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**ORDINARY MEETING**  
**OF**  
**STRATEGY AND POLICY COMMITTEE**  
**AGENDA**

**Time:**  
**Date:** Thursday, 8 April 2021  
**Venue:** Ngake (16.09)  
Level 16, Tahiwī  
113 The Terrace  
Wellington

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**MEMBERSHIP**

Mayor Foster  
Deputy Mayor Free  
Councillor Calvert (Deputy Chair)  
Councillor Condie  
Councillor Day (Chair)  
Councillor Fitzsimons  
Councillor Foon  
Councillor Matthews  
Councillor O'Neill  
Councillor Pannett  
Councillor Paul  
Councillor Rush  
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](mailto: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. All Council and committee meetings are livestreamed on our YouTube page. This includes any public participation at the meeting.*

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## **AREA OF FOCUS**

The role of the Strategy and Policy 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 covered in the Long-Term Plan (Governance, Environment, Economic Development, Cultural Wellbeing, Social and Recreation, Urban Development and Transport) with particular focus on the priority areas of Council.

The Strategy and Policy Committee works closely with the Annual Plan/Long-Term Plan Committee to achieve its objective.

To read the full delegations of this Committee, please visit [wellington.govt.nz/meetings](https://wellington.govt.nz/meetings).

**Quorum:** 8 members

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**TABLE OF CONTENTS**  
**8 APRIL 2021**

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<b>Business</b>	<b>Page No.</b>
<b>1. Meeting Conduct</b>	<b>5</b>
<b>1.1 Karakia</b>	<b>5</b>
<b>1.2 Apologies</b>	<b>5</b>
<b>1.3 Conflict of Interest Declarations</b>	<b>5</b>
<b>1.4 Confirmation of Minutes</b>	<b>5</b>
<b>1.5 Items not on the Agenda</b>	<b>5</b>
<b>1.6 Public Participation</b>	<b>6</b>
<b>2. General Business</b>	<b>7</b>
<b>2.1 Mana Whenua Representation on Council Committees</b> Presented by: Councillor Day	<b>7</b>
<b>2.2 Te Ngākau Civic Precinct Framework</b> Presented by: Mayor Foster	<b>23</b>
<b>2.3 Waste Minimisation Activities and Priorities</b> Presented by: Councillor Foon	<b>69</b>



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## 1. Meeting Conduct

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### 1.1 Karakia

The Chairperson will open the meeting with a karakia.

<b>Whakataka te hau ki te uru,</b>	Cease oh winds of the west
<b>Whakataka te hau ki te tonga.</b>	and of the south
<b>Kia mākinakina ki uta,</b>	Let the bracing breezes flow,
<b>Kia mātaratara ki tai.</b>	over the land and the sea.
<b>E hī ake ana te atākura.</b>	Let the red-tipped dawn come
<b>He tio, he huka, he hauhū.</b>	with a sharpened edge, a touch of frost,
<b>Tihei Mauri Ora!</b>	a promise of a glorious day

At the appropriate time, the following karakia will be read to close the meeting.

<b>Unuhia, unuhia, unuhia ki te uru tapu nui</b>	Draw on, draw on
<b>Kia wātea, kia māmā, te ngākau, te tinana,</b>	Draw on the supreme sacredness
<b>te wairua</b>	To clear, to free the heart, the body
<b>I te ara takatū</b>	and the spirit of mankind
<b>Koia rā e Rongo, whakairia ake ki runga</b>	Oh Rongo, above (symbol of peace)
<b>Kia wātea, kia wātea</b>	Let this all be done in unity
<b>Āe rā, kua wātea!</b>	

### 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 25 March 2021 will be put to the Strategy and Policy 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 Strategy and Policy 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 Strategy and Policy Committee.

***Minor Matters relating to the General Business of the Strategy and Policy 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 Strategy and Policy 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 31.2 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](mailto: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.

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## **2. General Business**

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# **MANA WHENUA REPRESENTATION ON COUNCIL COMMITTEES**

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### **Purpose**

1. This report asks the Strategy and Policy Committee to consider options to enhance mana whenua representation on Council committees.

### **Summary**

2. This paper presents options to include enhanced mana whenua representation on Council committees, including voting rights and remuneration.
3. Wellington City Council has long had Māori representation and input in matters of local governance. Increasing this representation in decision making forums will be mutually beneficial for both mana whenua and Council and builds on and is in addition to and consistent with the Strategy and Policy Committee resolution in principle to establish Māori wards at the next triennium, subject to consideration of feedback from the community.
4. Local mana whenua views have been canvassed to ensure that the conversation around establishing new representative seats on Council committees is undertaken in the spirit of partnership, and a mana whenua proposal on their aspirations to work with and alongside the Council is included in the report.
5. The paper presents three options for mana whenua representation on Council committees.

### **Recommendation/s**

That the Strategy and Policy Committee:

1. Receive the information.
2. Recommend that the Council:
  - a) Agree to adopt the preferred option of appointing one representative from each of Taranaki Whānui ki Te Upoko o Te Ika and Ngāti Toa Rangatira to sit on all Council committees and subcommittees (except the CEO Performance Review Committee, noting that this also excludes Community Boards, the Appointment Group, and the District Licencing Committee) with full voting rights from 1 July 2021.
  - b) Agree to reimburse each of Taranaki Whānui ki Te Upoko o Te Ika and Ngāti Toa Rangatira for the contribution of their representatives as set out in

recommendation 2 above, by paying each iwi an annual fee, equivalent to the remuneration of a full time elected member, which is currently \$111,225.

- c) Note that while one person will be appointed to each committee and subcommittee from each of Taranaki Whānui ki Te Upoko o Te Ika and Ngāti Toa Rangatira, the relevant person nominated by iwi may be different for different committees / subcommittees.
- d) Adopt the proposed changes to the Terms of Reference and Delegations for the 2019-22 Triennium (as adopted by Wellington City Council on 20 November 2019, latest update 20 January 2021) as is set out in Attachment 2.
- e) Note that a number of actions will be undertaken by the Chief Executive in order to implement the above resolutions (which includes an agreement to be signed between Council and iwi and preparation of a declaration to be signed by the representatives).
- f) Note that the representatives nominated by mana whenua for each committee and subcommittee will be brought to Council for endorsement and formal appointment to the relevant committee.
- g) Note that these resolutions relating to mana whenua representation on committees will remain until otherwise resolved by Council. This does not limit Council's ability to make changes to its overall committee structure (either at the next triennium or otherwise), including any external appointments,

## **Background**

- 6. On 8 October 2020, the Strategy and Policy Committee agreed that a report be developed in partnership with mana whenua about the legal and logistical steps for mana whenua representation (including voting rights and remuneration) on Council committees, to be implemented by 1 July 2021. Officers have engaged with mana whenua and now report back on the results of that engagement, options and recommended steps for implementation, should Council resolve to do so.
- 7. Through the Local Government Act 2002 (LGA), the Crown requires Councils to take appropriate account of the principles of Te Tiriti o Waitangi. Councils are required under the LGA to maintain and improve opportunities for Māori to contribute to local government decision-making processes. Council has work currently underway on a number of different opportunities aimed at further improving the relationship between Māori, mana whenua and Wellington City Council .
- 8. Mana whenua representation on Council committees is one way for Council to commit towards this improved relationship and to work towards satisfying its obligations under the LGA.
- 9. This paper presents three options to include mana whenua representation on Council committees, including voting rights and remuneration.

## Discussion

### Statutory framework

10. The Council has a range of existing obligations under legislation and other instruments to include Māori in decision making, to take account of Māori interests and views, and to consider the application of the principles of the Treaty of Waitangi. Some of these include:
  - a. Sections 4 and 14(d) of the LGA, which notes the importance of the Treaty of Waitangi and facilitating participation of Māori in local authority decision-making processes
  - b. Section 6 of the Resource Management Act 1991, which notes the importance of the relationship of Māori to the whenua and the importance of Māori culture and traditions in relation to their ancestral lands be considered by those who exercise powers under the Act
  - c. Section 12 of the Reserves Act 1977, which notes that Māori interests be given due consideration when deliberating land that can be acquired under the Public Works Act 1981.
11. The LGA requires local authorities not only to have processes in place to consult with Māori, but to actively provide opportunities for Māori to contribute to decision-making processes. The Act provides scope and flexibility for a local authority to decide how best to provide those opportunities for Māori to contribute to its decision-making processes.
12. Section 81 of the LGA states:

**"81 Contributions to decision-making processes by Māori**

  - 1) *A local authority must—*
    - a) *establish and maintain processes to provide opportunities for Māori to contribute to the decision-making processes of the local authority; and*
    - b) *consider ways in which it may foster the development of Māori capacity to contribute to the decision-making processes of the local authority; and*
    - c) *provide relevant information to Māori for the purposes of paragraphs (a) and (b)."*
13. In addition, section 10 of the LGA, states:

**"10 Purpose of local government**

  - 1) *The purpose of local government is—*
    - a) *to enable democratic local decision-making and action by, and on behalf of, communities; and*
    - b) *to promote the social, economic, environmental, and cultural well-being of communities in the present and for the future."*

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14. Under sections 5 and 41(2) of the LGA, membership of Council as the governing body consists solely of members elected in accordance with the Local Electoral Act 2001. While this anticipates Māori representation on Council via a person elected onto a Māori ward, it does not permit non-elected representatives to be appointed to Council, although they can attend Council meetings.
15. Council may appoint non-elected members to its committees pursuant to s31 of Schedule 7 of the LGA which states:
59. *"(3) The members of a committee or subcommittee may, but need not be, elected members of the local authority, and a local authority or committee may appoint to a committee or subcommittee a person who is not a member of the local authority or committee if, in the opinion of the local authority, that person has the skills, attributes, or knowledge that will assist the work of the committee or subcommittee."*

### **2010 Human Rights commission report**

16. Māori representation in local government was also the subject of a 2010 report by the Human Rights Commission, which found that:
- approaches to engaging with and having Māori represented in local government are inconsistent nationally; and
  - generally, the number of Māori elected to local government is lower than the Māori proportion of the national population.<sup>1</sup>
17. The 2010 report suggests that the establishment of a dedicated Māori voice in council be left to mana whenua to decide, and that councils should support this choice. The report also suggests that a national discussion around improving provision for Māori representation be had.<sup>2</sup>

### **Mana whenua representation at Wellington City Council**

18. Wellington City Council has long had Māori representation and input in matters of local governance. The Council was the first local authority to establish a Māori Committee in 1989.
19. Wellington City Council has memoranda of understanding with two iwi organisations – Taranaki Whānui ki Te Upoko o Te Ika and Te Rūnanga o Toa Rangatira Incorporated. Each memorandum provides "for the strategic relationship between the parties and the opportunity for the iwi to contribute to Council decision-making and to be a provider of leadership with Council for the City".
20. Currently, representatives of Port Nicholson Block Settlement Trust and Te Rūnanga o Toa Rangatira Incorporated are non-voting members of the Strategy and Policy Committee and the Annual Plan/ Long-term Plan Committee. While iwi representatives are to receive all papers and may attend these Committee meetings, sit at the table and

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<sup>1</sup> HRC paper, September 2010, p 4

<sup>2</sup> HRC paper, September 2010, p 38

discuss and debate matters they currently do not have a right to vote and are not remunerated.

**Other opportunities undertaken by Council for Māori involvement in decision making**

21. On 11 March 2021, the Strategy and Policy Committee resolved in principle to establish Māori wards at the next triennium, subject to consideration of feedback from the community. Targeted engagement will now be undertaken with Māori and mana whenua and feedback received from other members of the community before a final determination is made.
22. In its proposed Long-term Plan (2021-2031) Council has increased the operating expenditure for the Māori and Mana Whenua Partnerships budget to \$2m in year 1 and \$3m in year 2 to 10 (per annum) for delivery of He Waka Eke Noa Effectiveness for Māori framework, Te Taurapa Strategy and Te Tauihu Te Reo Māori Policy.

**Other local authorities**

23. Local authorities across New Zealand are taking active steps to enable the above powers and partner with Māori in matters of local government. Similar-sized district and city councils are employing a mixture of methods to seek local Māori input into decision making. Further details are included below.
24. *Rotorua Lakes Council* has representation from two iwi on the Council's Operation and Monitoring Committee and Strategy, Policy and Finance Committee, and there is one iwi representative on the Resource Management Committee and Chief Executive Remuneration Committee.
25. The representatives have full voting rights. The Te Tatau o Te Arawa board nominates representatives. The Council funds Te Tatau o Te Arawa to assist with their governance costs. From this fund they provide remuneration to their representatives who have been appointed to council at a standard councillor rate, allowing for between 10 to 20 hours representation a week.
26. *Kāpiti Coast District Council*: a partnership body Te Whakaminenga o Kāpiti nominates one iwi representative to Council and one to each of the Council committees. The Chair of Te Whakaminenga o Kāpiti can also attend meetings of Council and is able to contribute to the debate but not to vote. An iwi representative is also invited to sit on the Strategy and Operations Committee, and this representative has voting rights, remunerated on a meeting basis.
27. *Porirua City Council* has representation from one iwi on a whole of council committee, which is equivalent to Wellington City Council's Strategy and Policy Committee and the CE employment committee. The iwi representative has full voting rights and are remunerated at a standard councillor rate \$50,100, based on one day a week. They also have speaking rights at Council.

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28. *Hutt City Council* has representation from two iwi on the Council's Water Committee and District Plan Review Subcommittee. The representatives have full voting rights for these committees and are remunerated at an hourly rate.
  29. *Upper Hutt City Council* has no iwi representation.
  30. *Greater Wellington Regional Council* has iwi and mana whenua representation on most committees. All appointees have full voting rights. Council make the appointments upon each iwi authority's recommendation after recommendation from the Council's Māori advisory group, Ara Tahi, which has a mana whenua entitlement. Iwi authorities nominate persons for appointment to the Wellington Regional Leadership Committee (WRLC). The WRLC recommends to Council (as the administering body) its preferred candidates. The meeting fees for iwi appointees has not yet been set. This is the prerogative of the WRLC.
  31. *Auckland Council* has an Independent Māori Statutory Board that nominates representatives to numerous Council committees. The Board has two representatives on the committees for: Environment and Climate Change; Finance and Performance; Parks, Arts, Community and Events; Planning; Regulatory; Auckland Domain; Civil Defence and Emergency Management; Council Controlled Organisation Oversight; and also has one representative on a further three other committees (Strategic Procurement; Value for Money; and Appointments and Performance Review). The Board representatives have voting rights. The representatives are remunerated as Board members and do not receive a specific fee for Council meetings.
  32. *Bay of Plenty Regional Council* has three Māori wards that provide elected Māori representation on Council and Council committees.
  33. *Hamilton City Council* has an agreement with Waikato-Tainui and Te Rūnanga o Kirikiriroa, which is the framework for five Māori representatives on Council committees. The Council has one or two iwi representatives sitting on all committees of Council, depending on the interests of Iwi. From time to time iwi are also part of working groups relating to their relevant committees. Remuneration is provided as an annual fee per appointee per Committee, with the cost of appointments estimated at \$110,000 per year, which aligns with the fee payable to Elected Members sitting on an RMA or ATA Panel hearing. The cost of the appointments is based on an estimated amount of time required (including preparation), the number of meetings and an hourly rate.
  34. *Dunedin City Council* has a Māori Participation Working Party, which functions as a Councillor Advisory Panel to provide advice to the Dunedin City Council and provide opportunities for Māori to contribute to local government decision-making processes.
  35. *Nelson City Council* has iwi representatives on Council subcommittees only. One iwi representative is appointed to the Urban Development Sub-Committee and to the Strategic Development and Property Sub-committee. The representatives have voting

rights and receive standard remuneration for subcommittee members, which is \$7000 per annum.

### **Mana Whenua views**

36. For the purposes of this paper, mana whenua is defined as Taranaki Whānui ki Te Upoko o Te Ika and Ngāti Toa Rangatira, being the recognised iwi with whom Council has entered into Memorandums of Understanding. This builds on the significant work and engagement undertaken between Council and mana whenua in developing the respective Memorandums of Understanding.
37. Officers have met and discussed with representatives from both Ngāti Toa Rangatira and Taranaki Whānui ki Te Upoko o Te Ika.
38. The table at Attachment 1 outlines the three-pronged proposal delivered by mana whenua representatives. This proposal illustrates how mana whenua envision sitting at a decision-making level within Wellington City Council and what arrangements mana whenua would like to see at both a governance and an operational level, where they work alongside the Council as partners. While representation on Council committees is noted, the other facets all work together to form how mana whenua envisions greater representation and participation of mana whenua in Wellington City Council. This package forms a basis from which further interaction and partnership can be achieved.
39. This proposal includes representation at multiple levels of Council, including Council itself. The current legislative framework requires membership of Council as the governing body to consist of elected members only and therefore, this aspect of the proposal from mana whenua is not currently being progressed. Officers will liaise with mana whenua in relation to the aspects of their proposal that relate to matters other than committee representation.

### **Proposed arrangements**

#### *Appointments on Council committees*

40. The appointment of mana whenua representatives to council committees is one option to provide Māori with opportunities to contribute to the decision-making processes of the Council. Those appointments also allow Council and mana whenua to develop more of a partnership-based approach to working together.
41. Iwi representation is appropriate on all Committees and subcommittees with the exception of the CEO Performance Review committee (CEOPRC). Under statute, Council is the employing body of the Chief Executive, however it has delegated to the CEOPRC the authority to manage this employment relationship. As this committee represents the employing body, it is not seen as appropriate to include external members onto this committee, which may result in confusion to the lines of accountability.
42. The recommendations in this paper do not include specific mana whenua representation on the Appointments Group, District Licensing Committee and

Community Boards (which are referred to in the terms of Reference and Delegations for the 2019-22 Triennium) as:

- a) *Appointments Group*: this group merely makes recommendations regarding appointments (not the appointment itself);
- b) *District Licensing Committee*: this is not a committee of elected members but of trained commissioners and list members appointed by Council under the Sale and Supply of Liquor Act 2002;
- c) *Community Boards*: under the Local Electoral Act 2001 only councillors from the relevant ward can be appointed to a community board. Therefore, there is no statutory provision for mana whenua representation on these boards.

#### *Voting rights*

43. Officers propose that for all committees (including subcommittees) mana whenua are appointed to, that they are also given full voting rights.
44. This helps to ensure that there is a genuine role for the mana whenua representative at the committee table, and so they can genuinely contribute to the Council's decision-making processes. Examples of local authorities that have Māori members on committees with voting rights include Hamilton City Council, Waikato District Council, Palmerston North City Council, Masterton District Council, Greater Wellington Regional Council, Kāpiti Coast District Council and Otago Regional Council.

#### *Remuneration*

45. In addition to providing opportunities for Māori to contribute to decision-making processes, the LGA requires a local authority to "consider ways in which it may foster the development of Māori capacity to contribute to those decision-making processes." One way of assisting this is through funding. There are significant demands on Māori entities from a range of central and local government and other entities, and if the Council wishes to ensure that there is effective engagement in the committee structure then it is important that there is appropriate remuneration in place.
46. If a single representative were to sit on all committees and subcommittees (excluding CEOPRC) he/she would hold a similar workload to an elected member, therefore the recommended remuneration for the Iwi representatives is the same as for an elected member, (assuming that the preferred option is adopted).

#### *Appointment and next steps*

47. Under the LGA, non-elected members are required to have (in the opinion of the local authority) the skills, attributes, or knowledge to assist the work of the committee. Mana whenua have indicated that they may nominate one representative to sit on all committees or different representatives to sit on committees relevant to their individual skill set. This is appropriate as it allows for Council to obtain the people with the most appropriate skill set on each committee. This would not affect the overall remuneration, which would be the same amount paid to each Iwi, notwithstanding that there may be

a different people on each committee. For this reason, the options table below refers to a full-time equivalent appointment to be given to each mana whenua iwi.

48. An agreement would be entered into between Council and each iwi mana whenua, setting out the payment arrangements and relevant details, including expectations around attendance at workshops / briefings and liaising with mana whenua.
49. In addition, the appointees will be asked to comply with certain matters relevant to Council, including:
  - relevant local government legislation
  - good governance principles
  - Council standing orders
  - Code of Conduct for Elected Members (including confidentiality)
  - processes around conflicts of interest
  - any specific requirements relating to the committee itself
  - requirements to attend workshops, briefings etc.
50. A document outlining these commitments, will be prepared to be signed by the representative.
51. Officers will liaise with mana whenua, inviting Ngāti Toa Rangatira Incorporated (on behalf of Ngāti Toa Rangatira) and Port Nicholson Block Settlement Trust (on behalf of Taranaki Whānui ki Te Upoko o Te Ika) to recommend nominated representatives (noting that both iwi will have wider conversations within their group). Once representatives have been nominated, these will be proposed to the Council for formal appointment.

#### *Changes to governance arrangements*

52. If the recommended proposal is adopted, then several changes to the Terms of Reference and Delegations will be required. An explanation of the most significant changes is included below and outlined in further detail at Attachment 2.
53. **Quorum:** it is recommended that the quorums of all committees and subcommittees are increased by one to account for the two new members proposed to be added.
54. **Membership:** the membership of each relevant committee would be updated to include a representative from each of Ngāti Toa Rangatira and Taranaki Whānui ki Te Upoko o Te Ika, each with full voting rights.
55. Any changes adopted through this paper will not limit Council's ability to make changes to its overall committee structure (either at the next triennium or otherwise), including any external appointments.

## **Options**

56. There are a range of options to include mana whenua representation on Council committees. The three most reasonably practicable options have been proposed, taking into account the legislative requirements and current context. All options identified can be implemented by 1 July.

- 57 **Option 3** is the recommended option (one representative from each iwi on all Council committees and subcommittees excluding CEOPRC), as:
- a) this provides what officers consider to be an appropriate balance between Council’s legal obligations to enable democratic local decision-making, to promote the social, economic, environmental, and cultural well-being of communities in the present and for the future and to provide opportunities for and foster the capacity of Māori to contribute to decision making processes, and
  - b) gives effect to the provisions of the MOU with mana whenua which anticipates that Council will have a strategic relationship with mana whenua, providing the opportunity for mana whenua to contribute to Council decision making and to provide leadership with Council for the City.

<b>Option</b>	<b>Suggested Components</b>	<b>Considerations</b>
Option 1 Status quo	<p><b>Committee representation:</b> 1 representative from both Taranaki Whānui ki Te Upoko o Te Ika and Ngāti Toa Rangatira (2 total) on Strategy and Policy Committee; Annual Plan/ Long Term Plan Committee only.</p> <p><b>Rights:</b> ability to enter debate; speaking rights in meetings.</p> <p><b>Remuneration:</b> not remunerated.</p> <p><b>Time:</b> 2 days per week; 0.4 FTE for each representative.</p>	<p>This option will not advance greater Māori input into Council decision making or improve Māori representation in Council matters.</p> <p>Will require more review by the Council to better meet legislative and constitutional obligations.</p>
Option 2 Iwi representatives on main committees	<p><b>Committee representation:</b> 1 representative from both Taranaki Whānui ki Te Upoko o Te Ika and Ngāti Toa Rangatira on three main Committees (Annual Plan/ Long-term committee; Regulatory Processes Committee; Strategy and Policy Committee).</p> <p><b>Rights:</b> full voting rights.</p> <p><b>Remuneration:</b> \$88,980 pa for each iwi, paid by Council to iwi.</p> <p><b>Time:</b> 4 days per week/ 32 hours; 0.8 FTE.</p> <p><b>Accountability:</b> representatives accountable to both iwi authority and Council.</p>	<p>These two iwi have current MOUs in place with the Council.</p> <p>This is 80% of the current Councillor base salary. A 20% reduction on the base salary is proposed to account for anticipated narrower workload of the representatives, reflecting the lack of external and subcommittee appointments, portfolio-leadership and health and safety obligations.</p> <p>This option also leaves room for additional measures to be included in line with current iwi and Council desires to grow in capacity and capability.</p>

		1 seat for each iwi recognises the mana whenuatanga of both iwi in the Wellington region.
Option 3 Officer preferred option	<p><b>Committee representation:</b> 1 representative from both Taranaki Whānui ki Te Upoko o Te Ika and Ngāti Toa Rangatira to be appointed to all Council committees and subcommittees (except the CEOPRC, noting that this also excludes Community Boards, the Appointment Group, and the District Licencing Committee) with full voting rights from 1 July 2021.</p> <p><b>Rights:</b> full voting rights</p> <p><b>Remuneration:</b> as per an elected member (currently \$111,225 pa) for each iwi, paid by Council to iwi.</p> <p><b>Time:</b> full time equivalent basis</p> <p><b>Accountability:</b> representatives accountable to both iwi authority and Council</p>	<p>Iwi representation is appropriate on all Council committees (and sub committees) in this context, bar the CEOPRC (as Council, as the employing body, has delegated to this Committee the authority to manage the employment relationship with the CEO).</p> <p>Officers recommend this option as providing an appropriate balance between Council's legislative obligations and the provisions of our MOU with mana whenua.</p> <p>This option also leaves room for additional measures to be included in line with current iwi and Council desires to grow in capacity and capability.</p>

## Next Actions

58. If the Committee agrees to the preferred option, changes to the Committee's Terms of Reference and Delegations will be required to be adopted by Council. Proposed changes to the Terms of Reference and Delegations (2019-22 Triennium) are attached at Attachment 2. This includes changes to quorum (which officers propose to increase by 1 for all relevant committees), voting rights and other relevant matters.
59. Officers will prepare a document outlining the commitments to be accepted by mana whenua representatives regarding conflicts of interest, code of conduct and relevant matters.
60. Officers will propose an agreement to be entered into with each iwi entity, which will deal with payment arrangements, expectations around attendance, liaising with mana whenua and other issues.
61. Officers will liaise with mana whenua, inviting them to recommend their nominated representative, which will be brought to the Council for formal appointment.

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## Attachments

- Attachment 1. Iwi Relationship Model [↓](#)  Page 20
- Attachment 2. Changes to Terms of Reference and Delegations [↓](#)  Page 21

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Authoriser	Karepa Wall, Head of Maori Strategic Relations Stephen McArthur, Chief Strategy & Governance Officer

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## **SUPPORTING INFORMATION**

### **Engagement and Consultation**

Officers have met and discussed with representatives from Ngāti Toa Rangatira and Taranaki Whānui ki Te Upoko o Te Ika. Further engagement with Māori and the community at large is not required given the requirements of the LGA and Council's processes in appointing other members to committees (whereby no community engagement or consultation is undertaken).

### **Treaty of Waitangi considerations**

The Local Government Act 2002 (at section 4) states that the Act provides principles and requirements for local authorities that recognise and respect the Crown's responsibility to take appropriate account of the principles of the Treaty of Waitangi

This proposal will empower Mana Whenua - Ngāti Toa Rangatira and Taranaki Whānui ki Te Upoko o Te Ika to exercise rangatiratanga, the right of Māori to control decisions in relation to their lands and the things of value to them, while recognising the Crown's right to govern.

Officers will continue to partner with mana whenua to ensure they can actively contribute to the design of the role of both mana whenua representatives.

### **Financial implications**

The extent of financial implications will be determined by the approach adopted by Council. Funding for the proposal has been allowed for in the next Long-term Plan, to take effect from 1 July 2021.

### **Policy and legislative implications**

The proposal contributes towards satisfying Council's legislative obligations to enable democratic local decision-making, to promote the social, economic, environmental, and cultural well-being of communities in the present and for the future and to provide opportunities for and foster the capacity of Māori to contribute to decision making processes. The proposal also gives effect to the provisions of the MOU with mana whenua which anticipates that Council will have a strategic relationship with mana whenua, providing the opportunity for mana whenua to contribute to Council decision making and to provide leadership with Council for the City.

### **Risks / legal**

As above.

### **Climate Change impact and considerations**

Climate Change presents a direct threat to Māori and in particular mana whenua interests. Ngāti Toa Rangatira and Taranaki Whānui ki Te Upoko o Te Ika have been invited to be members of the Te Atakura First to Zero steering group.

### **Communications Plan**

A communications plan has been developed with input from mana whenua.

### **Health and Safety Impact considered**

Not known.

# Iwi Relationship Model



## Whakaruruhau / Cultural Leadership

- Kaumātua/rangatira group to provide advice, cultural guidance around traditional cultural frameworks, knowledge and language.
- Support for inter-iwi engagements and relationships along with multi-cultural engagements
- Meets quarterly as needed
- Costs met by Council

### Governance

#### Iwi Board Trustees & Councillors Hui

- For high level strategic discussions about opportunities and blue sky ideas
- 3 each year (hosted and alternated by all parties)
- Equal partnership model (agenda etc)
- Council Officers to act as secretariat
- Resources to support the running - small monetary exchange to iwi for engagement at these events (from existing budget)

#### Iwi Board Chairs & Mayor Meeting (with Māori Portfolio Cr)

- In-depth deep dive into governance issues at a strategic level
- 3 each year (hosted and alternated by all parties)
- Equal partnership model (agenda etc)
- Council Officers to act as secretariat
- Resources to support the running - small monetary exchange to iwi for engagement at these events (existing funding/required?)

#### Representation on Committees

- Position with full rights as per TOR on all committees
- Someone nominated by the trustees to represent the iwi governance body on each of the committees
- Paid role (through iwi infrastructure)

#### Representation on Council

- Seat with full rights at Council
- Someone nominated by the trustees to represent the iwi governance body on each of the committees
- Paid role (through same system as Councillors)

### Operational

- A iwi office that builds the necessary capacity and resource to be able to engage positively and proactively
- The office will be able to review and advise on plans, proposals and resource consents, etc, in a timely manner, providing expertise as required, and influencing decision-making to help iwi achieve its aspirations while providing reliable, consistent service to Council to help achieve their aspirations too.
- Cost to be approx. \$150K through a capacity funding agreement (per iwi)
- All BAU work will be fed through this team

#### CEO & Leadership Hui

- Council CE and iwi with their (staff) leadership teams
- High level strategic setting for the realisation of vision and direction set by governance
- To build and hold the relationship between the organisations
- 4 per year (hosted by all parties)
- Equal partnership model (agenda etc) shaped around work plans
- Council Officers to act as secretariat
- Costs met through other structures as this hui is about the parties getting the work done

#### Managers Operational Delivery Hui

- Meeting for manager Tira Poutama and Iwi Manager to ensure the delivery and implementation of all the structures is working in practice
- Monthly hui at iwi and council venues (alternating)
- No Secretariat or funds as met by existing funding and part of BAU work

#### Cultural advice and Language Support

- On demand cultural advice (blessings, openings, pōwhiri, mediation, ad-hoc advice, specific out of BAU projects such as Library re-build)
- Acquired through the iwi office channels
- Paid for by relevant business unit direct to the organisation
- Approx. \$300-\$500 per event
- No secretariat support needed

## MoU with iwi that indicate how we want to work and the relationship we want to build together

- No funds attached
- Signed by all governance for each party
- Mayor and Iwi Chair to mediate any relationship issues that arise
- Overarching agreement that will determine how the underlying structures will operate

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## **Changes to Terms of Reference and Delegations**

A number of changes need to be made to the Terms of Reference and Delegations to reflect any decision to add mana whenua representation on Council committees.

These changes are outlined below.

### **Addition of Membership**

'One representative of Ngāti Toa Rangatira nominated by Te Rūnanga o Toa Rangatira Incorporated' and 'One representative of Taranaki Whānui ki Te Upoko o Te Ika nominated by the Port Nicholson Block Settlement Trust' will be added as external members of all committees and subcommittees to which mana whenua representatives are appointed.

This will replace the current 'External Membership (non-voting)' sections under the Strategy and Policy Committee and the Annual Plan / Long-term Plan Committee.

### **Quorum**

The quorums of the relevant committees and subcommittees need to be increased by one to reflect the additional membership. If the officers preferred option is as resolved, quorums will be:

- Strategy and Policy Committee - 9
- Annual Plan / Long-term Plan Committee - 9
- Regulatory Processes Committee - 4
- Council-controlled Organisations Subcommittee - 4
- Finance, Audit and Risk Subcommittee - 5 (including at least one external member)
- Grants Subcommittee - 4
- Safer Speeds Hearing Subcommittee - 5
- Revenue and Finance Working Party - 5

### **Introduction**

The 'Iwi' section in the Introduction will be updated to reflect the new arrangements:

- a. 10. Appointed mana whenua representatives are members of the Strategy and Policy Committee, Annual Plan / Long-term Plan Committee, Regulatory Processes Committee, Council-controlled Organisation Subcommittee, Finance, Audit and Risk Subcommittee, Grants Subcommittee, Safer Speeds Hearing Subcommittee, and Revenue and Finance Working Party. They are full members of the decision-making bodies to which they are appointed and have full rights as members under standing orders to participate in debate and vote on items.

- b. 11. Any appointed representative has the right to attend all Council, committee, and subcommittee meetings. Iwi are to receive all papers. Wellington City Council Code of Conduct for Elected Members will apply to members attending meetings.

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## **TE NGĀKAU CIVIC PRECINCT FRAMEWORK**

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### **Purpose**

1. This report asks the Strategy and Policy Committee to approve the draft Te Ngākau Civic Precinct Framework in principle and to undertake public consultation on the Framework immediately following completion of the Long-Term Plan consultation.

### **Summary**

2. At the Strategy and Policy Committee meeting of 10 December 2020, officers were requested to report in quarter 1 of 2021 with a proposed draft Framework for Te Ngākau Civic Square to enable consultation together with the Long-term Plan.
3. At the Annual Plan/Long-Term Plan Committee meeting of 4 March 2021 the following resolution was passed: "Agree the Framework for Te Ngākau Civic Square precinct is developed on the basis that Council is committed to Te Ngākau Civic Square being the musical, creative and democratic heart of Wellington, with the main Wellington City Council premises returning to Te Ngākau Civic Square as part of its development."
4. The Framework has been developed to reflect the strategic intent of the resolution of 4 March through the vision statement for Te Ngākau Civic Precinct (Te Ngākau).
5. The Framework will encourage mixed uses across the precinct and there will be development opportunities that arise as the result of any increase in the space in the Library re-development and/or within any building that may replace MOB/CAB. These open the opportunity for the return of Wellington City Council functions to the precinct.
6. When considering the future of the Municipal Office Building (MOB), the Civic Administration Building (CAB) it is imperative that we have a strong Framework for the precinct. This will be a key requirement to support any future resource consent applications relating to these sites.
7. Te Ngākau is Wellington's unique civic place anchoring and connecting the city to the waterfront. The precinct provides a gateway that connects the city to the harbour and represents an enduring place for Wellingtonians to engage with civic life.
8. The precinct is in a phase of transition. The buildings and assets within Te Ngākau are in various states of operation. Many are closed due to seismic issues, such as the Central Library, the MOB building, the CAB building, Capital E and the underground carparks. The Town Hall that also closed due to seismic issues is currently undergoing an upgrade including extensive seismic strengthening. Only the Michael Fowler Centre (MFC) and the City Gallery remain open.

9. Beyond the seismic challenges, which are extensive, Te Ngākau faces significant issues around the management of water, including current inundation issues and the overall threat that climate change and sea level rise pose, which will increase over time.
10. The affordability of restoring Te Ngākau is a major issue for Council and given the current and future financial constraints cannot afford to fund this alone.
11. Rather than addressing each issue and site in isolation, a strategic approach is required to ensure that the development of Te Ngākau is guided by a strong vision, clear objectives and guiding principles.
12. The Framework has been developed and responds to the direction of Councillors from the workshop of 24 November 2020 and provides an integrated and strategic guide for the future of Te Ngākau. The Framework aligns with the spatial plan goals and has been developed with engagement across a range of stakeholders, including Mana Whenua.
13. The vision for Te Ngākau is – *“Te Ngākau is the beating heart of our capital city: a thriving neighbourhood where creativity, culture, democracy, discovery and arts experiences collide on the edge of Te Whanganui-a-Tara”*. The vision brings together a number of important aspects of what we want for Te Ngākau.
14. The Te Ngākau Framework builds on the successful approach adopted to guide the development of the Wellington Waterfront through the Wellington Waterfront Framework adopted in the early 2000’s. This has proven to be a strong and enduring guiding document that has seen the waterfront develop into an asset for the city that Wellingtonians and visitors to the city love and enjoy.
15. The Framework will provide direction and certainty to those property owners in the areas that surround Te Ngākau, enabling them to make long-term decisions in the knowledge of what the vision and objectives for Te Ngākau are.
16. The Long-term Plan includes two significant proposals for Te Ngākau, the Central Library and the future of the MOB and CAB buildings, and it is appropriate and beneficial if the consultation on these is informed by the draft Te Ngākau Framework.

### **Recommendation/s**

That the Strategy and Policy Committee:

1. Receive the information.
2. Agree to adopt the draft Te Ngākau Civic Precinct Framework in principle as attached to this report (attachment 1).
3. Agree to undertake public consultation on the draft Te Ngākau Civic Precinct Framework as set-out in this report.
4. Note that the outcome of the public consultation will be reported back to the Strategy and Policy Committee in July 2021 to adopt the Framework subject to the outcomes of the consultation process.

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## **Background**

17. There has been a strong civic heart of the city at Te Ngākau since before the 1900's shaped around a Town Hall and a Public Library.
18. The precinct has constantly changed and evolved as the city has grown. 1904 saw the opening of the Town Hall; in 1940 the City Gallery was built, at that time it was the Central Library; 1950 saw the construction of the MOB building together with a civic lawn which in 1991 was replaced by the CAB building; the MFC opened in 1983.
19. However, since 2013 the story of Te Ngākau has been one of closure of buildings due to seismic issues. We have seen the closure of the Town Hall; Capital E; the Central Library; the underground car parks; and the MOB and CAB buildings.
20. The only buildings unaffected are the City Gallery and the MFC. The city to sea bridge remains open and safe for public use but its future is inextricably linked to the future of Capital E as they share significant structures.
21. Remedial work to address the strengthening of the Town Hall is underway and is expected to be completed in late 2023 or early 2024. This will see the Town Hall return as a performance venue and provide a home to the National School of Music, a joint initiative between Victoria University and The NZ Symphony Orchestra.
22. Consultation regarding the strengthening of the Central Library is proceeding and will be a specific area of consultation within the 2021-31 Long-term Plan consultation document.
23. While these are important initial steps, it is clear the extent of the remediation and development within Te Ngākau is significant. The need for a strong strategic framework to guide the development of Te Ngākau and its surrounding neighbourhood is apparent and necessary. Future decisions around the MOB and CAB buildings, Capital E, the City to Sea bridge all need to be guided by a strong vision supported by objectives and supporting principles.
24. Seismic issues are not the sole challenge, the development of Te Ngākau must also respond to the increasingly complex issues from climate change and population growth, the precinct has historically been affected by water inundation. In addition to these, the precinct has spatial issues in relation to how it is laid out, accessibility and connections to the city.
25. The investment being made by Council in the strengthening of the Town Hall and the required funding to address the strengthening of the Central Library are significant. These come at a time when the Council financial position is challenged by the need to fund critical infrastructure investment and against a back-drop where projected rates increases are at elevated levels.
26. Consideration needs to be given as to how Te Ngākau can be developed in a way that does not require solely Council funding to respond to the challenges presented by Te Ngākau.

27. At the Strategy and Policy Committee of 10 December 2020, officers were requested to report in quarter 1 of 2021 with a proposed Framework for Te Ngākau Civic Square to enable consultation together with the Long-Term Plan.
28. At the Annual Plan/Long-Term Plan Committee meeting of 4 March 2021 the following resolution was passed "Agree the Framework for Te Ngākau Civic Square precinct is developed on the basis that Council is committed to Te Ngākau Civic Square being the musical, creative and democratic heart of Wellington, with the main Wellington City Council premises returning to Te Ngākau Civic Square as part of its development.

## **Discussion**

29. There is a strong need for an integrated and strategic approach to address the future of Te Ngākau Civic Precinct.
30. Following a range of workshops with officers and councillors a framework has been developed with support from The Property Group. The Framework is attached to this report as Attachment 1. The Framework is comprehensive, some of the major points are touched on as follows, to appreciate the integrated and comprehensive nature of the Framework it is necessary to read the Framework in its context and entirety.
31. A range of early engagement has been undertaken in the development of the Framework. This has included external parties: Mana Whenua; WellingtonNZ; Experience Wellington; Victoria University; NZ Symphony Orchestra; Inner City Wellington Residents Association; and the Wellington Waterfront Technical Advisory Group.
32. We have also engaged with the following Council external technical consultants who have a strong connection to works in Te Ngākau: Athfields, architects on the Town Hall and Library; TBIG, project managers on the Library; and Urban Perspectives, planning advisors
33. The parties engaged have interests, responsibility or knowledge of Te Ngākau and were interviewed to understand key issues. These are set out in more detail within Appendix one of the Framework, including how they were responded to in the Framework.
34. The Framework is underpinned by a strong vision that brings together a wide range of views and aspirations that have been canvassed through the development of the Framework, including the Resolution of 4 March. The vision statement is *"Te Ngākau is the beating heart of our capital city: A thriving neighbourhood where creativity, culture, democracy, discovery and arts experiences collide on the edge of Te Whanganui-a-Tara."*
35. Six objectives have been developed for Te Ngākau. Each of the objectives is supported by a range of policies which together provide a framework for achieving the vision. The objectives are:
  - a) *Te Ngākau is a place that expresses our culture and embeds Mana Whenua values into design as well as providing a place for all cultures to express themselves;*

- b) *Te Ngākau is a place that respects and incorporates experiences of architecture, design and heritage balanced with ensuring its functional role for the city;*
- c) *Te Ngākau is a place that is vibrant and welcoming, and supports a range of uses;*
- d) *Te Ngākau is a place that integrates with the city and the waterfront;*
- e) *Te Ngākau is safe, inclusive, comfortable and green; and*
- f) *Te Ngākau is a place that is resilient, sustainable and enduring.*

These are articulated in section 9 of the Framework together with the supporting policies that give effect to them.

- 36. The importance of Te Ngākau to Mana Whenua is acknowledged and their engagement to date has been valued and they will remain a critical partner for the precinct and be empowered to express their tikanga and role as Kaitiaki of the area.
- 37. A partnership approach to the development of the precinct will be required, the vision cannot be delivered solely by Council. Partnerships, including commercial, should be utilised to support and complement the considerable investment Council is already committed to making in this area. An example of this would be the National School of Music expanding its footprint beyond the Town Hall – this would require a partnership with a building investor, the School of Music partners, and Council.
- 38. The Framework identifies spatially where change and transformation of the precinct is required to deliver on the vision, objectives, and policies. Three discreet and specific areas of change are identified, the MFC carpark area, the area incorporating MOB and CAB and the area adjacent to Jervois Quay.
- 39. These spatial changes are brought together through a concept (Section 7 and 8 of the Framework) for the precinct which brings together green spaces, activation, connectivity, viewshafts and the surrounding streets.
- 40. The Framework provides a comprehensive strategic and integrated approach to development and utilisation of Te Ngākau. It will provide a living and enduring document that supports Council and its partners to resolve the complex issues associated with the precinct. The Framework aims to provide the city with a clear direction for the area.

## **Options**

- 41. There are broadly three approaches that could be used to develop Te Ngākau:
  - a) On a project by project basis;
  - b) Through the development of a detailed masterplan; or
  - c) Through the development of a guiding strategic framework.
- 42. Option a) is essentially how the development of Te Ngākau has been approached to date. This approach is not seen as sustainable and will not deliver a co-ordinated development. The development of Te Ngākau needs to be co-ordinated and guided by

a strategic view of what we want for the precinct and assist in the decision making around specific projects so they align.

43. A project by project approach does not provide the business and property owners in the areas surrounding Te Ngākau with any direction or clarity around what they can expect and respond to.
44. Option b) would essentially see a detailed spatial plan for the whole of Te Ngākau developed. However, any masterplan should only be developed under the umbrella of a strong vision and guiding principles.
45. Option c) provides a strategic approach that does not try to solve the “build” projects, rather it sets out the vision and guiding principles for the precinct against which any future developments are tested.
46. The preferred option is c) which would see a strategic framework developed that would be the guiding document under which development of Te Ngākau is managed. This is the option that was directed through SPC at their meeting of 10 December 2020.

### **Next Actions**

47. Once approved in principle the draft Te Ngākau Civic Precinct Framework will be made available as information alongside the Long-term Plan. The Framework will both inform and support significant consultation issues including the Central Library and MOB/CAB proposals.
48. The formal public consultation process will commence on 19 May 2021 and run for a period of four weeks concluding on 15 June 2021.
49. The approach to release the Framework alongside the Long-term Plan and then begin consultation after the Long-term Plan consultation has been completed is too ensure Wellingtonians have a clear opportunity to consider the Framework.
50. The Civic Trust have agreed to host a public seminar in May that will focus on Te Ngākau and the proposed Framework. This will provide a good forum for discussions around the Framework.
51. The focus of the consultation will be to share information with the public, including who we have worked with to this point. Consultation will occur via Council’s ‘Let’s Talk’ website supported by wide ranging promotion including social media, stakeholder communications and networks, WCC channels, and information in libraries.
52. The opportunity to make oral submissions will be made available and the outcome of the consultation process will be reported back to Council in July 2021.

### **Attachments**

Attachment 1. Ngākau Civic Precinct Framework [!\[\]\(2bff93d2a2b6d2c342bab197caa20ae2\_img.jpg\) !\[\]\(f5aa17be21edfb03cf324131dffba3cc\_img.jpg\)](#)

Page 31

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Authoriser	Tom Williams, Chief Infrastructure Officer

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## **SUPPORTING INFORMATION**

### **Engagement and Consultation**

A range of early engagement has been undertaken in the development of the draft Framework. This has included external parties; Mana Whenua; WellingtonNZ; Experience Wellington; Victoria University; NZ Symphony Orchestra; Inner City Wellington Residents Association; and the Wellington Waterfront Technical Advisory Group.

We have also engaged with the following Council external technical consultants who have a strong connection to works in Te Ngākau; Athfields, architects on the Town Hall and Library; TBIG, project managers on the Library; and Urban Perspectives, planning advisors

The parties engaged have interests, responsibility or knowledge of Te Ngākau and were interviewed to understand key issues. These are set out in more detail in the draft Framework within Appendix one of the Framework, including how they were responded to in the Framework.

### **Treaty of Waitangi considerations**

Te Ngākau is an important precinct to the city and to Mana Whenua. We have engaged with Mana Whenua as a key partner as set out above and have also worked through the draft Framework with them to ensure it appropriately recognises the expression of our culture and embeds Mana Whenua values into design and aligns with their core values. This engagement will continue through the consultation process.

### **Financial implications**

There are no material costs associated with the consultation and adoption of the Te Ngākau Framework. The Framework will provide the strategic guidance for assessing future development of the precinct. The future development of Te Ngākau will require significant investment, this will come at a time when Council faces a number of financial challenges. The framework will provide a strategic approach to developing the precinct in partnership with other parties. An example of this would be the National School of Music expanding its footprint beyond the Town Hall – This would require a partnership with a building investor, the School of Music and Council.

### **Policy and legislative implications**

The Framework has considered and been developed to sit within the Council policy frameworks. The Framework has been informed by the Draft Spatial Plan and the Central City Spatial vision to ensure the goals and objectives are consistent. The Framework once approved will inform the District Plan review.

### **Risks / legal**

There are no assessed material risks or legal implications as this paper relates to the development of a framework that will be subject to public consultation.

**Climate Change impact and considerations**

The Framework addresses the challenges associated with Climate Change impacts. There is a specific objective, Objective 6, that addresses Te Ngākau as a place that is resilient, sustainable and enduring.

**Communications Plan**

It is intended that there will be a Media release to support the approval of the draft Framework to go out for consultation. The consultation process is intended to immediately follow the consultation for the Long-term Plan. Specific activities to support the consultation around the Framework will include a public seminar organised and run by the Civic Trust in May and targeted engagement with interested stakeholder groups including further engagement with Mana Whenua.

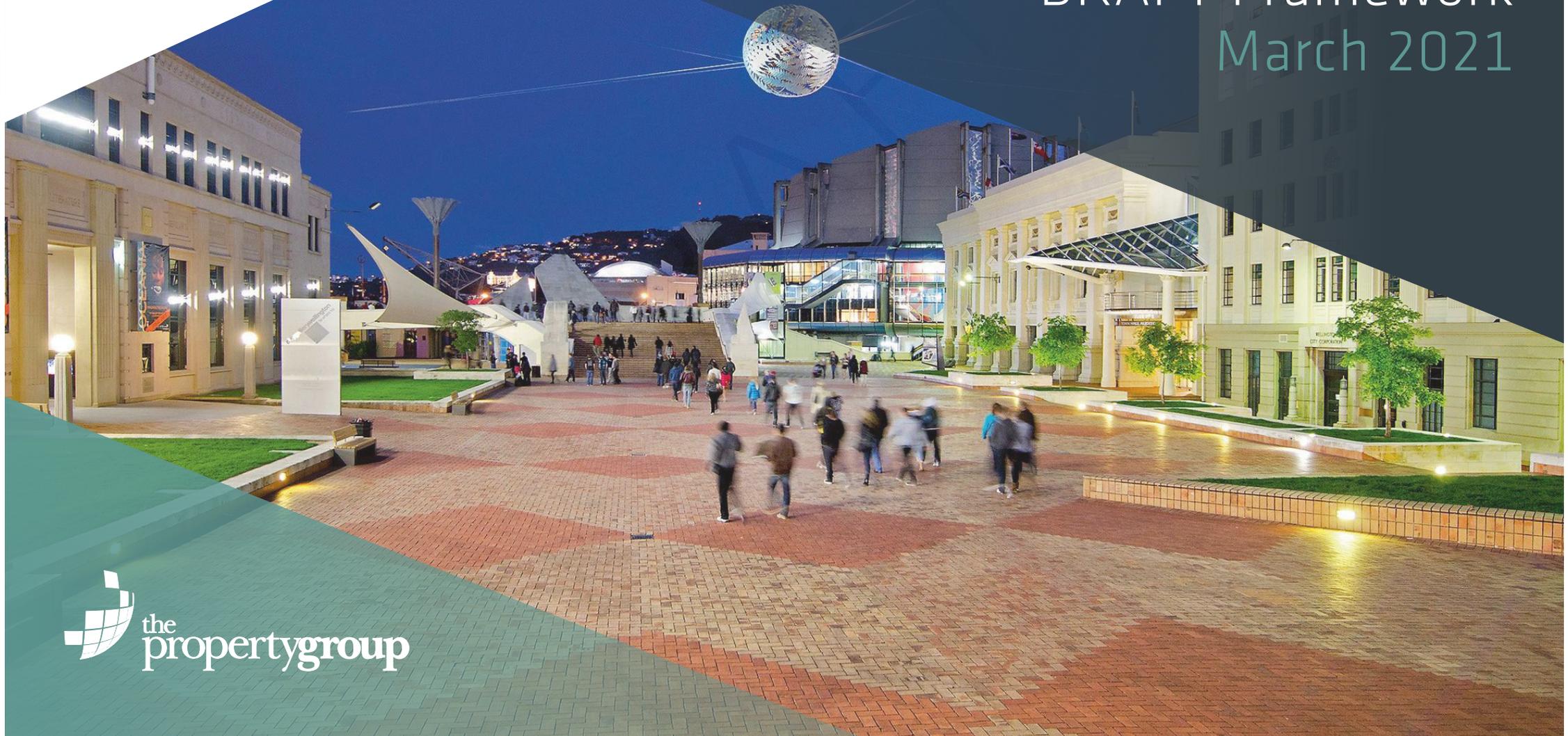
**Health and Safety Impact considered**

There are no health and safety impacts directly from the development of the Framework. However the Framework addresses areas of safety and accessibility within the supporting policy statements that underpin the overall objectives of the Framework.

# Absolutely Positively Wellington City Council

Me Heke Ki Pōneke

## Wellington City Council Te Ngākau Civic Precinct DRAFT Framework March 2021



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# Contents

1.Executive Summary	3
.....	
2. Introduction and Purpose	4
.....	
3. Historic Context	6
.....	
4. Policy Context	12
.....	
5. Constraints and Opportunities	14
.....	
6. The Vision	22
.....	
7. The Concept	23
.....	
8. Key Spatial Elements	24
.....	
9. Objectives and policies	30
.....	
10. Consistent Decision Making	36

## Appendices

Appendix one: Key stakeholders

*"...the place where you  
can change yourself,  
change Wellington and  
change the world."*

- Dr Sarah Rusholme  
Experience Wellington

# 1. Executive Summary

***Te Ngākau is the beating heart of our capital city: A thriving neighbourhood where creativity, culture, democracy, discovery and arts experiences collide on the edge of Te Whānganui-a-Tara.***

**The Te Ngākau vision statement**

Te Ngākau Civic Precinct is Wellington's unique civic place: an anchor point that connects the central city and the waterfront, both a place in its own right and a gateway between the city and the harbour. The precinct is the result of Wellington's evolving planning, civic and architectural ideals of the 20th Century and represents an enduring place for Wellingtonians to engage with civic life. Most of all, it is a place that Wellingtonians identify with and love.

The precinct is entering a phase of transition. The civic buildings and assets within the precinct are in various states of operation. Some are currently closed, due to earthquake damage or as a precaution due to seismic risk, such as the Wellington City Library, the Civic Administration Building (CAB), the Municipal Office Building (MOB), Wellington iSite, car parks and Capital E. The Town Hall is currently under repair but the square itself, Michael Fowler Centre and the City Gallery remain open. Beyond seismic resilience challenges, the precinct faces significant issues relating to the management of water, including current flooding and inundation issues and the overall threat that climate change and sea level rise poses to this coastal precinct, which will increase over time.

While some of these buildings, like the Town Hall and the Central Library, are on a course to repair and restoration and will see out another era in the square, there are still outstanding issues that require resolution to reinstate Te Ngākau as the vibrant heart of the city. These include significant resilience issues, to spatial issues relating to how the precinct is laid out, connected and accessed as well as individual building performance, programming and activities. In addition, the affordability of restoring Te Ngākau is a major issue for Council, who, given the current financial constraints, cannot afford to fund this alone.

A thriving and resilient Te Ngākau would enrich our community, local economy and natural environment at a time when the Capital city faces increasingly complex challenges from population growth, climate change, housing pressures and the decline of infrastructure. Rather than addressing each issue and site in isolation, this framework provides the strategic approach required to ensure decision making for all components contributes to the vision for Te Ngākau.

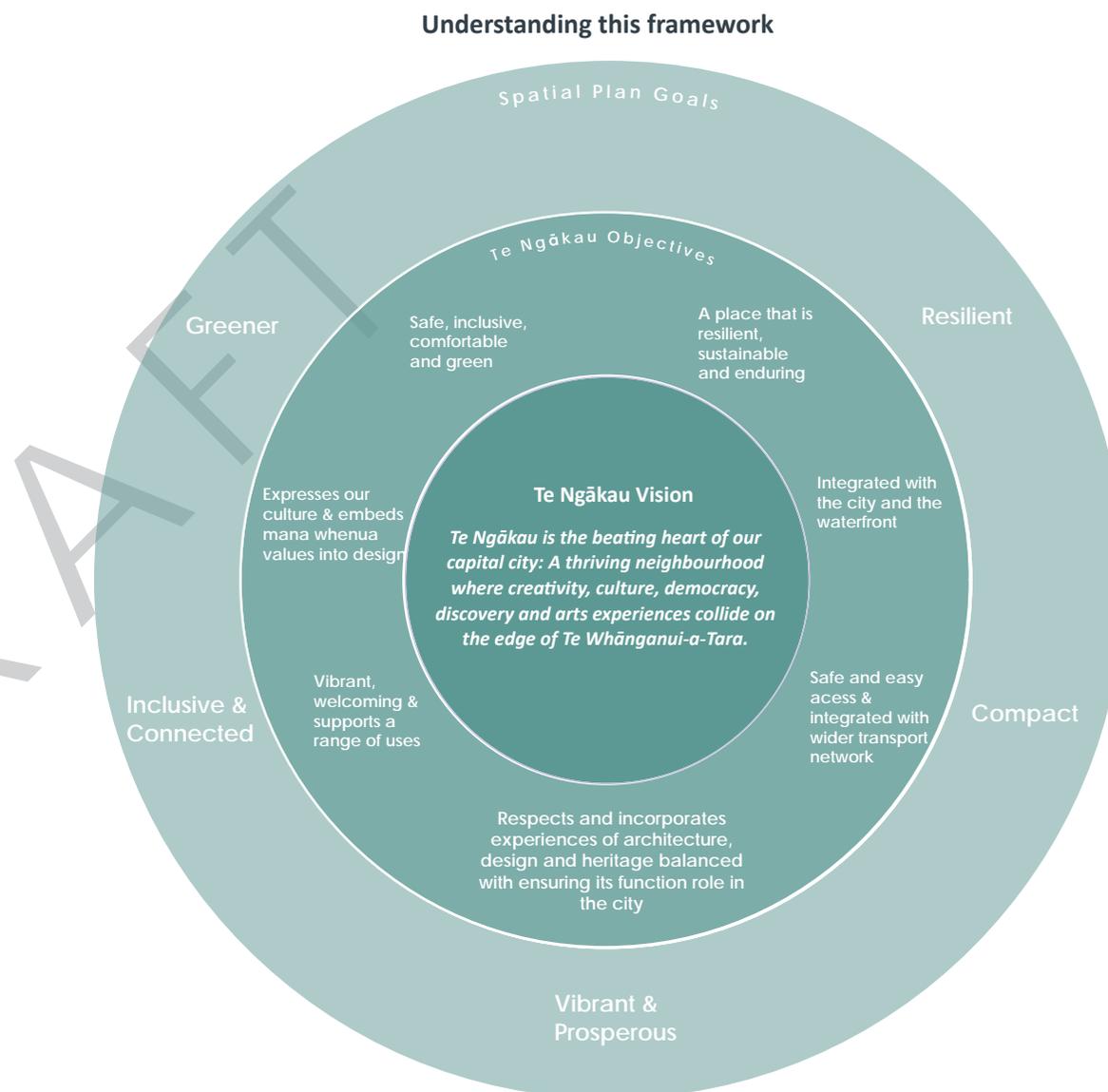
## 2. Introduction and Purpose

The purpose of this framework is to provide an integrated and strategic guide for the future of the Te Ngākau Civic Precinct. The framework provides a comprehensive vision, objectives and policies for the precinct which align with the spatial plan goals of a Wellington that is resilient, greener, compact, vibrant and prosperous, inclusive and connected. The vision, objectives and policies were developed with key stakeholders, including mana whenua, Councillors, Council staff and advisors, existing users of the precinct and local community. These will be tested with the wider community to ensure they represent Wellingtonians' aspirations for this important place.

### Preparation of the framework

To ensure Te Ngākau Civic Precinct is a thriving, successful public place a considerable list of issues require addressing. These were identified through interviews with key stakeholders:

- Closure of buildings due to seismic damage or poor seismic performance has meant a loss of people, activity and vibrancy in the precinct
- Te Ngākau does not reflect Wellington's unique culture and identity, specifically, it does not reflect mana whenua and Te Ao Māori
- The precinct has major resilience challenges now and is not equipped to deal with future resilience challenges such as climate change or a major earthquake
- The precinct fails to integrate with the central city and the waterfront



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and provide clear, safe and inclusive access between these important places

- As a public space (even before building closures), civic square is unsuccessful. It lacks activation from the buildings, it is hard and impermeable and there are inherent safety and access issues due to challenging levels, obstructed sightlines and an overall lack of permeability and legibility (access and intuitive wayfinding)
- The precinct lacks greenery and green open space and does not reflect the natural character of Wellington harbour

The issues Te Ngākau is subject to are complex and occur at varying scales, from repair of individual buildings with seismic damage, to wider-scale issues such as layout and access, to significant global issues such as, how the precinct will adapt to climate change and sea level rise. A strategic approach is required to ensure that the resolving of these issues happens in a comprehensive, integrated way that supports the vision for the precinct and delivers value and affordability for Wellingtonians.

### **A living framework**

The aim of this framework is that it will be a 'living' document and tool which supports Council and its partners to work towards the ongoing transformation of Te Ngākau Civic Precinct. The framework will provide the overarching frame of reference for decision making to resolve these complex issues. Importantly, it also identifies key areas of change - parts of the precinct where opportunities for transformational change should be seized to deliver on the vision for the framework, but also where opportunities exist for new development to occur that will provide new investment to help deliver value for Wellingtonians.

Wellingtonians care deeply about the future of Te Ngākau Civic Precinct. The framework aims to provide the city with a clear direction and certainty about the overall direction for the area, while retaining flexibility to allow for the detail of what happens to be worked out within individual projects in years to come.

### **Consistent decision making**

Te Ngākau Civic Precinct requires significant investment to achieve the vision as set out. There are a range of interdependencies through the precinct between buildings, public space, infrastructure and activities. Consideration of how individual decisions on components impact the broader vision for the area is critical in being able to ensure that momentum builds towards delivering the outcomes intended and that progress is made.

The vision cannot be delivered solely by Council, a partnership approach must be taken to develop the precinct efficiently and to a high standard. Commercial partnerships on some sites should be utilised to offset the considerable investment Council will be required to make into its own assets.

# 3. Historic Context

## History

It is from Māori history that we have the earliest stories about Te Whānganui-a-Tara where Te Ngākau Civic Precinct is located, on the western shores (Figure 1).

Many Māori narratives credit the renowned Polynesian explorer and navigator Kupe, with the discovery of Te Whānganui-a-Tara. The arrival of Kupe is of great importance and many iwi tell of their links to him. From Kupe and his whānau, who are thought to have come to the harbour in the 1200s<sup>1</sup>, we have been gifted with not only names for the Wellington region, but the name 'Aotearoa' itself.

Māori legend also tells the story of two taniwha, Ngāke and Whātaimai, who are said to have created the harbour with their thrashing bodies as they attempted to escape the original lake.

Later came brothers Tara and Tautoki, sons of Whātonga who brought reports of the harbour back to their father in the Mahia peninsula of a 'great harbour'. These reports encouraged Whātonga to establish a settlement here, and it is from this story the name Te Whanganui a Tara 'the Great Harbour of Tara' is derived. The descendants of Tara and Tautoki include the iwi of Ngāi Tara, Rangitāne, Muaūpoko, Ngāti Apa, and Ngāti Ira.

The early 19th Century saw the arrival of Taranaki iwi, including Ngāti Toa and Ātiawa to the area. This caused major change for the iwi who had been resident here for many generations.

Today, Port Nicholson Block Settlement Trust who represent Taranaki Whānui ki Te Upoko o Te Ika and Te Rūnanga o Toa Rangatira are recognised as the mana whenua of Wellington.

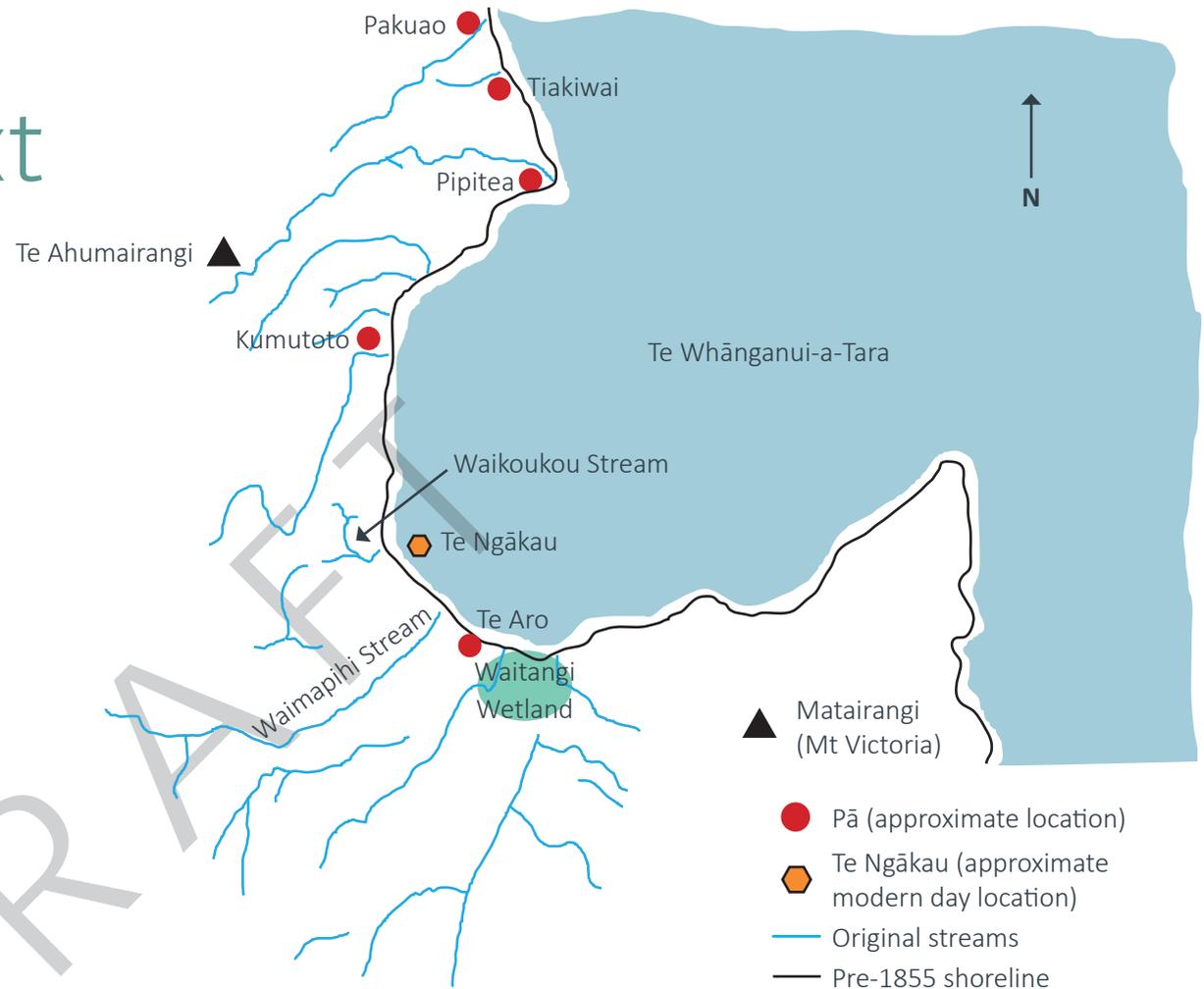


Figure 1: Approximate location of modern day Te Ngākau

Thriving kāinga (villages) and pā stretched along what would have been a pristine coastal landscape fed by freshwater streams. Water-based trade and communications system were in place and the area south of Te Aro Pā (Figure 1) was well cultivated with gardens extending back to Pukeahu and even the hilly areas of Brooklyn. Teeming with birds and aquatic life, the harbour and the streams that flowed into it would have been at the heart of local life, providing a plentiful food basket for māori who lived here.

Modern day Te Ngākau is located between several significant places, the Te Aro Pā, situated in the heart of the waterfront, Kumutoto Pā, to the north, and the Waikoukou and Waimapihi Streams.

<sup>1</sup><https://teara.govt.nz/en/photograph/2295/kupes-anchor>

Diagram reference: Te Whanganui a Tara Me Ona Takiwa: Report on the Wellington District (Wellington: Legislation Direct, 2003)

### Natural character and landscape

Today, Te Ngākau is an inner-city urban public space, home to several civic buildings with limited green open space. Historically, this place would have been the shores of Te-Whanganui-Tara, a place where stingrays basked in shallow waters, a place for fishing and food gathering.

Prior to human occupation, the Wellington region was covered in dense forest, from the harbour to the hilltops. Forest ecosystems are thought to have covered around 782,200ha of the Wellington region. Today, only 27% of this remains<sup>2</sup>.

As shown in Historical Habitat Cover (Figure 3), the low-lying area where central Wellington is now located would have been hardy wind and salt-resistant coastal forest dominated by bluffs and steep escarpments. Streams filled with native fresh water aquatic life would have flowed from the forest to the sea. The area known as Te Ngākau would have been located here at the water's edge, with Kumutoto stream to the north, the Waikoukou Stream nearby (reaching the harbour close to modern day Manners Street) and the Waimapihi Stream and Waitangi wetland nearby to the south east.



Figure 3: Approximate location of modern day central Wellington and Te Ngākau are indicated on the Historical Habitat Cover map.

(source: <https://wellington.govt.nz/~media/services/environment-and-waste/environment/files/habitat-historical.pdf?la=en>)

<sup>2</sup><http://www.gw.govt.nz/assets/Our-Environment/Environmental-monitoring/Environmental-Reporting/Forest-ecosystems-of-the-Wellington-region-reduced.pdf>



Figure 4: Photograph of the Public Library and Technical School seen from Mercer/Wakefield Street (Alexander Turnbull Library)



Figure 5: Photograph of the Town Hall (with now removed clock tower) attributed to Robina Nichol (Alexander Turnbull Library)



Figure 6: Wellington Public Library in Mercer Street 1940 (Alexander Turnbull Library)  
REF: <https://teara.govt.nz/en/libraries/page-1>  
<http://www.wellingtoncityheritage.org.nz/buildings/301-450/325-wellington-town-hall?q=> (TOWN HALL SOURCE)

### The Evolution of Te Ngākau

Today, much of Wellington’s waterfront and central city is located on land reclaimed from the harbour during the settlement of Wellington by British colonists in the late 1800s. By the end of 1870, the Government, provincial and city councils had reclaimed some 70 hectares from the harbour. The civic precinct we know today is located entirely on this reclaimed land. The first public building erected on Te Ngākau was a combination of Wellington City Council’s 1893 Public Library and the Technical School (Figure 4) and these were indicated on Thomas Ward’s first survey of Wellington in 1889 (Figure 7). Designed by William Chrichton, this public library was actually Wellington’s third or fourth in its short history as a British settlement. However, it was the first built by the Wellington City Council who were inaugurated in 1870 and have maintained a constant presence in the precinct since the construction of the original library.

These buildings were soon followed by the first Town Hall, built in 1904 (Figure 5) and a new library building, today referred to commonly as the ‘Old Library’ (because it predated the current Athfield library), that replaced the poorly constructed Chrichton buildings which were demolished in 1945 due to seismic damage. The ‘Old Library’ (Figure 6) was a new purpose-built public library, design by Gummer and Ford architects in the Art Deco style. Today it is the home of the City Gallery, Te Whare Toi. It is the first of these early buildings to provide associated public space in Te Ngākau .

The development of the Te Ngākau we recognise today emerged in the early 1970s, when British planner Robert Kennedy was commissioned by Council to provide a development concept for a Civic Square which, at the time, would have comprised of a number of disparate civic buildings and streets.

Kennedy’s ambitious proposal reflected the post-modernist urbanism and architecture ideals of the time and proposed a transformation of the area, creating a pedestrian-only precinct with interconnected buildings set around a central civic plaza. It was not until the following decade, in 1983, when one of the buildings Kennedy proposed was realised – not as he had intended, as a replacement for the existing Town Hall, but as the Michael Fowler Centre a new events centre. It was designed by Warren and Mahoney.

Much of Kennedy’s plan was realised in the following decades by a consortium lead by Fletchers Construction and designed by Ian Athfield, Gordon Moller of Craig Craig Moller Architects, and Stevenson and Turner’s Maurice Tebbs. It was this era of development that shaped the precinct we know today, with the enclosed pedestrian only square, the Athfield designed Central Library, the sweeping Nikau Palm ramp, the variable levels and decorative pools, the City to Sea Bridge and the Civic Administration Building.

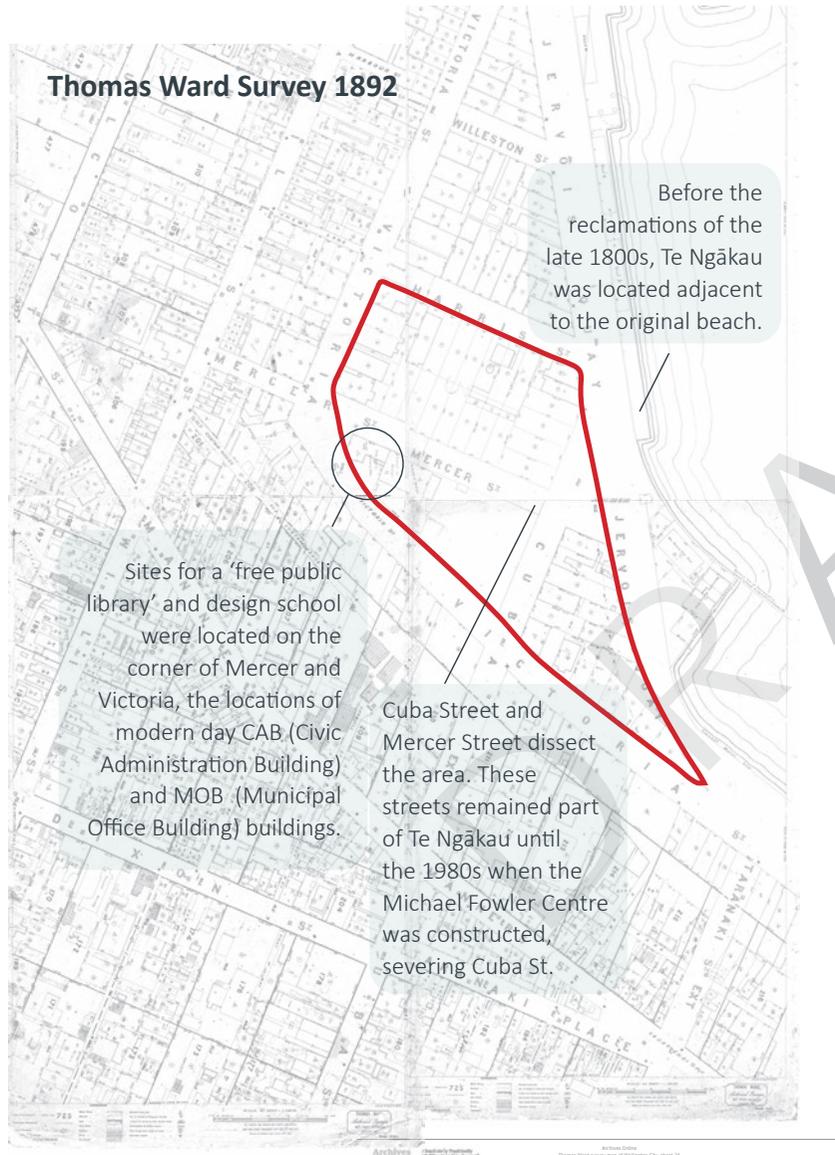


Figure 7: Thomas Ward's original survey of Wellington showing sites for the free public library and technical school (source: Wellington City Council Archives)

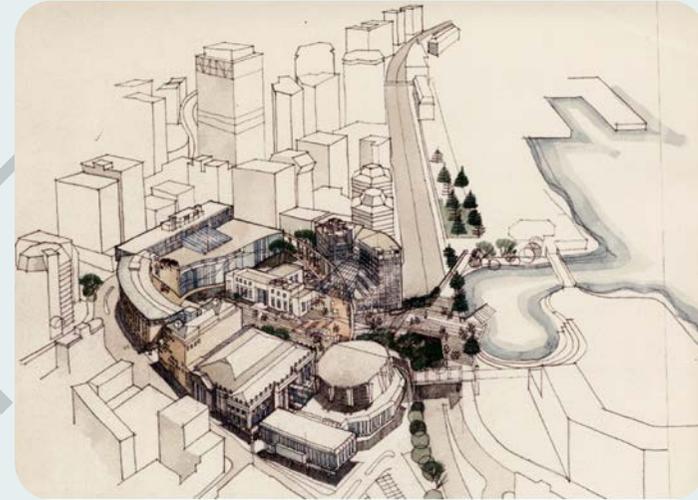
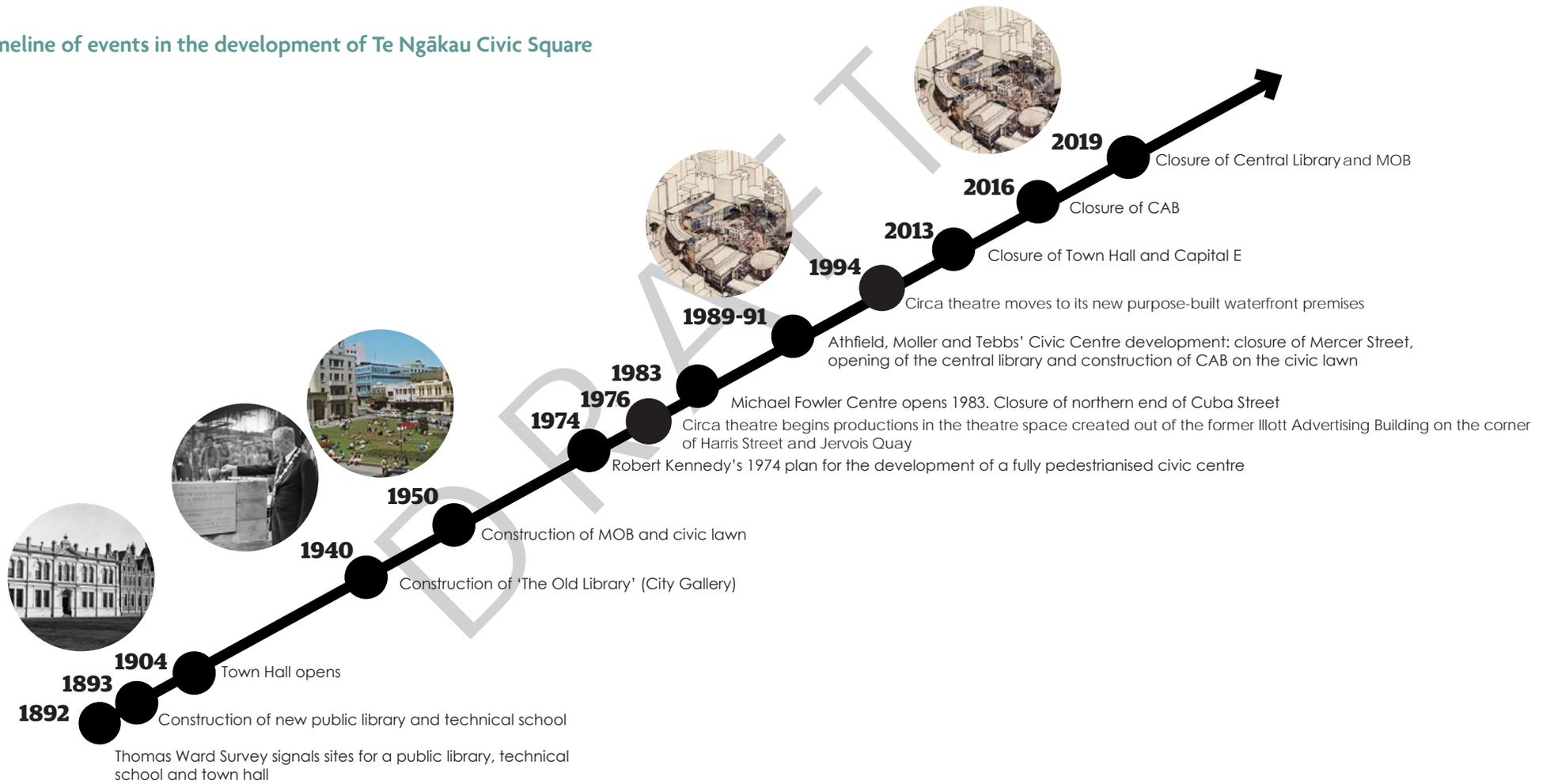


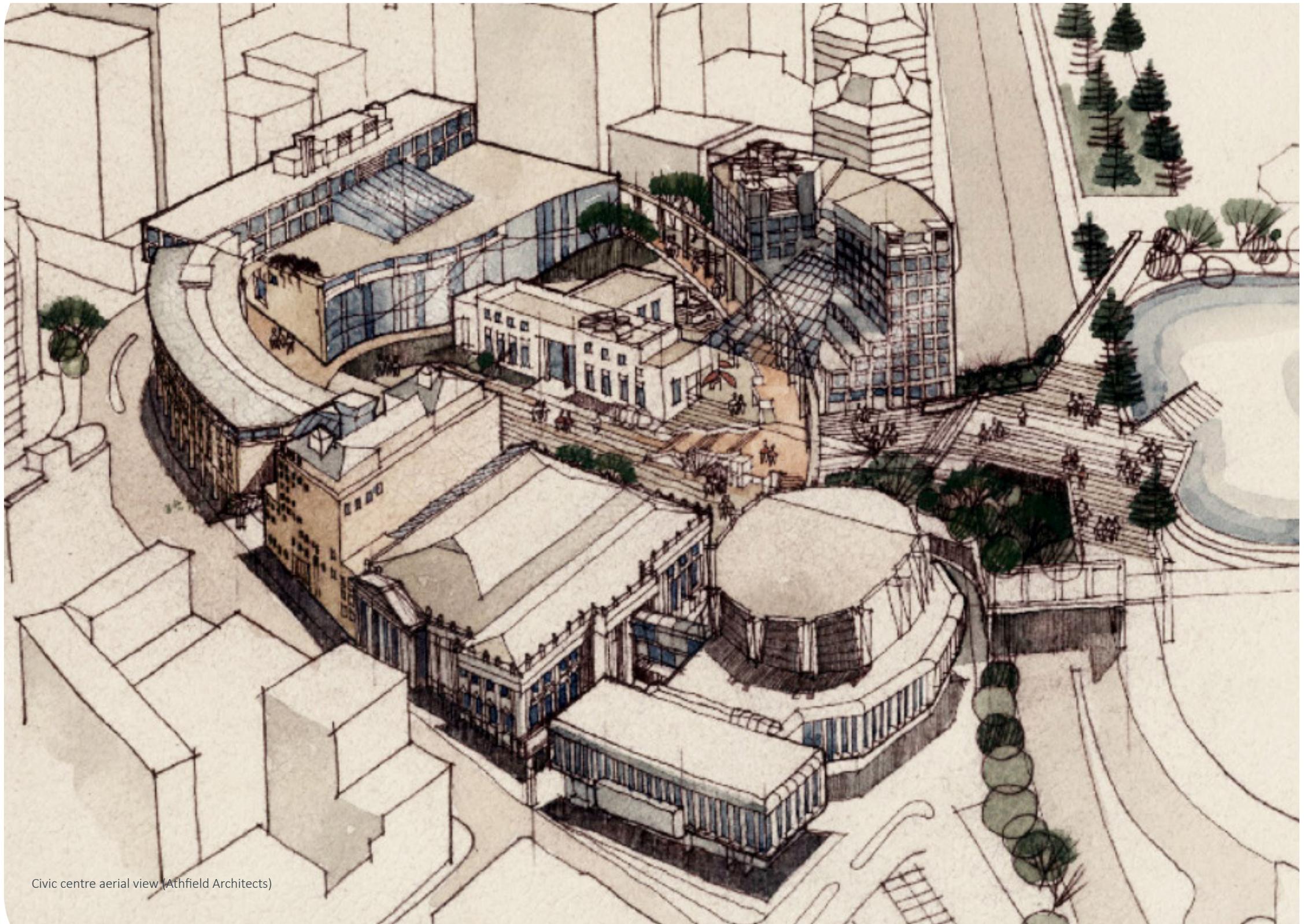
Figure 8: Civic centre aerial view (Athfield Architects)



Figure 9: Civic centre plan view (Wellington City Council Archives)

Timeline of events in the development of Te Ngākau Civic Square





Civic centre aerial view (Athfield Architects)

# 4. Policy context

## Policy context

The current planning framework for the precinct is set through a range of strategies, policies and programmes established by Wellington City Council. This includes the existing planning controls given in the District Plan and the future directions currently being developed as part of Planning for Growth. Planning for Growth is a programme run by Council to guide the city's future growth. The focus of the programme is the development of a new Spatial Plan for the city incorporating the Central City Spatial Vision as well as a full review of the District Plan. Both of these will impact and shape Wellington's urban environment.

## Draft Spatial Plan and Central City Spatial Vision

The development of this framework has been informed by and is intended to give effect to the overall directions of the Draft Spatial Plan and Central City Spatial Vision. The goals for the Draft Spatial Plan have been used to guide development of the objectives for the Framework as follows:

- **Compact** – the framework aims to allow transformation of the precinct in a way that builds on existing urban form and enhancing provision of open space with quality development allowed for in the right locations.
- **Inclusive and connected** – the framework seeks to improve the overall connectivity through the precinct and to create an inclusive space open to all.
- **Greener** – the development of the framework has sought to investigate opportunities for increasing green space throughout the precinct. The improvements required to existing buildings presents an opportunity to increase greening through the precinct.
- **Resilient** – The framework seeks to ensure that each project undertaken within the precinct will achieve an overall improvement to resilience and support its role as a resilience anchor.
- **Vibrant and prosperous** – The framework allows for the introduction of new uses into the precinct to enhance vibrancy whilst ensuring it can continue to play its civic role.



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## District Plan Provisions

The District Plan sets the development controls that currently apply to development within the precinct.

The precinct is zoned Central Area and is listed as a heritage area (Civic Centre Heritage Area) in the District Plan. There are also two listed heritage buildings- the Wellington Town Hall and the City Gallery; and two “contributing buildings”, the Municipal Office Building (MOB) and the Michael Fowler Centre. Four remaining buildings are identified as “non-heritage buildings”: Wellington Central Library, Civic Administration Building (CAB), Ilott Green and approaches to the City to Sea Bridge. Pouhere Taonga Heritage New Zealand has recently classified the Wellington Central Library as a heritage building, however this does not change the status of the building in the District Plan.

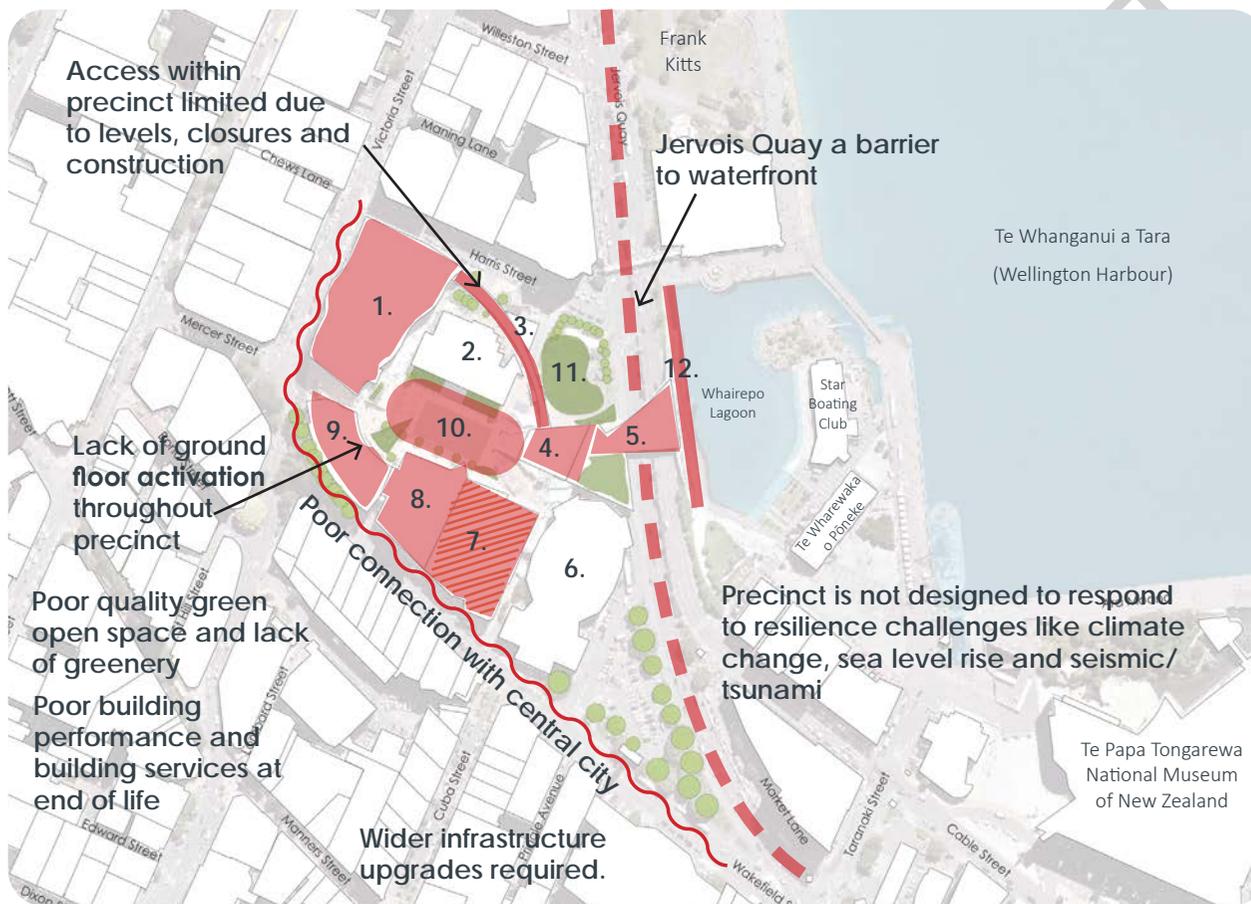
Whilst the Central Area zoning allows for a broad range of uses and activities to be undertaken within the precinct the heritage provisions mean that development and change within the precinct must be considered within the context of how it contributes to the overall heritage qualities of the area. The design guidance for the Civic Centre Heritage Area acknowledges that the heritage values of Civic Centre lie not only in the historic buildings themselves but also the way in which the buildings are carefully integrated into the public space and create the framing and enclosure of the ‘square’ resulting in complete exclusion of traffic from the area. The redevelopment of buildings within the precinct provide an opportunity to enhance these qualities and improve the usage of the public space.

A maximum 27m height for new buildings is given in the Civic Centre Heritage Area design guide. This is consistent with the height of the existing library building but lower than MOB. The purpose of this height limit, at the time of drafting, was to ensure that any new development on either the Michael Fowler carpark site or Jack Ilott Green was sympathetic to the existing building heights and to retain the landmark value of the Michael Fowler Centre. Whilst the Spatial Plan does not indicate the height controls in the central city will change, the change that is set to occur in the precinct will require a review of the height controls given in the heritage design guide. Any change to height limits should be considered within the context of the objectives of this framework.



# 5. Constraints and opportunities

Today, Te Ngākau is subject to a range of complex issues including seismic damage, poor building performance, lack of activation and vibrancy, flooding and inundation, a lack of quality green open space and greenery and poor connection between the waterfront and the central city. These issues are analysed in this section, which then inform the concept, key spatial moves, objectives and policies set out in the following sections of the framework.



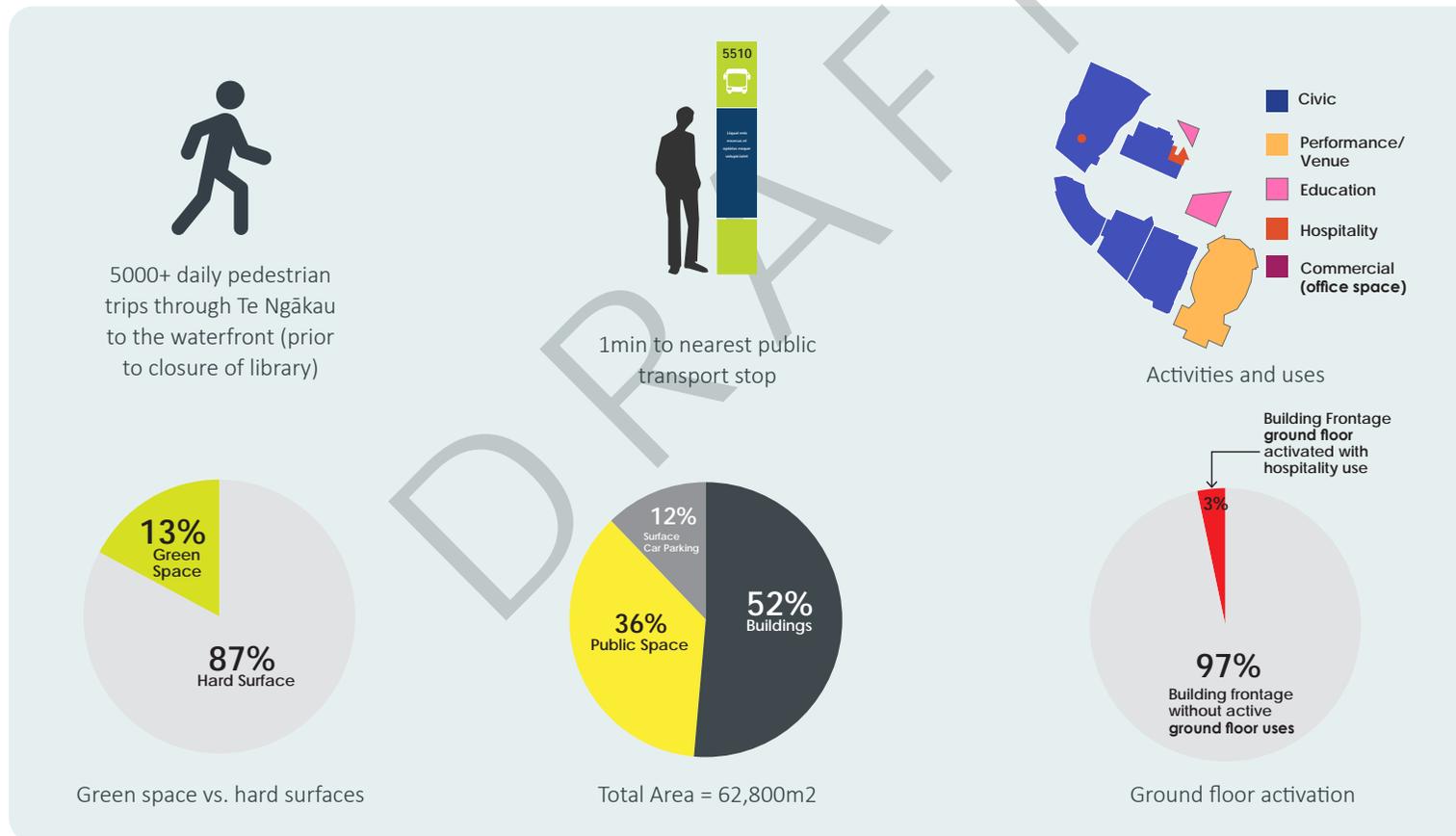
- Seismic strengthening required
- ▨ Seismic strengthening underway

1. Wellington Central Library
2. Civic Gallery
3. A CBD Childcare Centre
4. Capital E
5. City to Sea Bridge
6. Michael Fowler Centre
7. Wellington Town Hall
8. Municipal Office Building (MOB)
9. Central Administration Building (CAB)
10. Civic Square
11. Jack Illot Green
12. Sea wall

Figure 10: Te Ngākau today

## Public space analysis

Te Ngākau Civic Precinct is part of the Wellington central areas network of public spaces. As a significant public space in the central area, Te Ngākau must play a role in supporting the provision of high-quality green public space in the central area, especially given its location on the harbour, where the sustainable management of water through green open space is paramount. With 50,000-80,000 more people expected to live in Wellington by 2050, (the majority of whom will live in Te Aro and the central city) it is increasingly important that central city public spaces are green, accessible, safe and functional to support these growing neighbourhoods.



## Connectivity

Te Ngākau is located near central Wellington with many important city destinations including the Waterfront, the Golden Mile, Te Wharewaka o Pōneke, Cuba Street, Te Papa, Frank Kitts Park and Courtenay Place all within a 5-10 minute walk. The nearest public transport stop is a 1-minute walk on Willis Street.

However, access to the precinct is restricted and the precinct lacks permeability and clear wayfinding. This is in part because of the arrangement of the buildings, which create a sense of enclosure for the square but prevent easy access to the precinct. Permeability and wayfinding are important because they pertain to the extent to which a place permits or restricts the movement of people, the directness of their journeys and the ease with which people can intuitively find their way. Current building closures exacerbate this issue and inhibit the use of the laneway between Michael Fowler Centre and the Town Hall, the entrance between CAB and MOB, the accessway between the library and the City Gallery and the ramp to the City to Sea Bridge – which is of particular importance to people in the precinct who are restricted in their mobility. Accessing the precinct by vehicle is also challenging at this time, with closure of the underground car park and the temporary installation of the Royal New Zealand Ballet on the Michael Fowler Centre car park reducing the overall number of car parks in the precinct.

While it is located immediately adjacent to the waterfront, there is no direct ground level access between Te Ngākau and the waterfront because Jervis Quay acts as a physical barrier and no crossings are provided. Direct access between the waterfront and Te Ngākau is limited to the City to Sea Bridge which is currently inaccessible to anyone with restricted mobility due to the closure of the ramp and creates a barrier to direct visual connection between the waterfront and the square. Secondary access at ground level is available from the Harris Street Pedestrian over bridge (also inaccessible to anyone with restricted mobility) or via the pedestrian crossing at the Michael Fowler Centre car park which links to the waterfront.

Figure 11: Te Ngākau walking catchment





### Activation and uses

Te Ngākau is situated between the commercial heart of Wellington and the entertainment and cultural areas, and therefore enjoys close proximity to a diverse range of activities and uses including retail, hospitality, hotel accommodation, commercial, recreational, cultural and community as well as many of the events that are held on the waterfront.

As to be expected, the precinct itself is mainly comprised of civic activities (Figure 13). These include the Central Library, the City Gallery, the Town Hall, and council office buildings MOB and CAB. There are two educational uses, Capital E which is currently closed and operating from Queens Wharf. There are also two hospitality uses: Nikau Cafe in the City Gallery and Clarks Café which operated from the Library mezzanine. The Michael Fowler Centre is a major events venue, hosting local, national and international events. It is also the current location of the Wellington iSite. As explained previously, many of these activities are not currently in operation due to the closure of buildings.

The clustering of similar types of activities has both benefits and drawbacks. There are potential benefits in the sharing of facilities, the maximisation of operational efficiencies, the facilitation of partnerships and service integration. However, the drawbacks of a precinct with a majority of civic activity that only operates during business hours, is that it will restrict the times of day that the precinct is ‘activated’ by people to daytime (Figure 14). Combined with a reduction in 24 hour public access above, the night-time use of the precinct is low.

The facades of buildings define the edges of streets and spaces and are important for creating an active, interesting and engaging space- especially at the ground floor level where the public will experience the buildings. Commercial activity (such as hospitality or retail) at the ground floor level is the greatest contributor to ‘positive edges’ or ‘ground floor activation’ because it draws the most people to a place, making it feel vibrant, interesting and increasing the perception of safety. Ground floor activation of Te Ngākau is generally poor, with only a small amount of active frontage provided by Nikau cafe (Figure 15) which faces away from the square. While not every building facade can be ‘active’ at minimum, the condition of edges should ideally allow people to

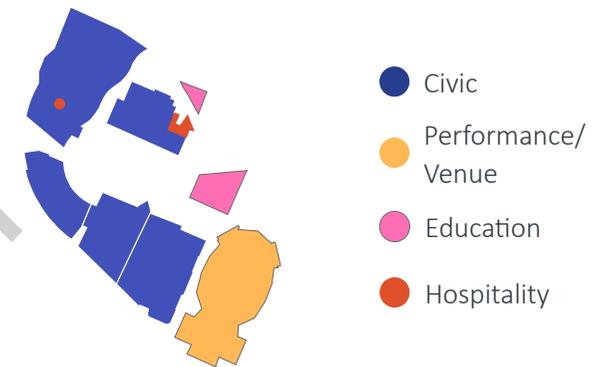


Figure 13: Typical activities and uses

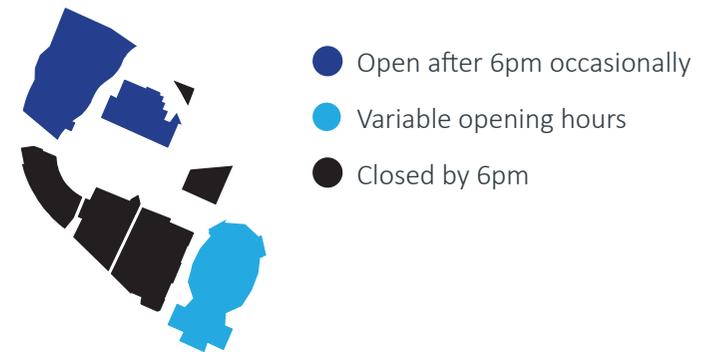


Figure 14: Activities supporting nighttime economy



*Active building edges encourage more activity in public spaces, attracting people throughout the day. While not all building facades can be "active" a high quality public precinct like Te Ngākau should promote active edges on buildings to encourage use of public spaces.*

Figure 15: Activation of edges in Te Ngākau

## Climate and resilience

Te Ngākau is vulnerable to complex and long-term resilience challenges. These relate to seismic risk and existing seismic damage to buildings and structures, ground quality and the management of both stormwater and sea level rise.

As identified in the District Plan, Te Ngākau is located on reclaimed land which is vulnerable to liquefaction and ground shaking. The precinct is located in a 'moderate' liquefaction potential area (Figure 16) and has areas of both 'high' and 'moderate' ground shaking risk (Figure 17). A number of seismic events both here and around the world could have an impact on Wellington and Te Ngākau is especially vulnerable to damage from these events. This has already occurred, with the 2016 Kaikōura earthquake damaging and causing the closure of the CAB and Capital E buildings.

The CAB and MOB Buildings as well as the Town Hall, Capital E, City to Sea Bridge and Central Library are all subject to seismic issues. While the Town Hall is currently being strengthened and the Central Library is to be strengthened, decisions about the remaining buildings and structures are still to be made.

The precinct is also experiencing issues with flooding and the inundation of basement levels which impact on the operation of the basement car park (which is currently closed due to seismic risk) and the storage and servicing requirements of precinct buildings such as the City Gallery. This is likely to be exacerbated as climate change and sea level rise (SLR) become more advanced and extreme weather events increase in frequency.

The Ministry for the Environment recommends developing flexible adaptation plans. Guidance to local authorities planning for changes to *existing* coastal developments and assets (like Te Ngākau) is to conduct a risk assessment using all four sea-level rise scenarios and the adaptive pathways planning approach. Figure 18 (map on left) shows the scale of 1m of sea-level rise could look like for the precinct in the lighter blue shading.

For investments in major *new* infrastructure, a longer planning horizon of more than 100 years and the highest sea-level rise scenario (called the H+ scenario) should be considered. Currently, this scenario is for 1.4m of sea level rise (based on current modelling, though this will increase over time if green house gas emissions continue to increase). The need to plan for more than 100 years and the highest sea-level rise scenario (also shown in Figure 18 left hand image in darker blue shading) reflects the anticipated long life of such new developments in the coastal environment and the requirement in the NZ Coastal Policy Statement to avoid the increasing hazard risk.

With climate change, the severity of flooding and inundation is also likely to increase. Figure 18 (right) also shows the extent to which flooding could impact Te Aro, with Te Ngākau indicated.



Figure 16: Liquefaction potential (source: WCC)



Figure 17: Ground shaking (source: WCC)



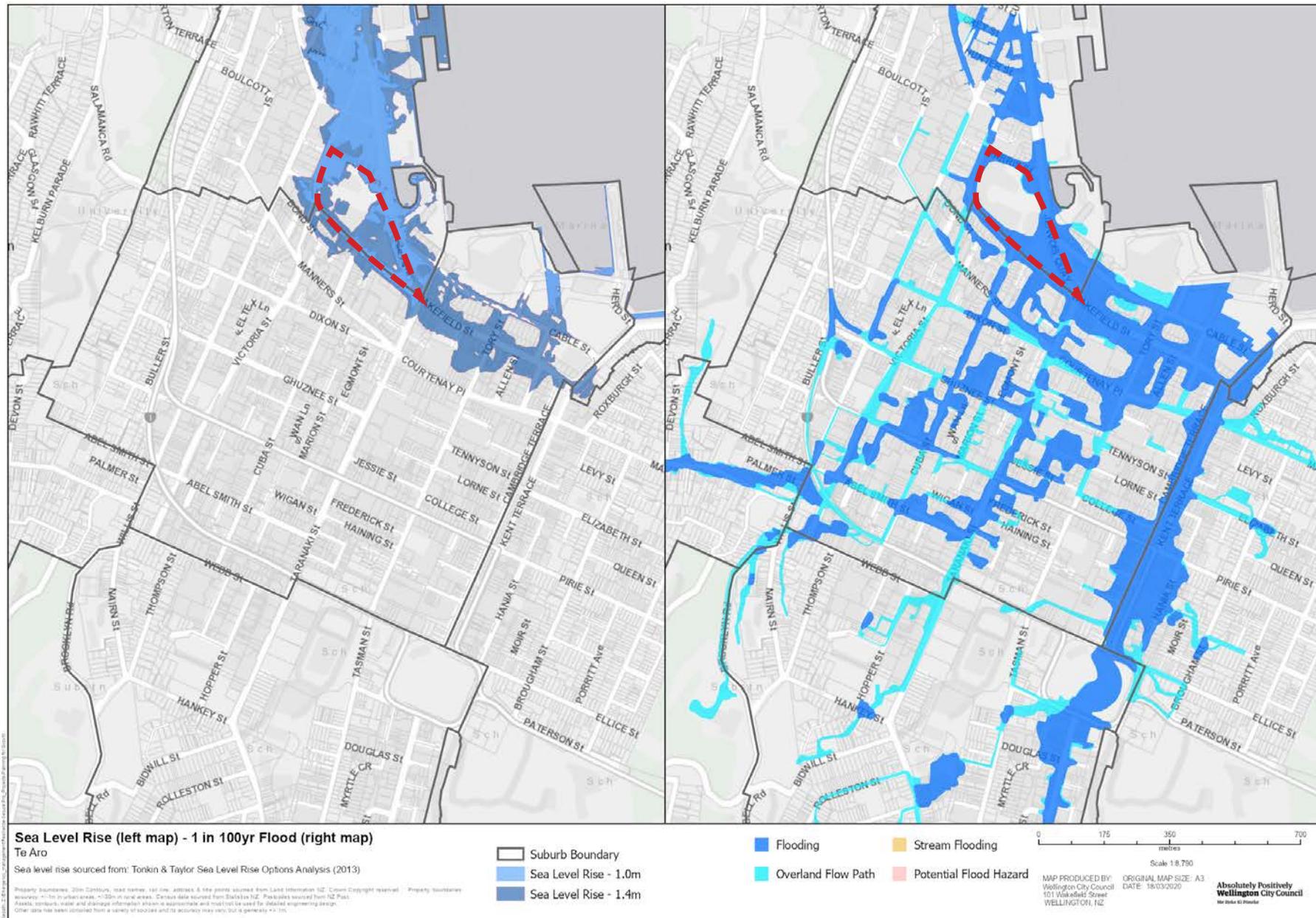


Figure 18: Sea level rise sourced from Tonkin and Taylor Sea Level Rise options analysis (source: WCC)

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## 6. The Vision

The purpose of the vision is to guide the future direction of the precinct. It is a long-term goal that encapsulates the different aspirations for Te Ngākau Civic Precinct. A unifying statement that brings together what we want to achieve long term. Something that each different project or proposed change can strive towards, acknowledging that each different component of the precinct plays a unique role in achieving the overall goal.

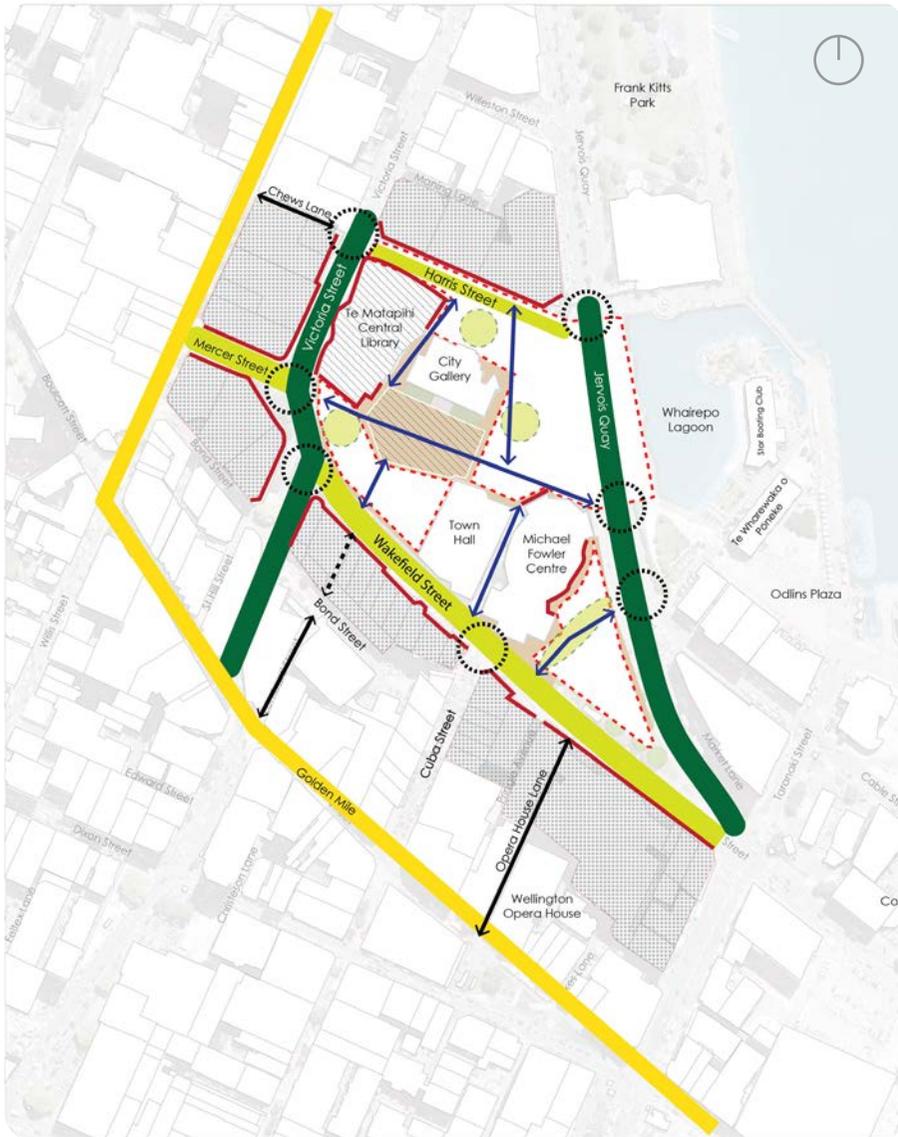
The following vision statement has been developed through a review of stakeholder engagement and engagement with councillors, as well as analysis of the opportunities that exist.

The vision reflects the important role the precinct plays in the Capital city as a centre of local democracy and culture, but also reflects the desire to see the precinct come alive as a vibrant inner-city neighbourhood, and home of the creative arts. It is a space that provides a central meeting place for visitors and residents of our city that is adaptable and vibrant. It embraces the different roles the precinct plays in supporting and showcasing our creative arts industries as well commercial activity and civic functions. It also acknowledges the proximity of the precinct to the Harbour and importance it has in providing a connection from the city to the water.

Vision statement

**Te Ngākau is the beating heart of our capital city: A thriving neighbourhood where creativity, culture, democracy, discovery and arts experiences collide on the edge of Te Whānganui-a-Tara**

# 7. The Concept



The concept identifies spatially where change and transformation is required to deliver on the vision, objectives and policies. It does not define or design the precinct but provides strategic direction

-  Area of change
-  Redevelopment expected
-  Transformation opportunities
-  High place function, medium movement green street
-  High place function, low movement green street
-  Green open space
-  Active frontage
-  Precinct connection
-  Laneway connection
-  Potential laneway connection
-  Pedestrian priority crossing point
-  Golden Mile

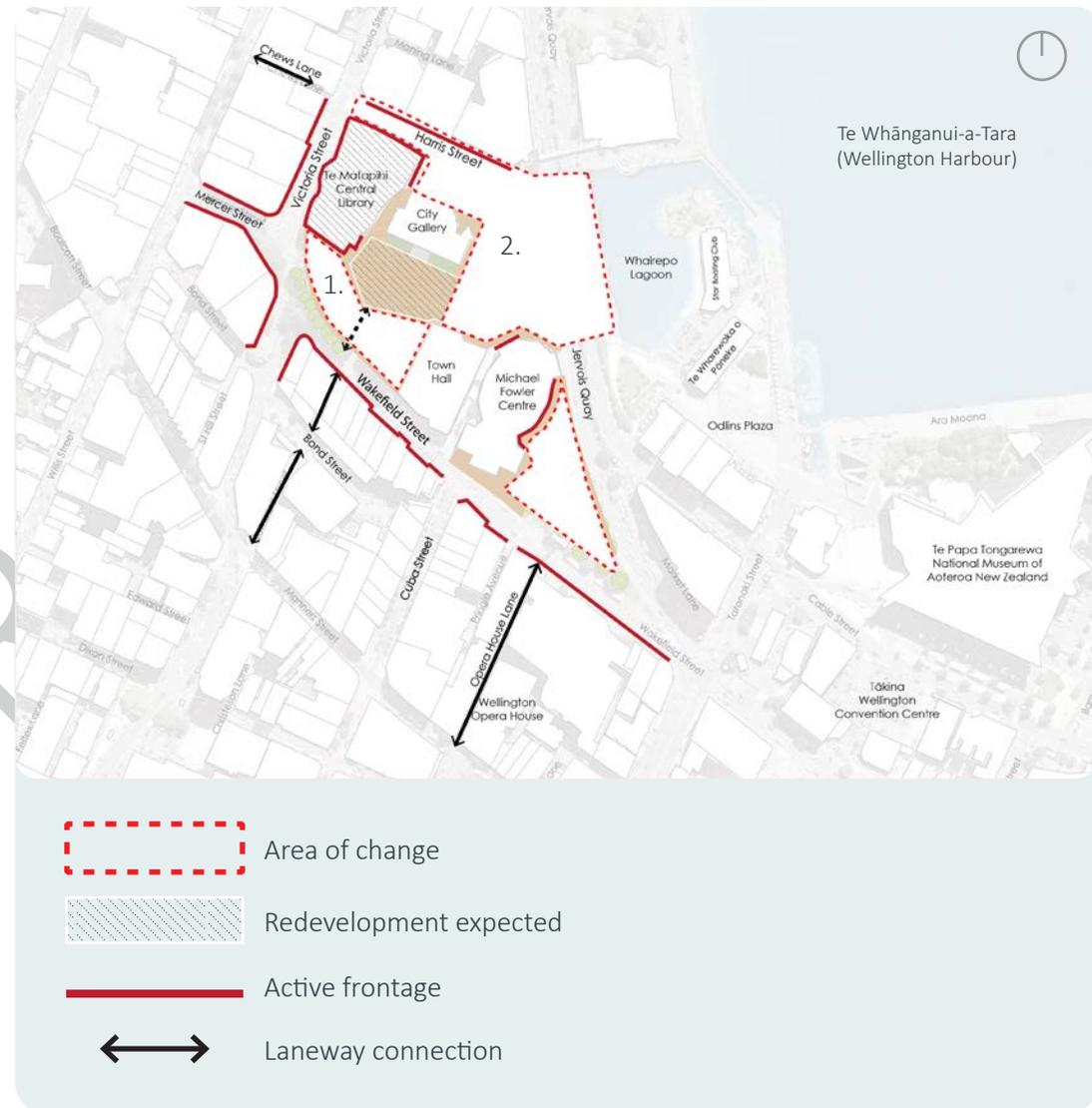
# 8. Key spatial elements

The following series of maps illustrate the key spatial changes that underpin the concept plan. These elements work together with the following objectives and policies section to achieve the vision for the precinct.

## Areas of change

Three areas of change have been defined that represent significant opportunities for transformation in the precinct. These have been identified because they contain buildings or structures with poor seismic performance that require repair or have existing earthquake damage, poor design and/or they are underutilised parts of the precinct.

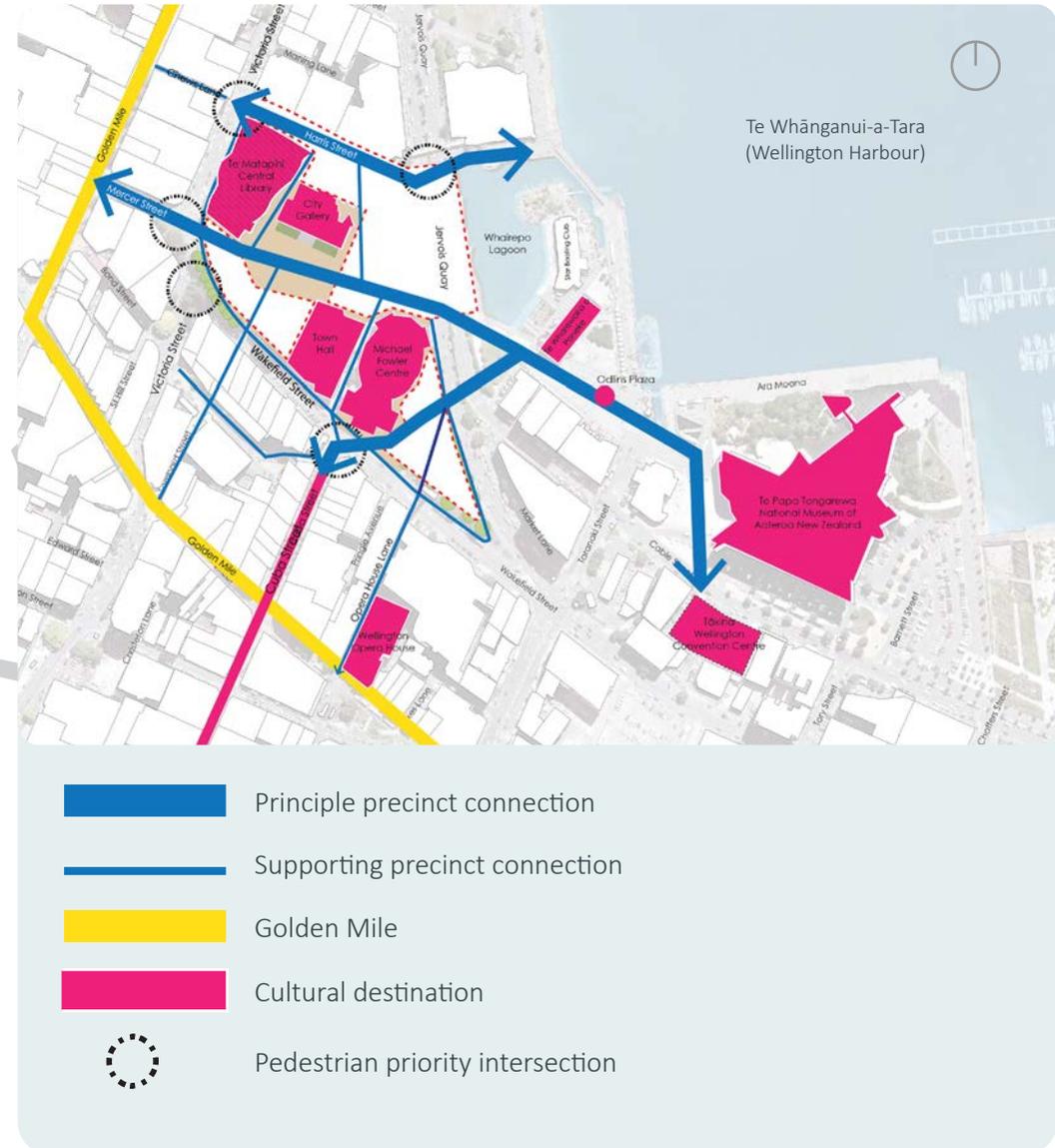
Within these spaces there are opportunities for new development, new green open space, improved connectivity and improved access to support the integration of the precinct, the city and the waterfront.

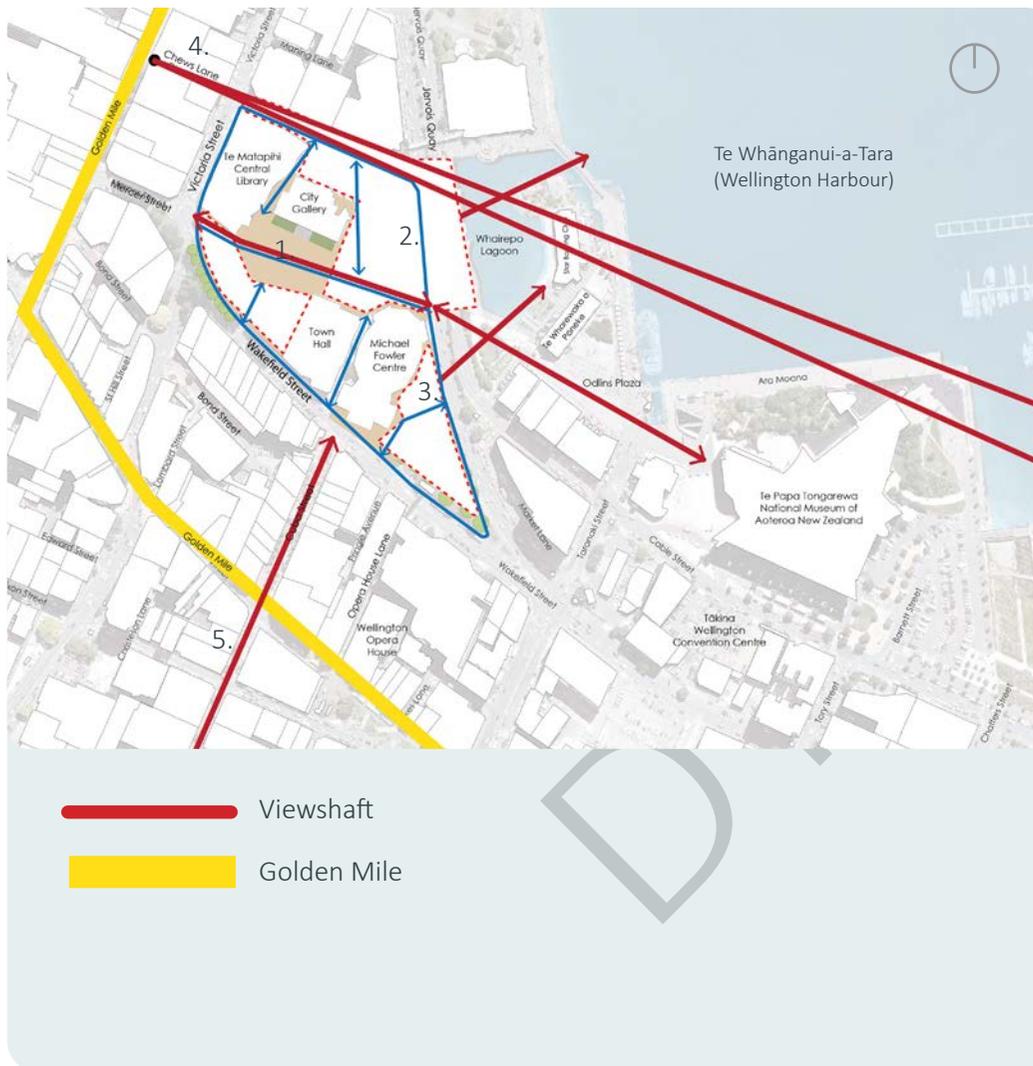


## Key Connections

To create clear and legible access between the city, Te Ngākau and the waterfront, the following key pedestrian movement corridors to be established are:

1. Mercer Street, Te Ngākau and the waterfront to enable direct pedestrian access between the Golden Mile, Te Ngākau and cultural destinations such as Te Wharewaka o Pōneke, Odlins Plaza, Te Papa and Tākina Wellington Conference Centre
2. Golden Mile, Chews Lane, Harris Street and the waterfront
3. Cuba Street via Michael Fowler Centre area of change, the waterfront, providing a clear route between Cuba Street, Te Ngākau, and the waterfront.





## Viewshafts

In order to establish a visual connection between the harbour, the precinct and the central city the following key views should be retained and established.

1. Mercer Street – Te Ngākau – Te Papa – ground level connection and viewshaft between Mercer Street entrance to precinct, the square, Te Wharewaka o Pōneke and Te Papa
2. Views to Whairepo Lagoon, the waterfront and the harbour with a ground level connection between the precinct and the waterfront
3. Views to Whairepo Lagoon, Star Boating Club and Te Wharewaka o Pōneke and ground level connection between Michael Fowler Area of Change and the waterfront.
4. View from Chews Lane, Harris Street to Whairepo Lagoon and Star Boating Club
5. Cuba street view north to Michael Fowler Centre

## Surrounding Streets

Safe, comfortable, attractive and green surrounding streets are essential to support people using the precinct, and to strengthen the network of connected public space in the precinct. The balance of movement and place functions are critical, as there are key movement corridors surrounding the area such as Jervois Quay and Victoria Street which must support people moving through the city and support 'place' functions as high-quality public spaces. The surrounding streets should be defined as follows:

- “High place function, medium movement function” - Jervois Quay and Victoria Street are signaled as streets which should balance place and movement by prioritising pedestrian movements and offering high quality streetscapes, while still allowing for slow vehicle movements where these streets border the precinct
- “High place function, high movement function” - Mercer Street, Harris Street and Wakefield Street should provide priority to place function by prioritising pedestrian movement and spill out activity while allowing limited vehicle access and slow vehicle movements.

Surrounding streets should consider the provision of safe crossing points to ensure that pedestrians have frequent opportunities for safe and comfortable ground level crossing points between the precinct, the central city and the waterfront. These crossing points should align with access to the precinct.

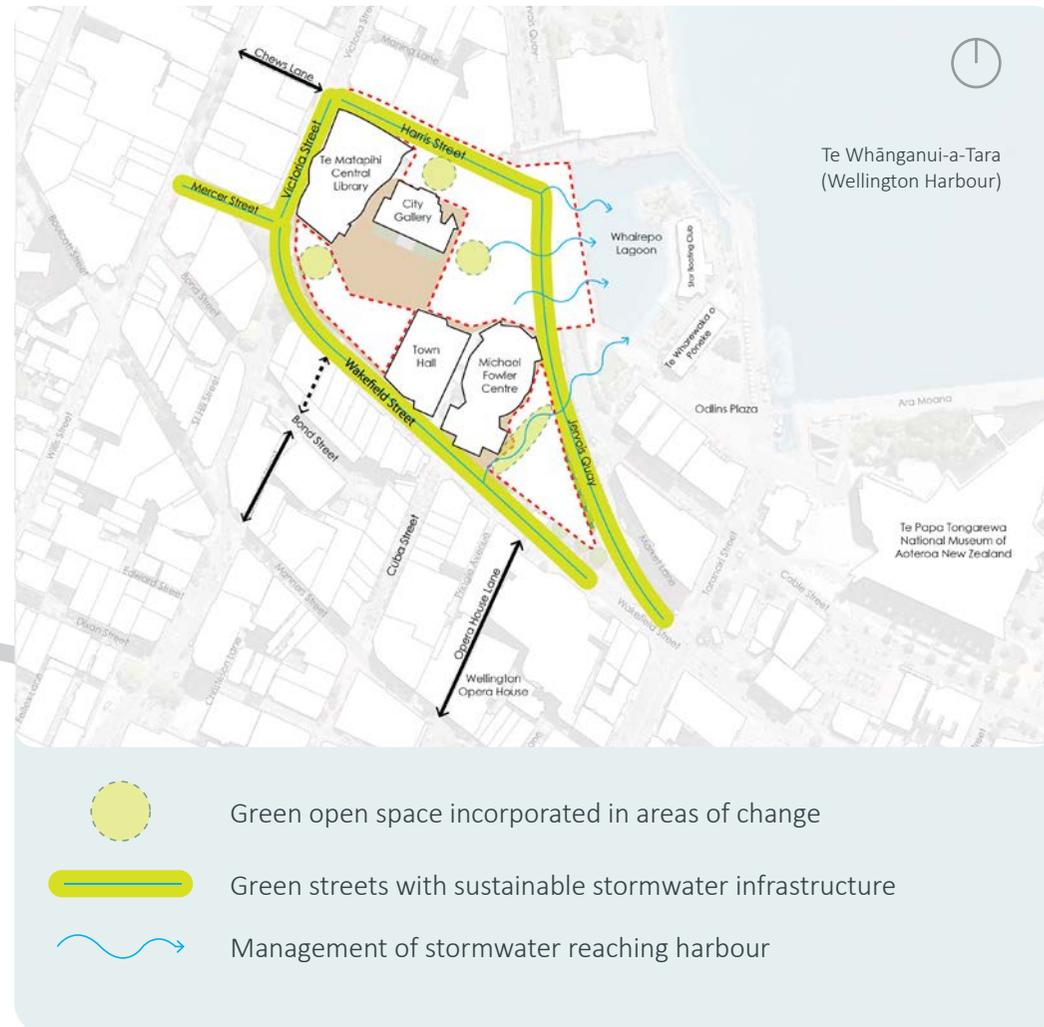


### Increasing greenery and green space

To increase the quantity and quality of green open space in the precinct, green space should be delivered in the areas of change as part of the overall site redevelopment.

Green spaces are important for connecting people with nature and natural character in urban environments, mental and physical wellbeing, ecosystem services (such as air purification, carbon sequestration, biodiversity, sustainable stormwater water management, habitat for fauna and flora) shade and shelter.

Surrounding streets should also contribute as green streets integrated with sustainable stormwater drainage.

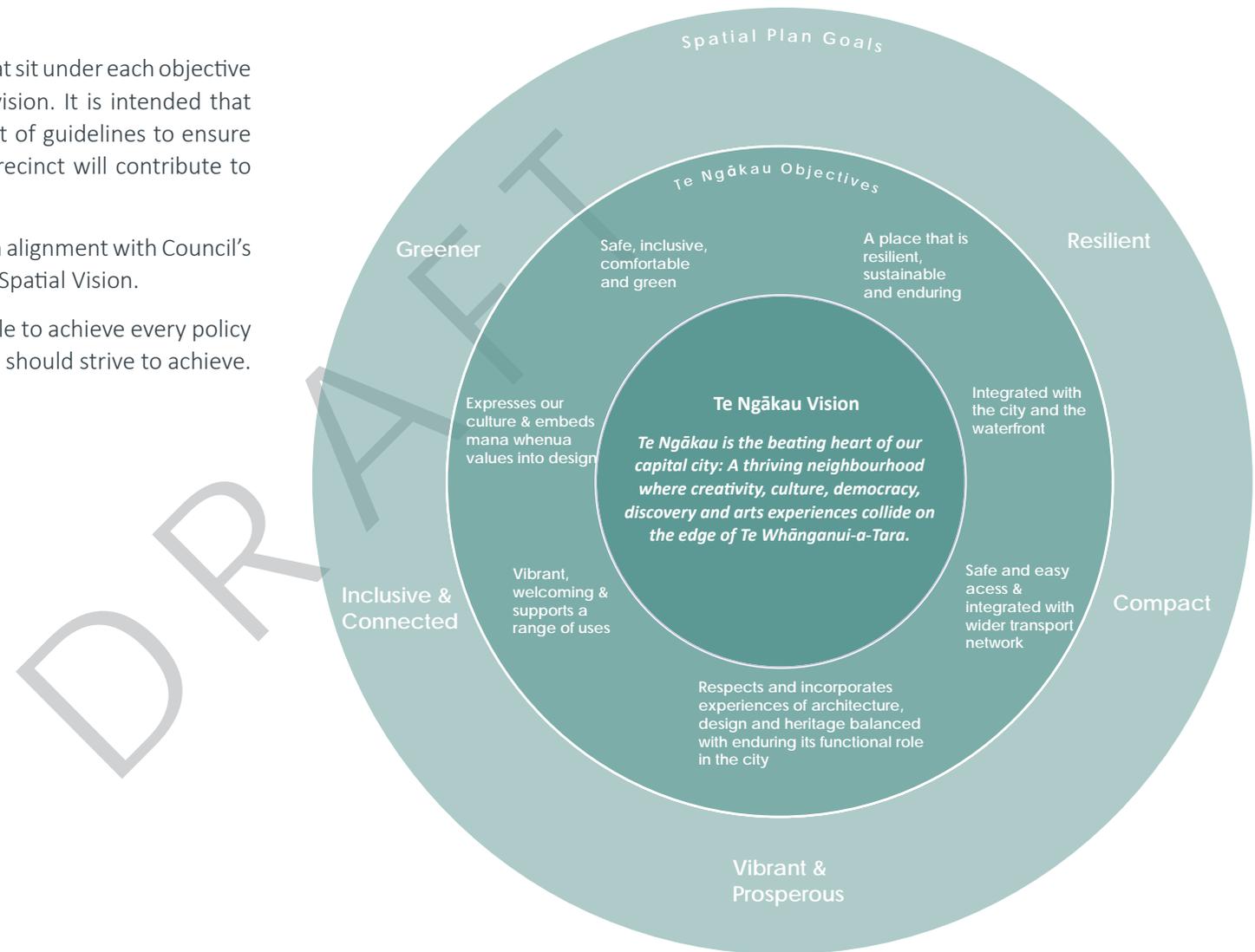


# 9. Objectives and policies

The following section outlines the policies that sit under each objective to provide a framework for achieving the vision. It is intended that they can form part of a design brief or a set of guidelines to ensure projects or proposed changes within the precinct will contribute to the overall outcomes for the precinct.

The vision and objectives for Te Ngākau are in alignment with Council's Draft Spatial Plan goals and the Central City Spatial Vision.

It is noted that some projects may not be able to achieve every policy in full. Rather, they provide a benchmark we should strive to achieve.



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**Objective 1: Te Ngākau is a place that expresses our culture and embeds Mana Whenua values into design as well as providing a place for all cultures to express themselves**

Reconnecting the precinct with the Te Whānganui-a-Tara and the foreshore is of importance and references the origins of this place for mana whenua. Embedding Mana Whenua values into this process and design offers up significant opportunities that benefit all cultures. Mana whenua have a role as kaitiaki of the precinct, and as such their values should be reflected in the governance and design of the area. Their core values are whakawhanaungatanga (making connections and linkages), rangatiratanga (self-determination), manaakitanga (caring for others), and kaitiakitanga (providing guardianship). The Te Aranga Māori Design Principles are a set of outcome-based principles founded on Māori cultural values, and reflect the values outlined above. They provide practical guidance for integrating a Te Ao Māori perspective through design and delivery.

**Policies**

- 1.1 Te Aranga Māori Design Principles (or as adopted by Wellington City Council) are incorporated as part of design and engagement processes for all buildings and spaces within the precinct.

**Objective 2: Te Ngākau is a place that respects and incorporates experiences of architecture, design and heritage balanced with ensuring its functional role for the city**

Te Ngākau is a heritage area but it also plays an important role as a civic place and resilience anchor. To continue to play its role in supporting the civic functions of the city it needs to be able to evolve to ensure that buildings and spaces remain resilient and continue to be useable over time. There needs to be an acknowledgement that change must be allowed for alongside respecting and enhancing heritage.

By allowing change and new development within the precinct there is potential to embed a new phase of our heritage and showcase the architecture of Aotearoa New Zealand's capital city on the global stage. The significance of this precinct warrants a careful and considered design and procurement process that ensures high quality design in both architecture and building performance.

- 2.1 The design and procurement process should incorporate steps to ensure building and public space design achieves a high standard in both architecture design and building performance.
- 2.2 A Conservation Plan should be prepared for the precinct to guide how change can occur in line with this Framework whilst also retaining the sense of scale and configuration that is associated with the Civic Centre Heritage Area listing.
- 2.3 New or modified buildings and spaces should contribute to the heritage qualities of the precinct and include design elements which reflect the history of Wellington and the origins of the place. New buildings and structures should not compromise the value of adjacent listed heritage items through dominating bulk and form or through reduction in visual connection from surrounding public spaces.
- 2.4 Removal of non-heritage listed buildings can be considered where the outcome or replacement building will result in overall improvements to the function of the precinct and meets the objectives of this framework

### **Objective 3: Te Ngākau is a place that is vibrant, welcoming and supports a range of uses**

Increasing the activity and vibrancy of the Te Ngākau Civic Precinct will be achieved by encouraging more people to move through the precinct and visit it as a destination. This will be achieved by supporting a greater range of uses to locate within the precinct and improving overall access and connectivity. Introducing residential development at upper levels would mean people could be living within the precinct, present day and night, opening up the night-time economy and improving safety of the space.

#### **Policies**

- 3.1 Buildings and spaces are designed to be universally accessible and allow for and encourage public access to the civic functions located in the precinct.
- 3.2 Open spaces are designed to be universally accessible, adaptable and support a diverse range of uses for all ages, including short- and long-term events, both small and large scale, night or day. This includes the provision of digital infrastructure to support these uses.
- 3.3 Building entrances and pedestrian entrances to the precinct are accessible, open, attractive and well positioned.
- 3.4 A portion of each building is to have an active edge addressing both the internal precinct area and outward to the surrounding streets. Note: Active edge takes the WCC District Plan definition (Central Area Design Guide G4.3)
- 3.5 Buildings are to be adaptable spaces, able to provide a range of unit sizes and scales, to allow for some commercial activities including retail and hospitality to locate within the precinct at the ground floor.
- 3.6 Consideration should be given to providing some flexible community spaces, suitable for a range of community uses, as part of building redesign
- 3.7 Allowance for residential and commercial development in the upper levels of buildings within the precinct to encourage people using the precinct both day and night
- 3.8 The design of all buildings and structures must maintain sunlight access to and prevent shading of Civic Square between the hours of 12pm and 2pm throughout the year.
- 3.9 An increase in height above 27m can be considered along the southern edge of the precinct, provided the requirements for sunlight access and the heritage outlined in Objective 2 of this framework can be achieved

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#### **Objective 4: Te Ngākau is a place that integrates with the city and the waterfront**

The Te Ngākau Civic precinct holds a strategic position in Wellington City, being a civic space located at the juncture of the Lambton Quay grid, the Te Aro grid and the waterfront. A point where the city transitions from the core of the central business district to the wider city area. To enable the precinct to play its role as the heart of our city it needs to better integrate with these spaces and allow for the ease of movement between them for people of all ages and stages. Integration will be achieved by improvements to access into the precinct and long-term upgrades to the surrounding area to reinforce the precincts role as a people centred place. Improvements to access across the precinct should incorporate a universal design approach to accessibility to ensure safe and comfortable access for all people.

#### **Policies**

- 4.1 Multiple connections are to be created for people to move from the precinct to the waterfront which are logical, safe and enjoyable.
- 4.2 Improved pedestrian connections through all sides of the precinct are made, including from Harris Street, to ensure there are logical connections between the precinct and the surrounding city.
- 4.3 Key pedestrian connections and space between structures should double as viewshafts from the city and precinct to the waterfront and to key buildings and structures.
- 4.4 Surrounding streets are to be attractive, people focused, green, safe and legible. Design of these streets is to be guided by their role identified in the Framework Concept Plan.
- 4.5 Building entrances are to provide a logical and level connection with the surrounding streets and open spaces within the precinct to support easy wayfinding.
- 4.6 Open space should be designed with reference to how it contributes and links to the inner-city network of open space, supporting the needs of both inner-city residents and visitors

#### **Objective 5: Te Ngākau is safe, inclusive, comfortable and green**

The Te Ngākau Civic precinct is an important space for the city, its visitors, and its residents. It has multiple roles including providing a place to hold community events, a recreation space for inner city workers, supporting commercial activity and supporting the needs of the increasing number of inner-city residents, including families. A balance is to be achieved to meet the needs of these different user groups. It needs to be an inclusive space that is open and safe for all. Where people feel welcome but also have to space to carry out their activities.

To meet these differing needs an overall increase in the quality of the public spaces is required in a way that is guided by meeting the objectives and policies of the framework. This includes providing a mix of green open space, trees, vegetation and hard landscaped areas with a focus on increasing greening and an overall improvement to the way people can move though and enjoy these spaces.

## Policies

- 5.1 An increase in the quantum of green space in the precinct is to be achieved through site re-design. This should include provision of high-quality landscaping, greening of existing public spaces and creation of new usable green open space areas.
- 5.2 Areas of green open space should be located and of adequate size and dimension to ensure safety, usability, and shelter.
- 5.3 Plant selection and landscape design should give preference to species native to the Wellington region and consideration of our climatic conditions. Planting and landscape design should encourage shade and shelter and support wayfinding in the precinct.
- 5.4 The positioning and form of buildings and structures is to ensure a high degree of sunlight access is achieved within the precinct.
- 5.5 The design of public spaces should allow for some temporary 'spill out' of use for commercial activity at the ground floor where appropriate. Landscaping should be used to define the spill out areas and areas where public access is to be prioritised.
- 5.6 The design is to ensure the safety of all users through the creation of fully accessible, open, well-lit and visible spaces which allow for passive surveillance.
- 5.7 Safety and accessibility is to be supported through appropriate design of pick up and drop off areas, inclusive design of all footpaths and spaces and clear wayfinding.
- 5.8 Provision of adequate public amenities including public toilets, drinking fountains, adequate lighting and seating.

## Objective 6: Te Ngākau is a place that is resilient, sustainable, and enduring

The strategic role of the precinct as the beating heart of the city means it must be a resilient anchor for the city and Council, where the community can gather safely at all times and, in the event of a major earthquake and/or Tsunami, it must be able to remain operational both during and after the event occurs. This means a high degree of resilience must be designed into each of the precinct's buildings, structures and public spaces which must also be designed to live with more water in the future over time.

Its location within close proximity to the harbour means sea level rise and resilience are key issues to be considered as part of every aspect of its redevelopment. This should be addressed across the precinct as a whole and also as part of each development. Consideration must also be given to the interdependencies of the wider infrastructure which supports the resilience of the precinct, including the sea wall, the Whairepo Lagoon, the harbour and the wider stormwater network. The change that this area will go through presents an opportunity to not only improve the quality and function of stormwater in this area of the city but also be a demonstration of high-quality sustainable buildings.

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## Policies

- 6.1 All new precinct buildings and refits of existing buildings should be designed, constructed and operated in ways that reduce or remove negative impacts on the environment and people using it. This includes striving for carbon neutrality using the relevant national standards (for example Green Star, or NABERS-the National Australian Built Environment Rating System which deals with energy efficiency) and more locally, aligning with the direction of Te Atakura First to Zero.
- 6.2 Each development site or project must address stormwater to ensure sustainable stormwater management across the precinct. Consideration should be given to the carbon neutrality of the precinct's stormwater system i.e. whether it requires power and pump stations to manage stormwater. Consideration should also be given to the role of surrounding streets in managing stormwater as well as impacts of stormwater management on the Whairepo lagoon and the wider harbour.
- 6.3 The design of each new or changed building must meet current Ministry for the Environment guidance to local authorities on planning for sea level rise.
- 6.4 The design of buildings and public spaces supports access to safe emergency evacuation areas. This could include provision for evacuation to a public space from a building, vertical evacuation to upper floors of a building and safe evacuation from the precinct to higher ground.
- 6.5 All buildings and structures are to be designed to achieve high performance in seismic resilience
- 6.6 Building services are resilient, carbon neutral and managed separately across the precinct.

## Objective 7: Te Ngākau is easily and safely accessible and integrated with the wider transport network

The precinct plays an important civic and cultural role for the city and should be universally accessible. This means safe and direct pedestrian connections suitable for all people and integration with the wider transport network to enable easy linkages with public transport and cycling. Vehicle connections to the precinct are also important, and should support access to the precinct for those who cannot use other modes and to enable ease of servicing the buildings and activities.

- 6.7 The movement of people through the precinct should facilitate direct connections with surrounding public transport networks.
- 6.8 Car parking is provided to support those who cannot access the precinct by other modes.
- 6.9 Servicing of building activities, including provision of underground car parks, must be addressed through the design of service entrances and areas and should not detract from the safe movement of pedestrians into and throughout the precinct. Consideration should be given to reducing the number of car park entrances across the precinct.

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# 11. Consistent decision making

Identified throughout this framework are the range of interdependencies between the buildings, public space, infrastructure and activities within the precinct. Consideration of how individual decisions on components impact the broader vision for the area is critical in being able to ensure that momentum builds towards delivering the outcomes intended and that progress is made.

## **Mana whenua as kaitiaki**

Te Ngākau is an important place for mana whenua and as such they should be empowered to express their tikanga and fulfill their role as kaitiaki (guardians) of the area. Cultural values and interests of mana whenua should be integrated within the precinct, and mana whenua should remain a critical partner to the precinct.

## **Partnerships**

Te Ngākau Civic Precinct requires significant investment to achieve the vision as set out. There are a range of Council and community assets that require seismic strengthening and some areas that have been identified for transformation through the development of a mix of buildings and new open space. The vision cannot be delivered solely by Council, a partnership approach must be taken to develop the precinct efficiently and to a high standard. Commercial partnerships in some areas of change should be utilised to offset the considerable investment Council will be required to make into its own assets.

## **Establishing enduring governance**

Transformation of the type and scale proposed will naturally occur over a longer duration, with individual projects being delivered throughout. Establishing a governance model that is enduring and ensures the application of the framework is consistent will be critical to its success.

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# Appendix one - key stakeholders

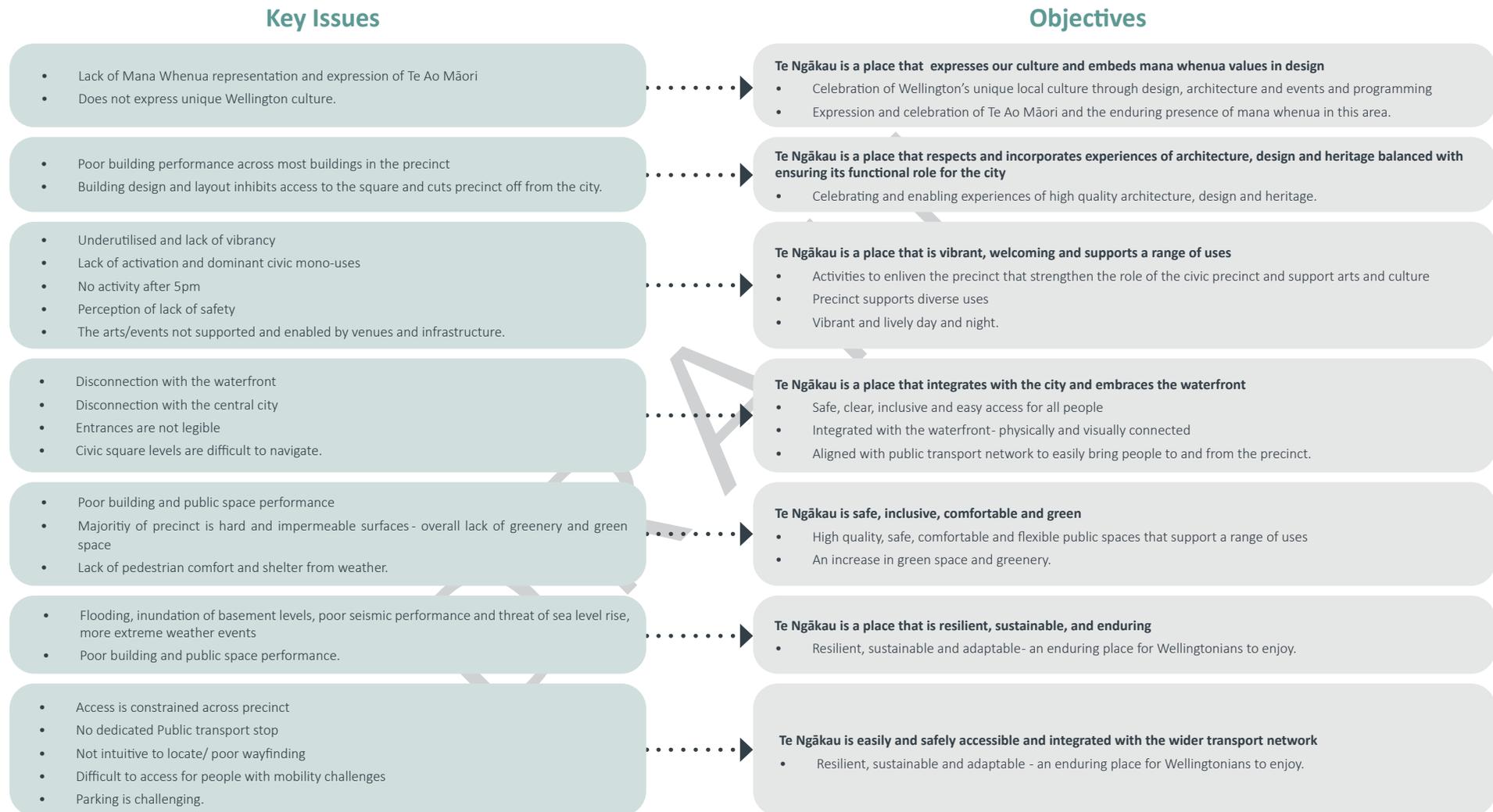
Mana whenua are Council's partner in shaping the future of Te Ngākau Civic Precinct through this framework.

As part of the process of developing this framework, Council also worked with the following key stakeholders who have interests, responsibility or knowledge of the precinct. Each of the following stakeholders were interviewed to understand what the constraints were from their unique perspectives:

- Inner City Wellington
- Council staff and advisors with responsibilities relating to the precinct such as future libraries, property, arts and resilience
- Wellington NZ
- Experience Wellington
- New Zealand Symphony Orchestra and Te Herenga Waka, Victoria University Wellington
- Waterfront Technical Advisory Group (TAG).

Issues identified by the stakeholders are set out on the following page.

Issues identified by stakeholders and their connection to the objectives of the framework:



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## **WASTE MINIMISATION ACTIVITIES AND PRIORITIES**

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### **Purpose**

1. This report asks the Strategy and Policy Committee to agree to some interim waste minimisation measures until sewage sludge can be diverted from the Southern Landfill.

### **Summary**

2. Waste minimisation at the Southern Landfill cannot progress in earnest until sewage sludge is de-linked from the Landfill. This is to be consulted via the 2021 Long-term Plan and, if approved, will take some years to complete.
3. In the meantime, it is important to maintain momentum through a series of initiatives that will keep waste minimisation in the public profile as the Council works towards the objective of reducing the total quantity of waste sent to municipal landfills by one third by 2026. Sludge diversion will remove significant volume of the waste currently entering the Southern Landfill, and will clear the way for a more intensive focus on minimising other waste streams.

### **Recommendation/s**

That the Strategy and Policy Committee:

1. Receive the information.
2. Note that the future physical layout of the Southern Landfill may constrain resource recovery on that site.
3. Agree that waste minimisation cannot be focussed only at Southern Landfill.
4. Note the high cost and contamination rates of the public place recycling trial.
5. Note that officers intend to conclude the public place recycling trial.
6. Note the Government's intent to introduce product stewardship for six waste streams.
7. Note that Government has indicated that the waste levy changes proposed in 2020 will go ahead.
8. Agree that food waste, biosolids and green waste are Council priority waste streams.
9. Agree to allocate additional levy funding to the Waste Minimisation grant fund for a new fund to be set up - \$100,000 per annum for 3 years. This fund will focus on organics diversion.
10. Note that officers will monitor waste financial performance, and will report back on opportunities to increase the allocation to waste minimisation activities.
11. Agree to reallocate \$225,000 from the Resource Recovery Park Business Case and into CBD waste diversion.

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## **Background & Discussion**

4. In 2020 the Strategy and Policy Committee resolved that officers should report on progressing waste minimisation projects as a matter of priority.
5. In March 2021 Council resolved that officers should bring to council in April 2021 a review of the projects in waste minimisation in order to better align with strategic objectives, and to reallocate the available funding ... to support diversion of organic waste from the landfill ...
6. This report sets out officer advice on progressing waste minimisation priorities and makes recommendations on the allocation of funding to support projects that are aligned with Council priorities.
7. In 2017 all councils in greater Wellington waste agreed to the Regional Waste Management and Minimisation Plan (RWMMP), the key focus of the Plan is to reduce the total quantity of waste sent to class 1 landfills from 600kg to 400kg per person per annum by 2026.
8. Wellington City Council owns and operates the Southern Landfill. This landfill accepts municipal/household solid waste (MSW), sludge, asbestos and contaminated soil, and is commonly referred to as a municipal landfill. Municipal landfills typically accept non-hazardous solid waste from a combination of household, commercial and industrial sources. The Council also owns a 21% share of Spicer landfill in Porirua, which broadly accepts the same waste streams and is a municipal landfill. Under existing governance arrangements, Porirua City Council is the managing authority and the Council has no ability to influence waste entering the Spicer landfill or other fills of any classification. This report relates only to the Southern Landfill.
9. Waste minimisation is a complicated task. Waste is not homogenous, and wastes such as tyres, e-waste, hazardous waste, sewage sludge and kitchen waste all need to be treated differently when diverting them from the landfill. Each also requires a different level of investment, waste minimisation is currently more expensive than landfill. Under current policy settings, disposal to landfill is economically rational behaviour.
10. At the Southern Landfill, sewage sludge must be mixed at a ratio of 1:4 with general waste. This is a condition of our resource consent, as well as a requirement to ensure engineered slope stability. Through the 2021 Long-term Plan investment in sludge minimisation is proposed, potentially using a new financial mechanism. Without minimising sludge, it is not possible to downscale or otherwise reduce the footprint of the Southern Landfill, or to meet the City's stated waste and carbon targets. Wellington Water Limited considers that consenting and construction of a new facility could not be completed until 2024 at the earliest.
11. In the meantime, the Council is keen to maintain momentum for waste minimisation through smaller initiatives that might not remove significant waste tonnages but will keep waste minimisation at the forefront of thinking and retain a high profile.

The Southern Landfill

12. In the past, waste minimisation has typically been linked to the Southern Landfill, but this approach will not achieve the step change in waste minimisation that the City is seeking.
13. By the time waste arrives at the Southern Landfill, most of it has been compacted in a large truck and mixed with other waste and contaminants, meaning that only a small portion can be diverted. The behaviours that might lead to better waste decisions are not generally made at landfills. It is far more efficient to make waste decisions upstream, as was seen with the ban on single use plastic bags.
14. There are other constraints at the Southern Landfill. While decisions have yet to be made on the future of the site, it is likely that waste will need to be treated or disposed there for the medium term. Environmental and community concerns mean that this is likely to take place within the existing site footprint. This will in turn displace waste minimisation activities that currently occur on site such as composting, and almost certainly prevent introducing any other industrial scale resource recovery on the site.
15. Additionally, the Southern Landfill cannot be safely accessed without a vehicle, and it is not on a reliable public transport route. Officers consider that the time is right to shift the focus of waste minimisation away from the Southern Landfill, and into changing behaviours further up the supply chain in supermarkets, shops, homes and businesses where mainstream decisions are made.

Funding

16. Under the current policy settings, waste minimisation activities are not rates funded, but are funded as follows:

<b>Waste Min Activity</b>	<b>Annual Cost</b>	<b>Funding source</b>
Tip Shop	\$860k	Shop revenue
Compost operations	\$565k	Sale of compost
Scrap metal recovery	\$31k	Scrap revenue
Waste minimisation seed fund	\$100k	Government waste levy
Kerbside recycling	\$300k	Government waste levy
Other (School recycling, Pare kore, RWMMP)	\$150k	Government waste levy
<b>TOTAL</b>	<b>\$2m</b>	

In addition, there are several initiatives underway in the current year that have been brought forward from previous years. These include the public place recycling trial (\$465k), organics trail (\$600k), CBD waste services review (\$200k) and the resource recovery park business case (\$225k).

17. During LTP deliberations, Councillors resolved to propose an additional 2% increase in landfill fees in order to grow the amount available for waste minimisation. This 2% was on top of the 25% increase required to cover the cost of increased Government levies, the ETS and contractor costs. Should this increase be approved after consultation, officers will monitor revenue and provide further advice to Council on opportunities for allocating this funding. Officers recommend a conservative approach, as there is a risk of waste flight as the result of this fees increase, with an associated loss of revenue.
18. Note on Public Place Recycling Trial: Nine sets of bins were installed across the City, commencing in May 2018. \$500,000 was allocated from the waste levy supported by a \$75,000 grant from Love NZ/Be a Tidy Kiwi. While the bins are convenient, contamination rates have varied between 6% and 48% (although not for glass, where contamination remains low), and the cost per tonne is around \$10,250. This compares unfavourably with the cost of kerbside recycling collection around \$500/tonne.
19. In Wellington, public place recycling has not diverted significant tonnages of waste from the landfill. From a waste diversion perspective it does not represent good value for money, although there is likely benefit from keeping waste minimisation profile.
20. Officers intend to conclude the trial and remove bin stations from their current locations.

## **Priorities**

21. The Government has several initiatives underway that are aiming to reset the national narrative around waste and waste priorities, and to push towards a more circular economy:
  - A new waste strategy for Aotearoa New Zealand that will set the direction and guide investment to address waste and resource recovery challenges over the coming decades.
  - The Ministry for the Environment is currently conducting a review of our national waste and resource efficiency legislation.
  - The draft advice of He Pou a Rangi outlines recommendations to the Government for reducing waste emissions in Aotearoa New Zealand, and suggests the direction of policy that could be taken to get there.
  - 'Rethinking Plastic in Aotearoa New Zealand' completed by the Prime Minister's Chief Science Advisor in 2019.
  - The declaration of priority products for regulation under waste minimisation regulations: tyres, e-waste, refrigerants, agrichemicals, packaging and farm plastics.
  - A plan to increase and expand the national waste disposal levy. This is likely to result in an increase in waste levy revenue for the Council. While this increase could be several hundred thousand dollars, this needs to be offset by the prospect of waste flight as outlined previously.
22. Officers consider that Government interventions are likely to subsume local activities for targeted waste streams, especially around product stewardship regulation. For this reason, officers consider that waste streams identified by the Government for

regulation should generally not be considered as high priorities for the Council. Local efforts are likely to be subsumed by larger schemes.

23. This does not mean that the Council does not support waste minimisation in these areas – far from it – it simply means that the Council’s main effort is likely to be in other areas where the ability to make a local difference is more pronounced.
24. For some wastes, especially those with adverse impacts on human health, municipal landfills are probably the best place for the time being. This includes asbestos, medical waste, and nappies/sanitary items. There is no easy way to divert these waste streams and until there is, the best controlled environment is a municipal landfill.
25. The remaining wastes entering municipal landfills include contaminated soil, treated timber, paint, construction and demolition, household organics (primarily food waste), biosolids and green waste. Most of the remaining wastes buried are organic and in the landfill they generate methane as they decompose.
26. Officers have assessed the various waste streams as follows:

<b>Waste Stream</b>	<b>To be Government regulated?</b>	<b>Can it be diverted?</b>	<b>Methane producing in landfill?</b>	<b>Council priority?</b>
Agrichemicals	Yes	Yes	No	
Refrigerants	Yes	Yes	Yes	
E-Waste	Yes	Yes	No	
Tyres	Yes	Yes	No	
Used motor oil	No	Yes	No	
Farm plastics	Yes	Yes	No	
Vehicles	No	Yes	No	
Contaminated soil	No	No	No	
Treated timber	No	No	Yes	
Asbestos	No	No	No	
Medical waste	No	No	No	
PCBs	No	No	No	
Paint	No	Yes	No	
Batteries	Yes	Yes	No	
Cleanfill (rubble, soil, rocks)	No	Yes	No	
Nappies/sanitary	No	No	Yes	
Food waste	No	Yes	Yes	Yes
Biosolids	No	Yes	Yes	Yes
Green waste	No	Yes	Yes	Yes
Textiles	No	Yes	Yes	
Glass packaging	Yes	Yes	No	
Plastic packaging	Yes	Yes	No	
Paper/cardboard	Yes	Yes	Yes	
Scrap metals	No	Yes	No	

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27. Based on this analysis, officers consider that the Council should prioritise waste minimisation on food waste, biosolids and green waste. Biosolids options are well advanced and are already the subject of decision making via the LTP sludge minimisation project.
  28. Officers note that this list is not comprehensive, and it is dynamic. Wastes can come onto and off the list.
  29. Officers also consider that it is important not to focus exclusively on food and green waste. Other waste minimisation activities, such as the Tip Shop and other community shops, Again Again coffee cups, Reusabowl, event waste diversion initiatives and other behaviour change initiatives have very successfully imbued waste minimisation thinking into Wellingtonians' consciousness.
  30. There are some areas where there are options to better align existing funding to projects and grants with the diversion of organic and green wastes, or to maintain momentum and profile around waste minimisation.

## **Options**

### **Option 1: Grants**

31. The current criteria for the Waste Minimisation Seed Fund are fairly broad and are not targeted at a specific waste stream, although there is alignment with the waste hierarchy, with priority wastes such as organic, commercial and industrial, and community action and behaviour change. There is also acknowledgement of the principles of Circular Economy. This fund is well subscribed and has produced some positive outcomes in Wellington City.
32. Officers recommend that the increase in waste levy revenue be allocated for a new contestable grant aimed solely at focussing on organic waste streams, and operating alongside the existing seed fund.
33. Officers would continue to monitor waste financial performance and report back to Council should there be an opportunity to increase the grants funding available.

### **Option 2: Resource Recovery Park Business Case**

34. Physical constraints at the Southern Landfill mean that there is now little scope for developing a resource recovery park on that site. The site cannot be visited without a car, and is not serviced by public transport.
35. Officers consider that there is potential to shift resource recovery closer to businesses and to where people live. COVID has caused several CBD businesses to close, and these are often in ideal places to promote second hand and other businesses that divert waste streams.
36. Officers consider that the funding for the resource recovery business park could be better deployed, and sooner, through working alongside NGOs to support the establishment of waste minimisation businesses in the CBD.

## **Next Actions**

37. If approved, officers will draft evaluation criteria for the Grants Sub-Committee to consider an additional Waste Minimisation Fund and will develop a plan to redeploy Resource Recovery Business Park funding into CBD waste diversion.

## **Attachments**

Nil

Author	Mike Mendonca, Head of Resilience
Authoriser	Tom Williams, Chief Infrastructure Officer

## **SUPPORTING INFORMATION**

### **Engagement and Consultation**

Engagement and consultation is not considered necessary for this report, the recommendations are relatively minor in nature.

### **Treaty of Waitangi considerations**

There are no apparent Treaty considerations.

### **Financial implications**

The recommendations are cost neutral. The recommendations are financially conservative due to the risk of waste flight, and of a commensurate drop in revenue.

### **Policy and legislative implications**

There are no policy or legislative implications.

### **Risks / legal**

There are no legal risks. There is a risk that substantial waste diversion could compromise the ability of the Southern Landfill to operate within its consents. Waste data is adequate for close monitoring of this risk.

### **Climate Change impact and considerations**

The recommendations are consistent with and supportive of Te Atakura.

### **Communications Plan**

If approved, communications will be put in place for each recommendation.

### **Health and Safety Impact considered**

Any health and safety implications will be managed through the appropriate PCBU.