provision and consenting.



Has regional statutory responsibilities relating to transport planning, public transport, harbour master services, civil defence, and environmental management.



Owns and operates Wellington's port, including the land and the marine assets from which the two existing ferry companies operate from.



Operates the Bluebridge ferry service which caters for road freight, private vehicles and foot passengers transiting the Cook Strait.



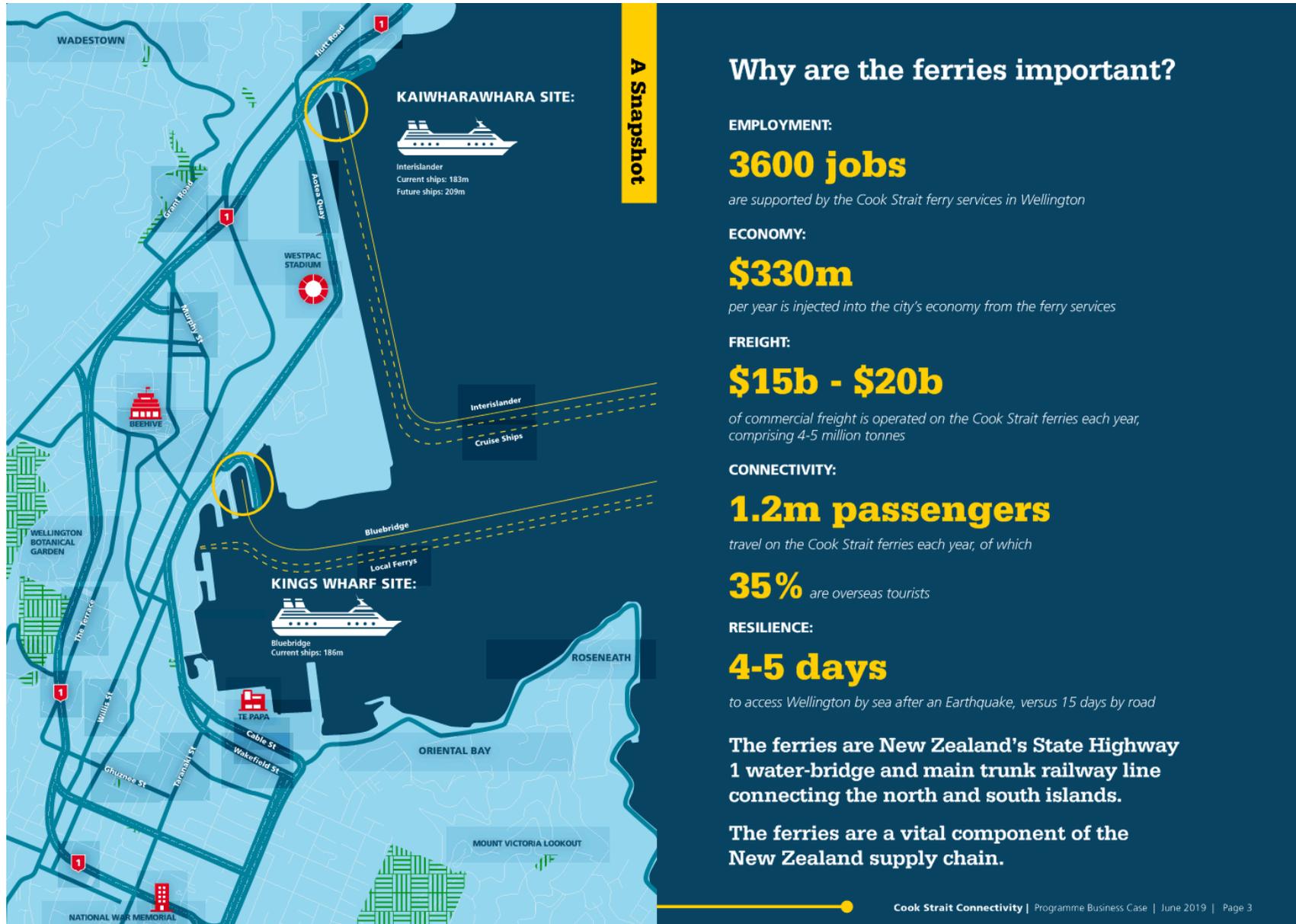
Operates the Interislander ferry service which caters for road and rail freight, private vehicles and foot passengers transiting the Cook Strait.



The road controlling authority for the State Highway network and for linkages to communities, businesses and nationally significant facilities (ports, airports, hospitals).

Project Partners





Why are the ferries important?

EMPLOYMENT:

3600 jobs

are supported by the Cook Strait ferry services in Wellington

ECONOMY:

\$330m

per year is injected into the city's economy from the ferry services

FREIGHT:

\$15b - \$20b

of commercial freight is operated on the Cook Strait ferries each year, comprising 4-5 million tonnes

CONNECTIVITY:

1.2m passengers

travel on the Cook Strait ferries each year, of which

35% are overseas tourists

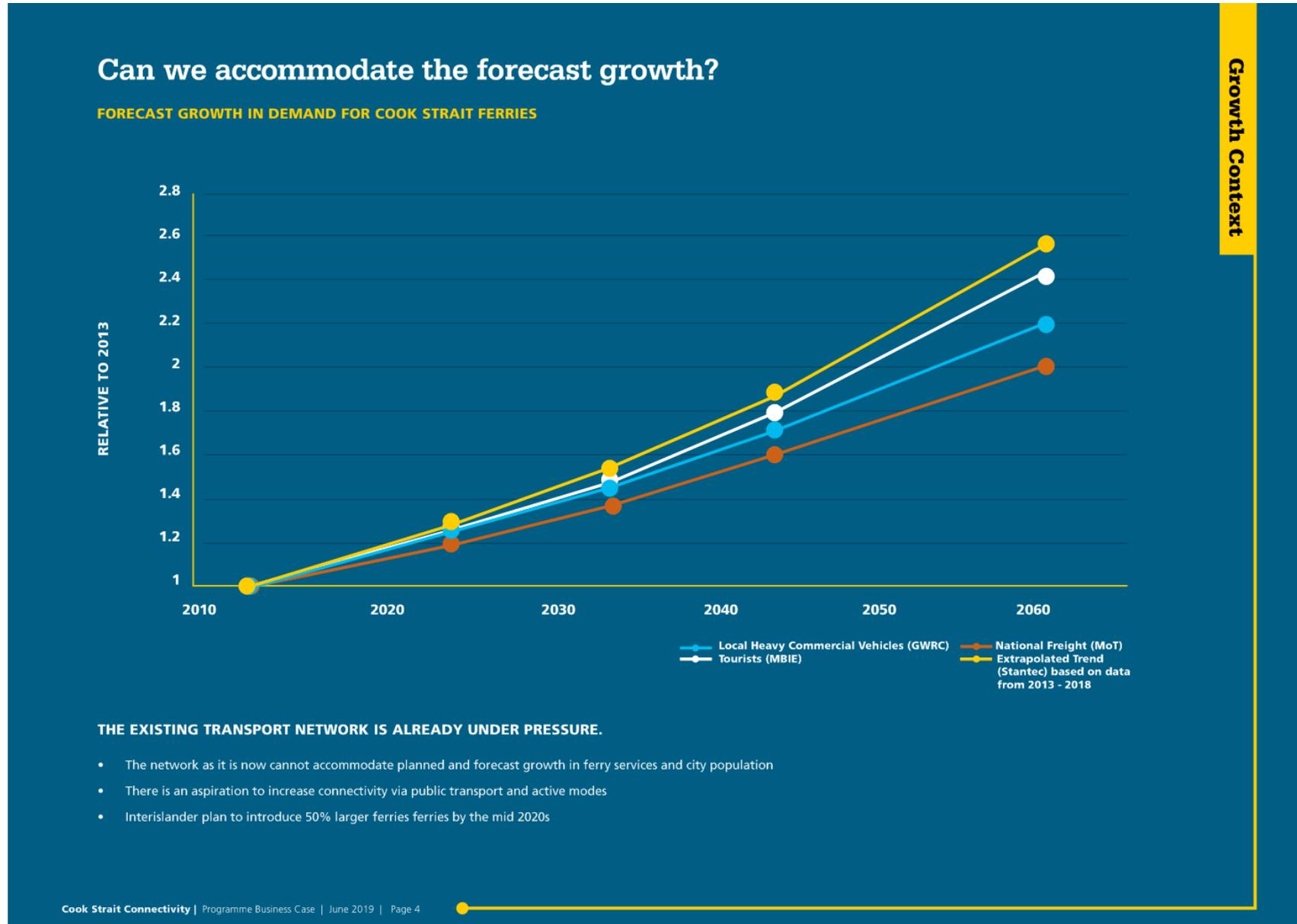
RESILIENCE:

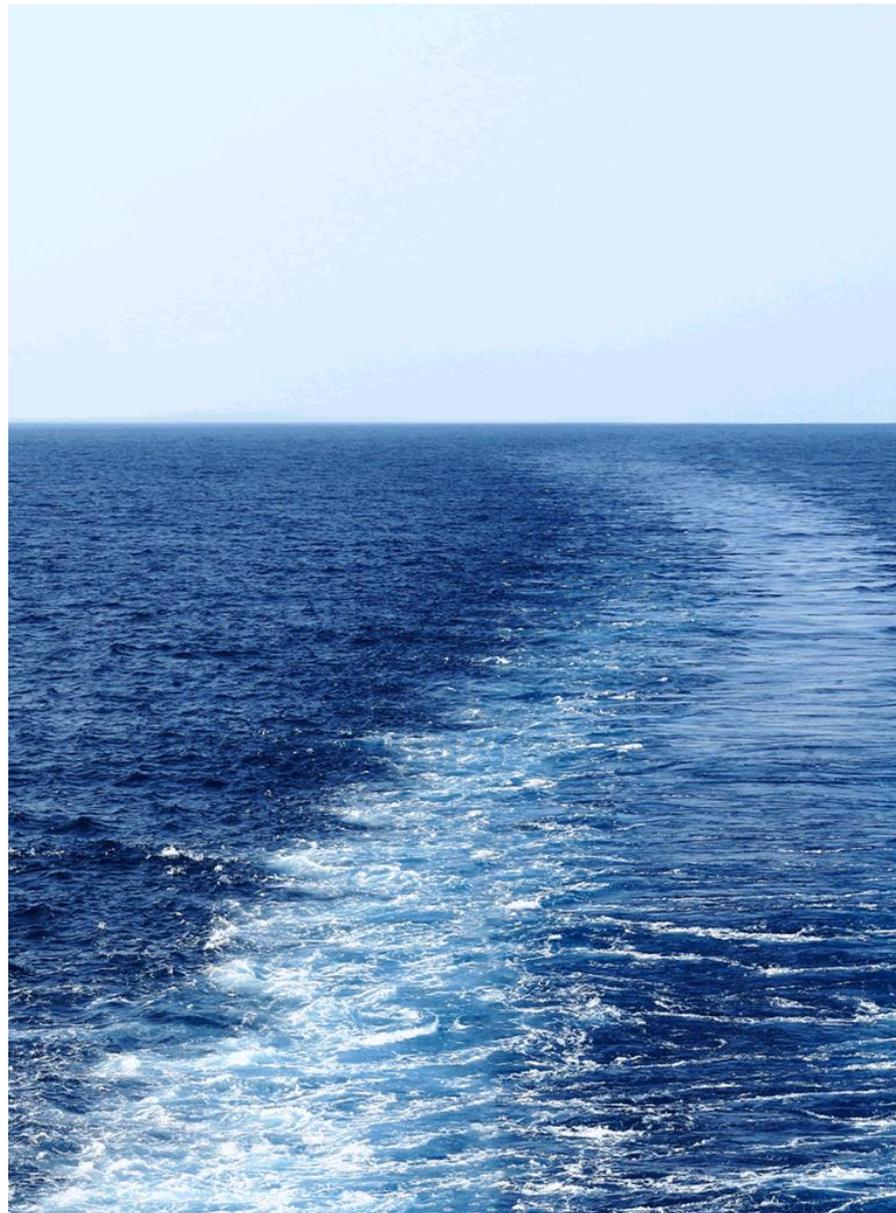
4-5 days

to access Wellington by sea after an Earthquake, versus 15 days by road

The ferries are New Zealand's State Highway 1 water-bridge and main trunk railway line connecting the north and south islands.

The ferries are a vital component of the New Zealand supply chain.





Problems

What are the problems?



RESILIENCE

Lack of resilience in infrastructure, land and operations puts Wellington communities and NZ's economy at risk



EXPERIENCE

Poor integration of ferry terminals with the city disrupts journey connectivity causing poor user experience that impact liveability



ECONOMY

Ferry terminal infrastructure and the surrounding transport network cannot meet current and future demand harming national and regional economic opportunities

How important are the ferries for regional and national resilience?

THE FERRY TERMINALS ARE LIFELINE INFRASTRUCTURE

RESPONSE TO A MAJOR EVENT:
Estimated access time after an earthquake event:



4-5 days by sea



vs. 15 days by road

90% of food, fuel and materials deliveries to the region will have to come via the sea.

CentrePort will be the **main point of entry** for supplies to Wellington, Western Wellington and the Hutt Valley.

Emergency response plans assume CentrePort will be **usable within 5 days** after an earthquake for roll-on/roll-off ferries.

“

In an event Wellington is at risk of being isolated by road for a long period, making the port critical for transport of emergency supplies

2nd largest regional economy
Contributing \$35b GDP, the resumption of economic activity in the region is hugely important to the NZ economy

INVESTMENT IN THE FERRY TERMINAL AND SURROUNDING INFRASTRUCTURE COULD IMPROVE THE RESILIENCE OF THE CITY AND THE NATIONAL ECONOMY

Resilience Context



Disaster Risk Levels for the Wellington Region:

Earthquake: Very High
Tsunami: High
Severe Storm/Flood: High
Human Pandemic: High
Landslide: High

KAIWHARAWHARA :

- Located on Wellington Fault
- SH1 Thorndon Overbridge is particularly vulnerable
- Liquefaction risk

KINGS WHARF:

- Sustains damage even in minor-to-moderate earthquake events due to the basin effect & reclaimed land
- More vulnerable to tsunami
- Damaged buildings in surrounding area could create cordons

Cook Strait Connectivity | Programme Business Case | June 2019 | Page 6

Item 2.1, Attachment 1: Cook Strait Connectivity - Programme Business Case for the Wellington Ferry Terminals

Page 17

What do the ferries mean to people?

Located at the heart of our capital city

An iconic kiwi holiday and a key part of most tourist agendas

Affects how **420,000 tourists** experience Wellington each year

A domestic travel essential for moving between islands, and an alternative to flying

A vital connection between the north and south islands

A **recognisable part** of Wellington's character

A major influence on **city vibrancy** and aesthetics

New Zealand Inc.

CONNECTING STATE HIGHWAY 1, THE FERRIES PROVIDE A CRUCIAL LINK IN THE NEW ZEALAND SUPPLY CHAIN AND SERVE AN IMPORTANT SOCIAL FUNCTION.

Experience Context

Cook Strait Connectivity | Programme Business Case | June 2019 | Page 7

Who are ferry customers?



ROAD FREIGHT:

4-5 million tonnes
of freight transported across the Cook Strait annually
Average growth of road freight:

7% per annum



I'm looking for travel time reliability and efficiency, and the efficiency of queuing and onboarding/offboarding.



PRIVATE VEHICLES

310,000 Average number of vehicles journeys per year on the Cook Strait Ferries

Average growth of private vehicles users:

4% per annum



I'm more interested in the experience in travel times, transport options and reliability of getting to the terminal.



RAIL FREIGHT:

300,000 tonnes of cargo transported through CentrePort in 2015
Average growth of rail freight:

3-4% per annum



I'm interested in minimising conflict with road users, having efficient onboarding and offboarding procedures and providing a reliable and timely end-to-end journey.



PASSENGERS

1.2 million average number of passengers per year on the Cook Strait ferries

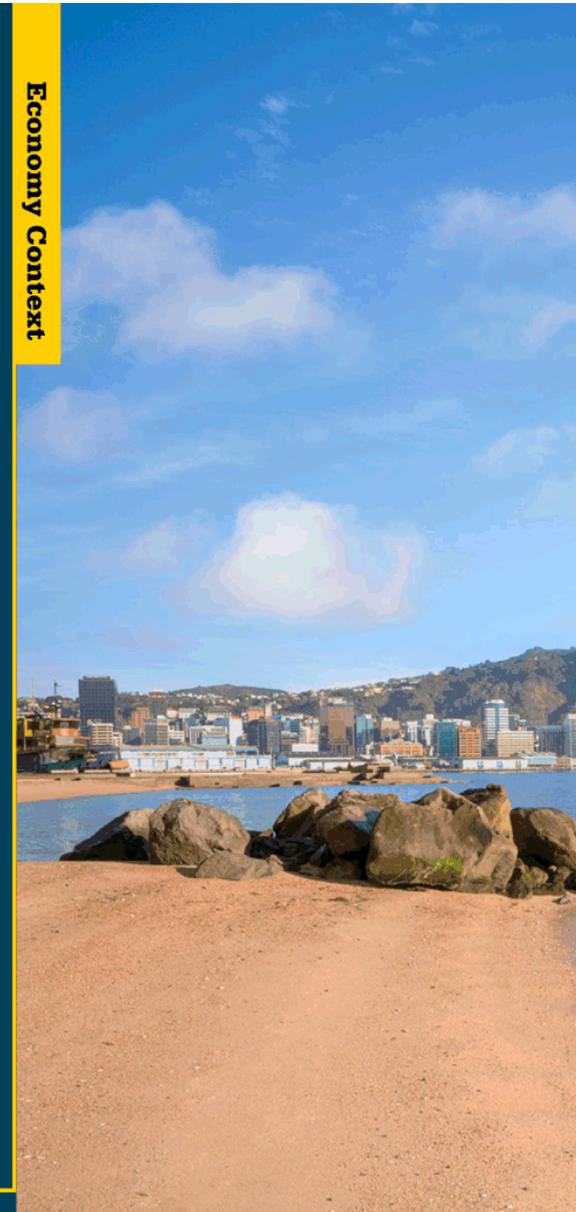
Average growth of foot passengers:

6-8% per annum



I want the unique experience of crossing the Cook Strait on ferry, with easy and efficient transitions at either end.

Economy Context



Why does this matter?



Case for Change



Investment Objectives

What are we trying to achieve?



RESILIENCE

To improve recovery and response of the Wellington Ferry Terminal following significant natural events



EXPERIENCE

To improve the quality of Wellington Ferry Terminal infrastructure, access and services for ferry users and the wider Wellington public



ECONOMY

To optimise asset investment decision making to support future ferry investment, freight efficiency, tourism spend, CBD growth, and port operations

Where should the ferry terminals be located?

CONSIDERATIONS:

Physical characteristics including the seabed and landside environment, navigable waters and prevailing winds.

The freight network is very sensitive to **travel time across Cook Strait** (screen for <30min additional travel time).

Links to pre-existing **transport network linkages**.

Proximity to **populated areas** increases benefits of ferry terminal after high-impact low-probability events.

Statutory approvals processes in terms of timeliness and ability to secure consent.

Alignment of port activity with key **policy directions** and aspirations of government organisations.

Kaiwharawhara & Kings Wharf score the best

Longlist Evaluation



Intervention Analysis

What are the options?

TERMINAL LOCATION	TERMINAL LAYOUT	PLUS OTHER INTERVENTIONS
KAIWHARAWHARA	Separate locations	Road, rail, public transport, cycleway & footpath connections
KINGS WHARF	Multi-user terminal	Resilience improvements to terminal(s) and transport network
	Single-user terminals	Public amenities

Cook Strait Connectivity | Programme Business Case | June 2019 | Page 13

What is important?



RESILIENCE

- Resilience and recovery to High Impact Low Probability Event Day Zero to Day 20
- Resilience and recovery to High Impact Low Probability Event Day 20 to Day 1000
- Resilience to moderate events (non HILP).



EXPERIENCE

- Logical location for long term planning of the city to achieve city aspirations
- Traffic impact on other network users
- Integrated transportation/land use
- Connection to alternative transport modes
- Tourism and visitor ferry journey experience
- On-harbour recreational user impacts



ECONOMY

- Optimising land for highest and best use
- Enables efficient terminus layout
- Harbour management maritime operation
- Economic impact beyond the site
- Supports efficient freight
- Supports tourism growth
- Ongoing costs



DELIVERY

- Environmental / ease of consenting
- Impact on ferry operations during construction & transition
- Impact on other Port operations during construction & transition
- CAPEX terminus facilities
- CAPEX transportation network

Shortlist Development

First Pass Shortlist Analysis



STATUS QUO (NO CHANGE)



ENHANCED STATUS QUO
(MINOR INTERSECTION
AND TERMINAL
IMPROVEMENTS)

DEFAULT OPTION



SINGLE-USER TERMINALS
AT KAIWHARAWHARA



SINGLE-USER TERMINALS
AT KINGS WHARF

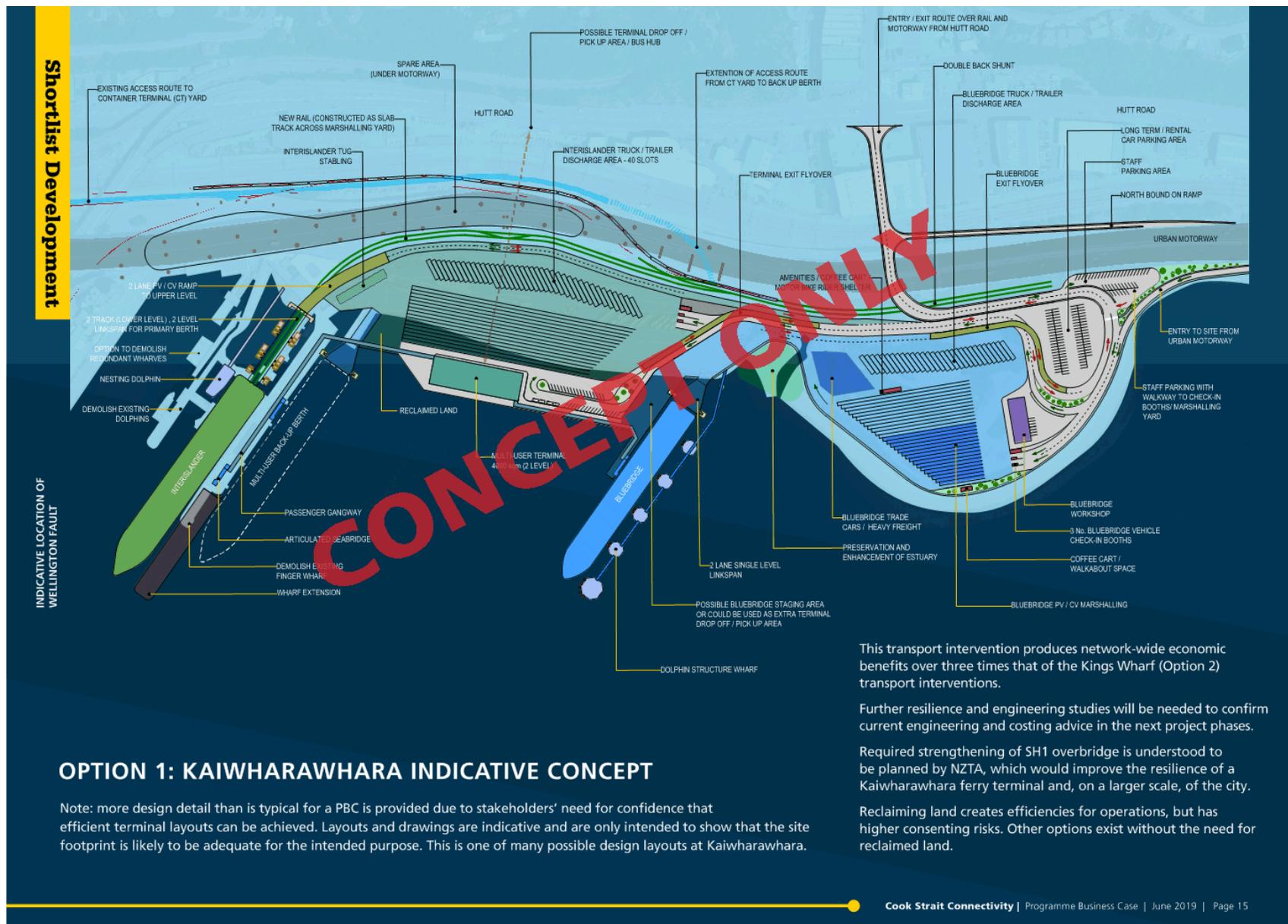


MULTI-USER TERMINALS
AT KAIWHARAWHARA



MULTI-USER TERMINALS
AT KINGS WHARF

THESE OPTIONS SCORED THE BEST



OPTION 1: KAIWHARAWHARA INDICATIVE CONCEPT

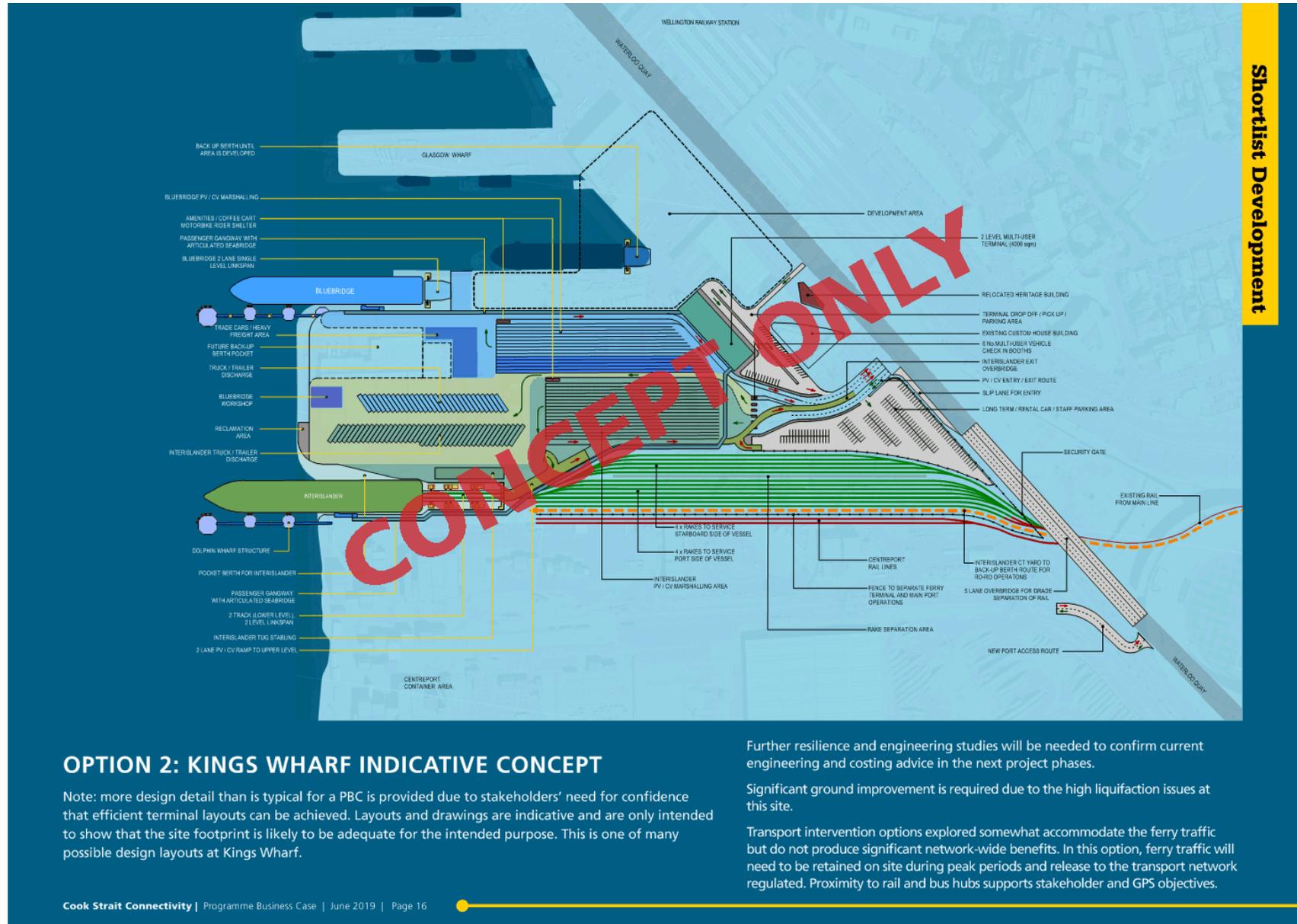
Note: more design detail than is typical for a PBC is provided due to stakeholders' need for confidence that efficient terminal layouts can be achieved. Layouts and drawings are indicative and are only intended to show that the site footprint is likely to be adequate for the intended purpose. This is one of many possible design layouts at Kaiwharawhara.

This transport intervention produces network-wide economic benefits over three times that of the Kings Wharf (Option 2) transport interventions.

Further resilience and engineering studies will be needed to confirm current engineering and costing advice in the next project phases.

Required strengthening of SH1 overbridge is understood to be planned by NZTA, which would improve the resilience of a Kaiwharawhara ferry terminal and, on a larger scale, of the city.

Reclaiming land creates efficiencies for operations, but has higher consenting risks. Other options exist without the need for reclaimed land.



OPTION 2: KINGS WHARF INDICATIVE CONCEPT

Note: more design detail than is typical for a PBC is provided due to stakeholders' need for confidence that efficient terminal layouts can be achieved. Layouts and drawings are indicative and are only intended to show that the site footprint is likely to be adequate for the intended purpose. This is one of many possible design layouts at Kings Wharf.

Further resilience and engineering studies will be needed to confirm current engineering and costing advice in the next project phases.

Significant ground improvement is required due to the high liquifaction issues at this site.

Transport intervention options explored somewhat accommodate the ferry traffic but do not produce significant network-wide benefits. In this option, ferry traffic will need to be retained on site during peak periods and release to the transport network regulated. Proximity to rail and bus hubs supports stakeholder and GPS objectives.

Shortlist Development

How do the options compare?

	Enhanced Status Quo	Kaiwharawhara Multi-user	Kings Multi-user
RESILIENCE			
Resilience to high impact low probability event Day Zero to day 20	●	●	●
Resilience to high impact low probability event Day 20 to day 1000	●	●	●
Resilience to moderate events	●	●	●
EXPERIENCE			
Logical location for long term planning of the city to achieve city aspirations	●	●	●
Traffic impact on other network users	●	●	●
Integrated transportation/land use	●	●	●
Connection to alternative transport modes	●	●	●
Tourism and visitor ferry journey experience	●	●	●
On-harbour recreational user impacts	●	●	●
ECONOMY			
Optimising land for highest and best use	●	●	●
Enables efficient terminus layout	●	●	●
Harbour management maritime operation	●	●	●
Economic impact beyond the site	●	●	●
DELIVERY			
Environmental / ease of consenting	●	●	●
Impact on ferry operations during construction & transition	●	●	●
Impact on other Port operations during construction & transition	●	●	●
CAPEX terminus facilities	●	●	●
CAPEX transportation network	●	●	●

MCA rating framework



All scores to be relative to the current status quo

Capital Costs*:

	Kaiwharawhara	Kings Wharf
Terminal	\$320-\$590M	\$350-\$640M
Transport	\$70-\$140M	\$30-\$60M
Total	\$390-\$730M	\$380-\$700M

*Ongoing costs were not considered to differentiate between site options and are anticipated to be lower than the enhanced status quo operating costs.

Refer Working Paper 2 for multi-criteria analysis (MCA) scoring results, commentary on the scoring of each option by expert advisors and sensitivity testing.



Cook Strait Connectivity | Programme Business Case | June 2019 | Page 17



RESILIENT NEW INFRASTRUCTURE

- Investment in ground strengthening, seismic design of terminals and wharfs, and a new transport link to Hutt Road, will improve the resilience of the terminals and support their function as a city lifeline in a major event.



A GREAT EXPERIENCE

- Co-location of the ferries will enable shared facilities to be developed to enhance passenger and freight experience. New transport interventions improve the experience of all network users. Freight is removed from the city and city development opportunities for inner-city port land are created.



SUPPORTS ECONOMIC GROWTH

- Growth of the ferry operations is provided for. Shared infrastructure increases value-for-money of investment. Freight efficiency is improved by shorter and more reliable routes. Tourist experience is improved. Avoids investment in isolated assets.

Preferred Programme

CONCEPT ONLY



ASSUMPTIONS:

- All shorted listed sites, including the preferred option, presented significant resilience design issues.
- Cost estimates include for work to address life safety and building consents based on advice sought from structural engineers.
- Testing the underlying assumptions of structural engineering advice and associated cost estimates through more detailed evaluation is a priority action for the next phase of project development.

OPPORTUNITIES:

- Civic redevelopment of waterfront
- Improve resilience of Aotea off-ramp and SH1 overpass
- Road space relocation of Aotea Quay
- Possible cruise relocation

TERMINAL & FACILITIES	\$320-\$590M	CentrePort, Interislander & Bluebridge (TBC)
TRANSPORT SYSTEM	\$70-\$140M	NZTA, GWRC & WCC (TBC)
TOTAL	\$390-\$730M	

Cost splits between the stakeholders will be addressed in the next project phases

Shown in 2022 dollar figures

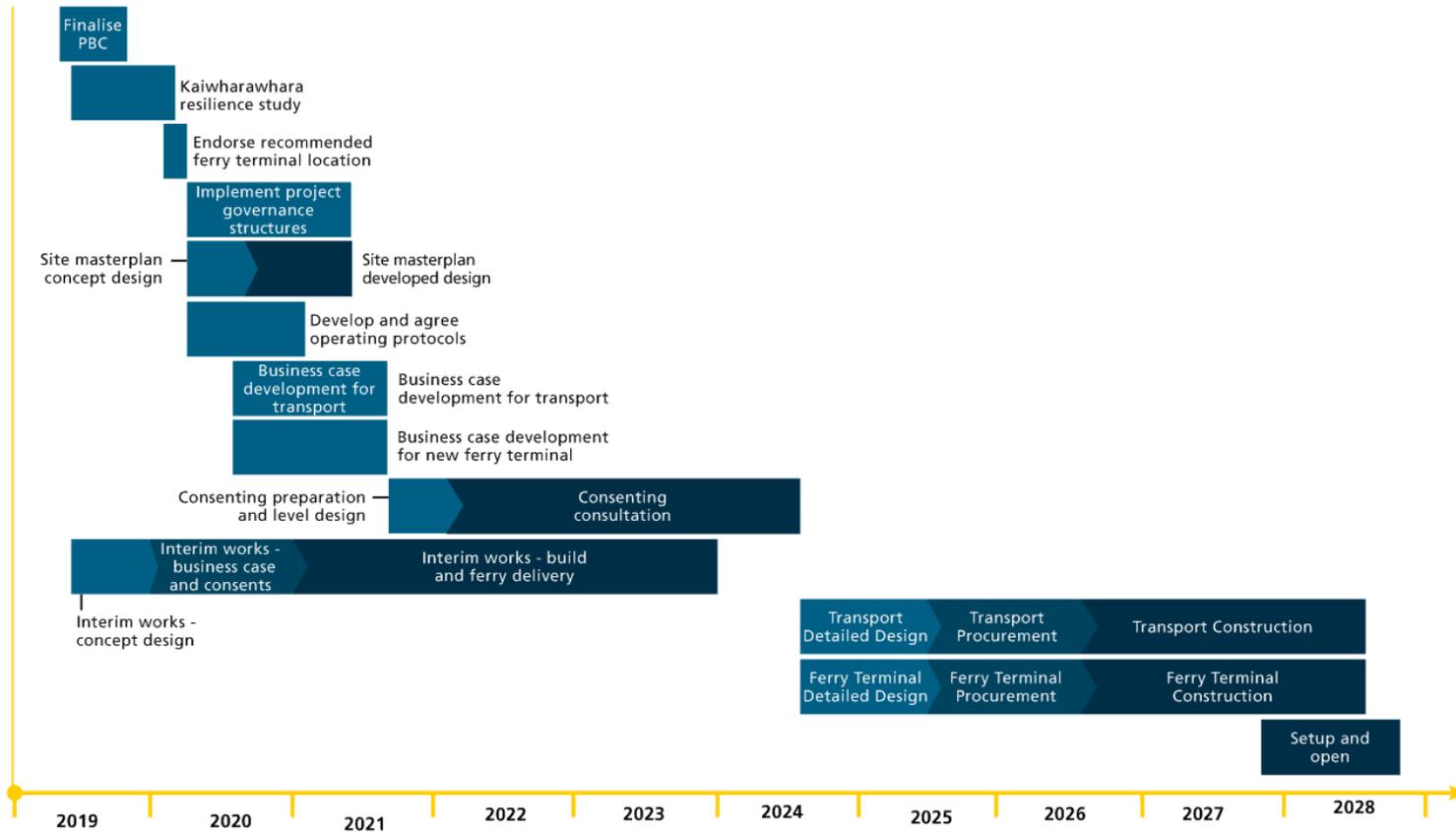
Preferred programme: Multi-user terminal at Kaiwharawhara

Note: the concept shown above is one of many possible design options. Layouts and drawings are indicative and are only intended to show that the site footprint is likely to be adequate for the intended purpose. Alternative design layouts and physical footprints at and in the vicinity of Kaiwharawhara will be explored in the next project phase.

Indicative Programme Delivery

How will we deliver this programme?

Note this programme is indicative only and will depend heavily on governance arrangements (refer next steps section).

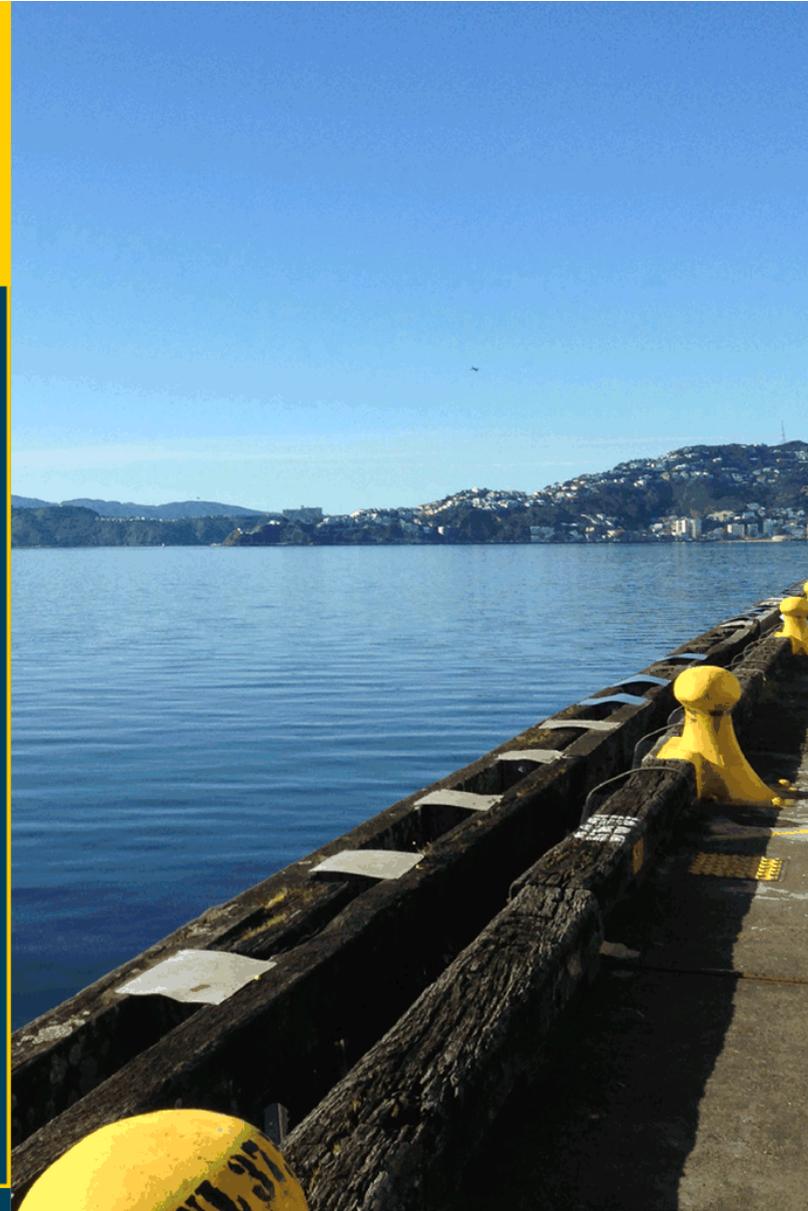


What are the next steps?

1. Stakeholders to **endorse or acknowledge recommended ferry terminal location** (this programme business case) and confirm their intent to continue to **work together** in the next project phase
2. Commission further **structural and resilience engineering feasibility studies**
3. Workshop and reach agreement on **programme governance** structure, including:
 - Clear leadership, governance and responsibilities
 - Risk apportionment, risks and issues management
 - Ownership and procurement model
 - Funding approvals and accountability
 - Overall coordination of works during design and construction delivery
4. Confirm **site masterplan** and **apportion projects** among stakeholders

Cook Strait Connectivity | Programme Business Case | June 2019 | Page 20

Next Steps





3. Policy

SUBMISSION ON THE STANDARDS FOR ADVERTISING AND PROMOTION OF ALCOHOL

Purpose

1. This report asks the City Strategy Committee to agree to the draft submission (Attachment 1) on the Advertising Standards Authority's (ASA) Consultation on the Standards for Advertising and Promotion of Alcohol.
2. Submissions were due to the Authority by 23 August 2019 following a short consultation period. Officers have supplied the draft submission to the ASA and are awaiting Council endorsement before submitting a final version (The ASA has confirmed that this process and timing will be acceptable).

Summary

3. The ASA has produced revised standards for Advertising and Promotion of Alcohol. They have sought feedback through consultation on the proposed changes.
4. The Council supports the proposed Standards, particularly Principle 1: Social Responsibility.
5. Officers believe that there are additional areas which could be considered in the standards. These are:
 - Considering the impact of advertising targeting young adults
 - Less ambiguity/clearer rules around the promotion of alcohol inside and outside of licences
 - Advertising inconsistencies in supermarkets and grocery stores.

Recommendations

That the City Strategy Committee:

1. Receive the information.
2. Approve the draft submission on the Standards for Advertising and Promotion of Alcohol consultation document (Attachment 1), subject to any amendments agreed to by the Committee.
3. Delegate to the Chief Executive and the City Safety and Social Development Operations Portfolio Leaders the authority to amend the submission as per any proposed amendments agreed by the Committee at this meeting, and any minor consequential edits, prior to it being sent.

Background

6. The Council's Alcohol Management Strategy includes developing a sponsorship policy for events and facilities as communities had expressed concern about alcohol sponsorship of events, particularly youth-focused events, and in our recreation and community facilities and open spaces.
7. The ASA has produced a Draft Alcohol Advertising and Promotion Code to "ensure that alcohol advertising and promotion is conducted in a manner that demonstrates a high standard of social responsibility. All alcohol advertising and promotion must be legal, decent, honest and truthful and respect the principles of fair competition"¹
8. "The proposed code is made up of three parts
- **Principles:** The standards expected in advertising and promotion.
 - **Rules:** Examples, by no means exhaustive, of how the principles are to be interpreted and applied.
 - **Guidelines:** Information and examples to explain a rule."²
9. There are three Principles outlined in the code which are described below

Principle	Description
1. Social Responsibility	The Content and Placement of alcohol advertisements and promotions must target adult audiences.
2. Truthful Presentation	Alcohol advertisements and promotions must not mislead or be likely to mislead or be likely to mislead, deceive or confuse consumers, abuse their trust or exploit their lack of knowledge. This includes by implication, inaccuracy, ambiguity, exaggeration, unrealistic claim, omission, false representation or otherwise. Obvious hyperbole identifiable as such is not considered to be misleading
3. Alcohol Sponsorship Advertisements	<p>a) The content and placement of alcohol sponsorship advertisements must target adult audiences.</p> <p>b) Alcohol Sponsorship advertisements may feature the sponsor, the sponsorship and items incidental to them, only in a subordinate manner.</p>

10. The Advertising Standards Authority is seeking feedback on its proposed changes to the Standards for Advertising and Promotion of Alcohol.
11. Officers have reviewed the proposed changes and have written a submission in support of the three Principles and included two additional areas that they believe need to be considered by the ASA in relation to the proposed Principle 1.

¹ ASA Draft Alcohol Advertising and Promotion Code – Purpose of the Code

² Ibid – Application of the Code

Discussion

12. Officers recommend that the Council support the three proposed principles. These are progressive and informative measures that might be expected to contribute to restrict the advertising and promotion of alcohol and are further a step towards limiting alcohol related harm.
13. Principle 1. Social Responsibility seeks to limit the impact of advertising on children. The principle proposes to limit the ways in which advertising can reach children by suggesting limits on what can be used to target children such as bright colours, animation, designs and motifs, items or activities that maybe connected to youth culture as well as “the presence of real or fictitious characters including but not limited to; Santa, Easter Bunny, super heroes, sports stars and celebrities”.³
14. The Principle also seeks to limit the impact of advertising on children by ensuring that the advertisements predominantly target adults. It seeks to limit the use of advertisements in areas “where accurate data exists, 25% or more of the expected audience will be children/ and or young people”.⁴
15. There is also a provision stating that “adults who are visually prominent in alcohol advertisements and promotions places in non-restricted environments must;
 - Be at least 25 years of age
 - Appear to be at least 25 years of age
 - Demonstrate behaviour and appearance clearly appropriate for people of that age or older”.⁵

Considering the impact of advertising targeting young adults

16. In addition to supporting measures to limit advertising to children and young people, officers have recommended raising with the ASA the issue of advertising targeting young adults aged between 18 and 25.
17. The ASA could consider whether these standards might apply to young adults as well as children and young people. The guidelines note that advertising should not feature actors or “heroes” under the age of 25 or who give the appearance of being under 25.
18. The Ministry of Health in 2018 noted that despite an overall drop in hazardous drinking among 18 to 24 year olds, from 45% in 2015/2016 to 38% in 2017/18 the age range still has the highest rate of hazardous drinking patterns.⁶
19. Given Wellington’s high population of young adults and students (the Wellington region contains three universities and two Institutes of Technology); we have areas of high concentration of young adults. Councillors have raised with officers the issue of alcohol advertising outside of Victoria University. The advertising standards could also consider measures to restrict the levels of alcohol advertising and promotion targeting young adults in public spaces where there is a high concentration of this age group.
20. Recent data provided to the Council by Regional Public Health has shown that 33% of Wellington Hospital alcohol related ED admissions between 2010 and 2018 for

³ Ibid – Principle 1. Social Responsibility

⁴ Ibid

⁵ Ibid

⁶ Ministry of Health 2018

intoxication were for people aged between 18 and 24. In addition to this, 39.5% of ED admissions for alcohol related injury and 23% of other alcohol related ED admissions were for those aged between 18 and 24.

21. Officers note that although there is a similar number of alcohol related ED admissions for the age range 24 to 44, the age range of 18 – 24 is a six year period, whereas 25 to 44 spans 19 years.

Wellington Hospital Alcohol related ED admissions 2010 to 2018 ⁷			
Age range	Intoxication	Injury	Other alcohol related
Under18	189	175	44
18 to 24	806	2215	359
25 to 44	759	1993	633
45 to 64	534	953	375
65+	135	269	131
	2423	5605	1542

22. Due to this high level officers believe that more could be done in order to prevent alcohol-related harm for this group.
23. Previous reports on alcohol-related harm have noted that the link between alcohol promotion and consumption is complex⁸; however, they also note that a World Health Organisation report discusses the fact that there are strong links between alcohol promotions and the glamorisation and appeal of alcohol to young people.⁹
24. Wellington has areas in the city where there are high concentrations of young adults. Officers think that the impact of public advertising in these areas should also be considered in this review of these standards.

Less ambiguity/clearer rules around the promotion of alcohol inside and outside of licences

25. Officers note that there are additional areas where Principle 1 could be strengthened to ensure continuity and reduce ambiguity.
26. This includes around the Irresponsible Promotion of Alcohol in Section 237 of the Sale of Alcohol Act 2012 that need to be further developed.
27. Many licensing applicants have stressed to officers that there needs to be clearer rules around the promotion of alcohol. There are different rules around the advertising of alcohol inside and outside of licenced premises which has caused confusion for both licensees and inspectors. Officers would like to see this clarified by the ASA.

Advertising inconsistencies in supermarkets and grocery stores

28. Additionally officers note that there are concerns around promotion and advertising of alcohol in super markets and grocery stores. Currently these premises are required to have a separate “single area” in which to display alcohol for sale, however with signage

⁷ Data provided to WCC by Regional Public Health

⁸ Law Commission 2009

⁹ Jernigan 2001

being viewed from other parts of the business it is difficult to see that this is as effective in stopping the promotion or advertising of the product. The Standards need to be clear that they apply inside venues such as supermarkets as much as they do in other locations.

Options

29. The City Strategy Committee could decide to:

- Not make a submission; or
- Agree to the submission; or
- Agree to the submission with amendments agreed by the Committee.

Next Actions

30. If the Committee decides to agree to the submission, any amendments also agreed will be incorporated and the document will be finalised as per recommendation 3.

Attachments

Attachment 1. Draft Submission for the ASA [↓](#) 

Page 41

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Authoriser	Baz Kaufman, Manager Strategy Stephen McArthur, Director, Strategy and Governance

SUPPORTING INFORMATION**Engagement and Consultation**

The Council is responding to the Consultation document provided by the Advertising Standards Authority.

Treaty of Waitangi considerations

N/A

Financial implications

None from this submission. However, any potential changes to alcohol advertising and Sponsorship may have financial implications for the Council in the future.

Policy and legislative implications

The Sale and Supply of Alcohol Act 2012 outlines advertising of alcohol particularly in Section 237 Irresponsible Promotion of Alcohol

Risks / legal

None from this submission.

Climate Change impact and considerations

N/A

Communications Plan

Not required

Health and Safety Impact considered

None from this submission

23 August 2019

Claire Hoffer
Advertising Standards Authority

Dear Claire

Re: Consultation on the Standards for Advertising and Promotion of Alcohol

The Wellington City Council (the Council) appreciates the opportunity to make a submission on the Advertising Standards Authority's Consultation on the Standards of Advertising and Promotion of Alcohol. The Council aims to maintain a proactive stance against alcohol related harm. The Council's Alcohol Management Strategy supports the Council and community taking a wide range of actions and measures to address harm, whilst achieving the Council's aspirations for a dynamic city as well as vibrant suburban centres. The Council's Alcohol Management Strategy includes developing a sponsorship policy for events and facilities as communities had expressed concern about alcohol sponsorship of events, particularly youth-focused events, and in our recreation and community facilities and open spaces.

The Council acknowledges the work that has been carried out in the creation of the proposed guidelines and believes that they are a step in the right direction that will assist in limiting alcohol related harm.

The Council believes that there are additional areas which could also be considered in these standards.

These include;

- Considering the impact of advertising targeting young adults
- Less ambiguity/clearer rules around the promotion of alcohol inside and outside of licenses
- Advertising inconsistencies in supermarkets and grocery stores

The impact of advertising targeting young adults

Rule 1 (a) Targeting Adults, is designed to protect children from the impacts of alcohol advertising; the Council agrees that this is an appropriate move but would like to see this extended to include young adults. The Council acknowledges that the guidelines set out to prevent advertising in areas where 25% of the potential audience may be children/young people of 18 years or younger. This is a proactive approach that will prevent young children in areas where schools and other establishments are located being targeted by alcohol advertising and promotion.

The Council would also like to raise with the ASA the issue of advertising targeting young adults. It is noted in the guidelines that advertising and promotions should not feature actors or personalities who are under 25 or have the appearance of being under 25. There appears to be a gap in the standards. The standard limits advertising for children, but there is a high risk group of young adults that appear to be missed in the standards.

Recent data provided to the Council by Regional Public Health has shown that 35 % of Wellington Hospital alcohol related ED admissions were for people aged between 18 and 24. The Wellington region is home to three universities and two Institutes of Technology and has a large student/young

adult population. The Council has been working closely with tertiary providers in Wellington, particularly Victoria and Massey Universities in its review of its Alcohol Control Bylaws and is continuing to work alongside these organisations in its on-going review of its Alcohol Management Strategy. The Ministry of Health in 2018 noted that despite an overall drop in hazardous drinking among 18 to 24 year olds, from 45 percent in 2015/2016 to 38 percent in 2017/18 the age range still has the highest rate of hazardous drinking patterns¹⁰.

We would like the ASA to consider what could be done to limit the exposure of alcohol advertising to young adults.

Less ambiguity/clearer rules around the promotion of alcohol inside and outside of licenses

The Council has also received indications from alcohol licensing applicants that the rules under Section 237 of the Sales and Supply of Alcohol Act 2012 around promoting alcohol are not very clear. There are different rules for advertising alcohol inside and outside of a licensed premises and this can cause confusion.

We would like to see this clarified to help avoid confusion and ambiguity.

Advertising inconsistencies in supermarkets and grocery stores

Additionally the Council is concerned about confusion and ambiguity surrounding advertising in the “single Area” of super markets and grocery stores. The rules are very specific about placement of alcohol in supermarkets. However, the rules are not so clear about signs advertising the alcohol within these types of premises – e.g. a single alcohol area may be tucked away at the back of a supermarket – but the signage above that area can be viewed from other parts of the supermarket. The standards need to be clear that they apply inside venues such as supermarkets as much as any other location.

We would like to see these inconsistencies clarified to ensure retailers are not in breach of the regulations.

The Council supports the Agency in its role in proposing the new Advertising Standards Code; in particular the role the Code plays in ‘demonstrating a high standard of social responsibility’. The Council wishes to thank the Advertising Standards Authority for the opportunity to make a submission.

Yours sincerely

Councillor Brian Dawson
Lambton Ward Councillor
Portfolio Leader: Housing and Social Development

¹⁰ <https://minhealthnz>.

4. Public Excluded

Recommendation

That the City Strategy Committee:

1. Pursuant to the provisions of the Local Government Official Information and Meetings Act 1987, exclude the public from the following part of the proceedings of this meeting namely:

General subject of the matter to be considered	Reasons for passing this resolution in relation to each matter	Ground(s) under section 48(1) for the passing of this resolution
4.1 Acquisition of Land - Mt Cook	7(2)(h) The withholding of the information is necessary to enable the local authority to carry out, without prejudice or disadvantage, commercial activities.	s48(1)(a) That the public conduct of this item would be likely to result in the disclosure of information for which good reason for withholding would exist under Section 7.