# Absolutely **POSITIVELY** ME HEKE KI PÖNEKE WELLINGTON CITY COUNCIL WELLINGTON CITY COUNCIL

# STRATEGY AND POLICY COMMITTEE

# **MINUTES**

# THURSDAY 9 FEBRUARY 2012 9.19AM – 10.39AM 10.57AM – 11.56AM

Council Chamber First Floor, Town Hall Wakefield St Wellington

# **PRESENT:**

Mayor Wade-Brown	(9.19am – 10.39am, 10.57am – 11.56am)
Councillor Ahipene-Mercer	(9.22am – 10.39am, 10.57am – 11.56am)
Councillor Best (Deputy Chair)	(9.19am – 10.39am, 10.57am – 11.56am)
Councillor Cook	(9.19am – 10.39am, 10.57am – 11.56am)
Councillor Coughlan	(9.20am – 9.43am)
Councillor Eagle	(9.19am – 9.43am, 9.54am – 10.29am, 10.57am – 11.56am)
Councillor Foster (Chair)	(9.19am – 10.39am, 10.57am – 11.56am)
Councillor Gill	(9.19am – 10.31am, 10.32am – 10.39am, 10.59am –
	11.56am)
Councillor Lester	(9.19am – 10.39am, 10.57am – 11.56am)
Councillor McKinnon	(9.19am – 10.39am, 10.57am – 11.56am)
Councillor Marsh	(9.19am – 10.39am, 10.57am – 11.56am)
Councillor Morrison	(9.19am – 10.00am, 10.09am – 10.39am, 10.57am –
	11.56am)
Councillor Pannett	(9.19am – 10.39am, 10.57am – 11.56am)
Councillor Pepperell	(9.19am – 10.39am, 10.57am – 11.27am, 11.29am –
	11.50am, 11.55am – 11.56am)
Councillor Ritchie	(9.19am – 10.39am, 10.59am – 11.56am)

# DEMOCRATIC SERVICES OFFICERS IN ATTENDANCE:

Luka Dujmovic – Committee Advisor Sophie Rapson – Committee Advisor

### 001/12P **APOLOGIES** (1215/52/IM)

### **NOTED:**

1. There were no apologies.

# 002/12P CONFLICT OF INTEREST DECLARATIONS (1215/52/IM)

# NOTED:

1. There were no conflicts of interest declared.

# 003/12P **DEPUTATIONS** (1215/52/IM)

#### NOTED:

1. Ross McKinnon, Wellington District Representative for Community Patrols in New Zealand addressed the Committee in regards to national aspects of Community Patrols and the success that has been achieved so far.

(Councillor Coughlan joined the meeting at 9.20am.) (Councillor Ahipene-Mercer joined the meeting at 9.22am.)

**TABLED INFORMATION:** Other information from Ross McKinnon reference 003/12P(A)

2. Kelly Hoar-Guthrie and Cathy Cameron, representing the Eastern Rocks Community Patrol Inc. addressed the Committee in regards to local aspects of Community Patrols and the ways in which Wellington City Council could become more involved in the programme.

**TABLED INFORMATION:** Other information from Kelly Hoar-Guthrie and Cathy Cameron reference 003/12P(B)

(Councillor Eagle left the meeting at 9.43am.) (Councillor Coughlan left the meeting at 9.43am.)

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# 004/12P ACQUISITION OF LAND FOR ROAD – 495A OHARIU VALLEY ROAD (9.43AM – 9.45AM) Report of Neil Johnstone – Team Leader, Planning, and Rosalind Luxford – Property Advisor.

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(REPORT 1)

Moved Councillor Foster, seconded Councillor Lester, the substantive motion.

The substantive motion was put and declared CARRIED.

#### **RESOLVED:**

(1215/52/IM)

THAT the Strategy and Policy Committee:

- *1. Receive the information.*
- 2. Recommend that Council:
  - (a) Agree to acquire approximately 832 square metres of land described as Section 1 Survey Office Plan 334407 and located in front of 495 Ohariu Valley Road for legal road by compulsion under the Public Works Act 1981.
  - (b) Authorise the Chief Executive Officer to carry out all further steps to acquire the land described in a) pursuant to the Public Works Act 1981 including vesting the land as road.

# 005/12P SUBMISSION FROM WELLINGTON CITY COUNCIL – PRODUCTIVITY COMMISSION INQUIRY ON HOUSING AFFORDABILITY (9.45AM – 10.39AM, 10.57AM – 11.49AM) Report of Andrew Stitt – Manager, Policy and Planning, and Corwin Wallens – Senior Policy Advisor. (1215/52/IM) (REPORT 2)

Moved Councillor Pannett, seconded Mayor Wade-Brown, the substantive motion with amendments as follows:

THAT the Strategy and Policy Committee:

- 1. Receive the information.
- 2. Approve the attached draft submission to be forwarded to the Productivity Commission, **with amendments as follows:**

i. New Paragraph, Section 6.5, Where housing affordability bites, page 25:

As housing affordability declines so does the home ownership rate, this means that a large impact of any decline in housing affordability is felt by both aspiring first time home owners including young couples and other households experiencing housing stress throughout their lives. Households will find it increasingly difficult to afford or maintain home ownership. The Commission should look at mechanisms to make housing acquisition more affordable for these groups. The Commission could consider making recommendations on the increased use of assistance packages to facilitate home ownership

Households may also find ongoing affordability a problem as the cost of maintaining home ownership rises. Ongoing affordability is affected by the costs of upgrading and maintaining infrastructure, these costs are primarily funded through rates. If the costs of infrastructure rise due to overly expansionist growth policies then the implications of this will also affect housing affordability.

ii. New paragraph, Section 6.1, Council role in site development, page 21:

It is unlikely that councils (and certainly WCC at this time) will be in a position to purchase brown field sites for housing development. This position may change as a result of further policy work.

iii. New Sentence, Section 3: The Wellington Context, paragraph 2, page 17:

While a council can zone land using the district plan, it does not have powers to ensure the owners of that land move to develop it within a timely manner.

iv. New paragraph, Section 6.1, The effect of urban containment policies on housing affordability, page 20:

A research study focusing on Melbourne housing and growth 'Assessing the costs of alternative development paths in Australian cities' found that for every 1000 dwellings, the costs for infill and fringe (greenfield) developments are \$309 million and \$653 million respectively (in 2007 Australian dollars)\_per 1,000 dwellings over 50 years. The study looked at a wide range of costs to the Council, community and

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owners including costs associated with health, transport, infrastructure and the environment. The Commission should take into account these costs and provided a level of New Zealand specific analysis.

v. New paragraph, Section 6.1, The effect of urban containment policies on housing affordability, page 20:

The Council's planning policies attempt to balance growth though distributing growth evenly between the central city, suburbs and Greenfield sites. This approximately means a third of growth in the central city, a third through suburb intensification, and a third on Greenfield sites.

vi. New Paragraph, Section 6.5, Where housing affordability bites, page 26 The Productivity Commission should note the important

role that councils play in the provision of social housing. Wellington City Council is one of New Zealand's largest social housing providers with 2,354 units, housing more than 4,000 tenants. The units provide important social and economic benefits to a diverse range of people in Wellington city. Many tenants are on low incomes, are new migrants, or have physical, social or health disabilities. As part of its upgrade programme Wellington City Council upgraded Te Ara Hou in Constable Street, Newtown. The upgrade won the Sustainable Architecture award in the 2010 Wellington Architecture Awards. Jurors commented that thanks to the new features and improved standards, the newly insulated building envelopes would improve residents' health.

vii. Wording Change, Section 6.1 Benefits of allowing growth as well as containment, page 20

*Paragraph 1* - "The Council agrees that urban containment affects the release, availability and cost of residential property. **Overly restrictive urban containment policies can drive up land and dwelling prices due to scarcity and transfer demand to neighbouring districts or even out of a region entirely**. However, in response to recommendation 7.4 it is important that this increased cost is not considered in isolation from the benefits that urban containment policies can deliver to **recognise that if an appropriate balance is struck, urban containment policies can deliver benefits....**"

viii. Wording Change, Section 6.1 Benefits of allowing growth as well as containment, page 20

*Paragraph 1* - "...The Council has long practised a a policy of general containment within the existing urban area, and this is regarded as one of the contributing elements to the high level of activity in the central city and the success of the city's transport network. Wellington has high levels of commuter public transport use, cycling and walking. This policy direction is longstanding, with the following forming important context:

- a District Plan dating from the early 1990s that encouraged widespread infill development, effectively consolidating the existing urban area by reducing demand on the fringes
- a development framework for managing growth in the major greenfield development areas in the northern suburbs (2003)
- an Urban Development Strategy was developed that seeks to concentrate new development along a dedicated "growth spine" within the existing urban area whilst still providing for greenfield growth in the northern suburbs (2006)
- the Council is a partner to the Wellington Regional Strategy which has a policy of general urban containment (2007), and
- The Council subsequently promoted plan changes for residential areas and suburban commercial areas as direct responses to the strategic direction set out in the WRS and the UDS (2009).

"The Council has taken a considered and strategic approach to these issues, attempting to accurately balance the benefits of urban containment with allowing some greenfield development...."

## ix. New Paragraph, Section 6.2, Housing Quality, page 23

It is worth noting that in regards to specifying the quality of new dwellings Councils have no ability to require standards above the building code. The Building Act (2004) specifies that no other document can require higher building standards than those set out in the building code. This means for example, that a district plan cannot require a green roof or for a development to include greywater recycling.

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x. New Paragraph, Section 5, Making houses more affordable

The Productivity Commission should have a greater emphasis in its report on the issue of the lifecycle costs of housing. These costs have a significant impact on housing affordability. Transport and heating costs are two of the largest ongoing cost components to assess when considering the life cycle costs of a house. Furthermore, the issue of housing affordability must be considered in a wider context of income levels, health needs, employment and so on. The Commissions focus on the purchase cost of housing does not go far enough.

xi. New Paragraph, Section 5, Making Houses more affordable, In Summary, page 20

> The Council is a strong advocate for developing regional approaches to housing affordability. Communities benefit when they make the decisions that directly affect them and councils should have the autonomy to respond to community needs. Local diversity can reflect differing local needs and priorities.

xii. New Paragraph, 5 making Houses more affordable, In Summary, page 20

> It is important that Wellington offers the prospect of affordable housing in order to grow and attract residents. The Commission should consider the affect that regional housing affordability is having on the greater question of where the optimal growth areas for the future New Zealand population are.

xiii. New Paragraph 6.5 Where Affordability bites, page 25

Those whose incomes fail to increase at a similar rate to the rest of the population will find their current standard of living hard to sustain. Those with the lowest incomes will find suitable housing further out of reach. Any improvement in the general affordability of housing may still fail to allow access to decent housing for these low income groups. The Commission should look at developing an appropriate mechanism for ensuring low income groups can access appropriate housing.

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xiv. New Paragraph, Section 3, The Wellington Context, page 17

As population demographics change so will the optimum mix of housing types for the country. The Productivity Commission should look to considering recommendations that ensure appropriate housing is provided in the future. In Wellington a number of trends present themselves including:

- family breakups
- aging population
- increasing ethnic diversity
- older Women living alone

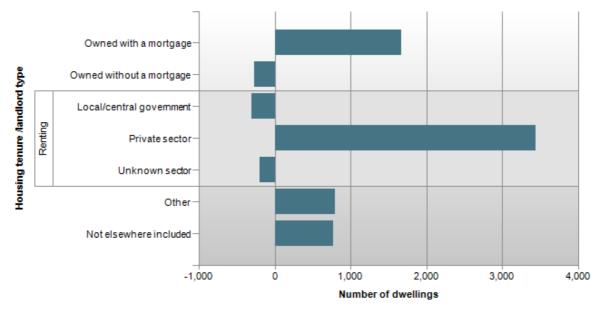
Household size (number of persons usually	Wellington City						
resident)	2006			2001			Change
Usual residence	number	%	Wellington Region %	number	%	Wellington Region %	2001 to 2006
One usual resident	16,680	24.6	24.4	15,522	25.1	24.1	1,158
Two usual residents	22,230	32.8	33.4	20,244	32.8	33.1	1,986
Three usual residents	11,895	17.6	16.6	10,761	17.4	16.6	1,134
Four usual residents	10,614	15.7	15.1	9,276	15.0	14.9	1,338
Five usual residents	4,248	6.3	6.6	4,104	6.6	7.3	144
Six or more usual residents	2,046	3.0	3.9	1,902	3.1	4.0	144
Total	67,713	100.0	100.0	61,809	100.0	100.0	5,904

Age structure Service age groups (years)	Wellington City						
	2006			2001			Change
Usual residence	number	%	Wellington Region %	number	%	Wellington Region %	2001 to 2006
0 to 4	11,109	6.2	6.8	10,638	6.5	7.2	471
5 to 11	14,304	8.0	9.6	14,004	8.5	10.4	300
12 to 17	12,942	7.2	8.6	11,448	7.0	8.2	1,494
18 to 24	25,101	14.0	10.3	21,084	12.9	9.8	4,017
25 to 34	32,556	18.1	14.2	31,554	19.3	15.6	1,002
35 to 49	42,717	23.8	23.1	38,481	23.5	22.7	4,236
50 to 59	19,419	10.8	11.7	17,067	10.4	11.0	2,352
60 to 69	10,953	6.1	7.7	9,645	5.9	7.1	1,308
70 to 84	8,577	4.8	6.7	8,277	5.1	6.7	300
85 and over	1,773	1.0	1.3	1,635	1.0	1.2	138
Total	179,451	100.0	100.0	163,833	100.0	100.0	15,618

#### xv. New paragraph, Section 4: Housing Affordability, page 18

The private sector will become increasingly important if the home ownership rate continues to fall. This may be appropriate for those that wish to invest in other areas than housing. The Productivity Commission should look at the work required in order to provide sustainable housing solutions for renters and assess whether current options in regards to security of tenure are adequate. Tenure choice is inextricably linked to the life cycle/life course of individuals and as such renting may be a desirable long term option for some households. The Productivity Commission should indentify the groups likely to choose renting and explore their housing affordability issues and identify possible solutions where appropriate.

Change in housing tenure and landlord type, Wellington City, 2001 to 2006 (Usual residence)



#### xvi. New paragraph, Section 4: Housing Affordability, page 18

In some cases the expectations of potential homeowners may have to adjust. First home buyers may have to settle for less expensive suburbs and lower amenity levels in their first house.

#### xvii. New para, Section 4: Housing Affordability, page 18

The Council notes forecasts show multi-unit housing developments will increase as a proportion of new dwelling construction (DTZ New Zealand 2007). BRANZ found that: "For horizontally attached units (i.e. a wall in common between adjacent occupancies) the cost in \$ per sq metre of floor area is about the same or slightly less than that for detached houses. However, for vertically attached units (i.e. a floor-ceiling in common) the multi-unit cost is about 10% more expensive in the 10 to 25 unit range which covers the medium density developments expected in the future." While the building costs associated with horizontally attached dwellings are higher the land use on a unit basis is lower as many dwellings occupy the same land footprint.

	Number of	f consents	\$ per sqm	floor area	
	Horizontally	Vertically	Horizontally	Vertically	Detached
	attached	attached	attached	attached	house
	Year endi	ng Dec 2006			only
#units per consent					
1 to 6 units	1,016	100	1171	1346	
7 to 9 units	31	15	1458	1529	
10 to 15 units	0	38		1341	
16 to 25 units	0	40		1301	
>25 units	0	35		1315	
Total			1204	1330	
Detached houses o	nly				1171
	Year endi	ng Dec 2007			
#units per consent					
1 to 6 units	1,057	129	1230	1423	
7 to 9 units	27	10	1140	1056	
10 to 15 units	0	43		1388	
16 to 25 units	0	33		1437	
>25 units	0	22		1762	
Total			1222	1521	
Detached houses o	nly				1245
	Year endi	ng Dec 2008			
#units per consent					
1 to 6 units	841	80	1170	1102	
7 to 9 units	20	2	1250	2410	
10 to 15 units	0	20		1442	
16 to 25 units	0	13		1453	
>25 units	0	27		1432	
Total	861	142	1185	1536	
Detached houses o	nly				1331

## xviii. New paragraph6.5, Where housing affordability bites

One mechanism to make housing affordable is to enable first home buyers, or community housing organisations, to delay the payment of the land component of the cost of a house for up to ten years. This means owners can start to pay off the mortgage they have on their house. Another might be for central and local government to make leasehold land available to individuals to build on. Other mechanisms should be explored as well.

#### xix. Section 4, Housing Affordability, page 18

The Massey Affordability Index uses median incomes; households with only one income earner due to events such as separation are likely to face increased affordability pressures.

xx. Section 1, Executive Summary, page 16

The Productivity Commission should have included a mush higher consideration of the life cycle costs of housing within its scope. The commission could then have widened its recommendations to include the lifetime affordability of housing.

3. Agree to delegate to the Chief Executive Officer and the Built Environment Portfolio leader, the authority to amend the proposed submission from Wellington City Council to the Productivity Commission on the housing affordability inquiry to include any amendments agreed by the Committee and any associated minor consequential edits.

(Councillor Eagle returned to the meeting at 9.54am.)
(Councillor Morrison left the meeting at 10.00am.)
(Councillor Morrison returned to the meeting at 10.09am.)
(Councillor Eagle left the meeting at 10.29am.)
(Councillor Gill left the meeting at 10.31am.)
(Councillor Gill returned to the meeting at 10.32am.)

# Moved Councillor Foster, seconded Councillor Pepperell, the following amendment.

- **2(b)** That the submission be amended to also raise:
- i. The affordability issues arising from increasing divergence in income levels.
- ii. The value of developing a Population Strategy including considering the geographic distribution of population growth.
- iii. That development contributions are generally conservatively set and that there are currently no development contributions chargeable for NZTA or Regional Council infrastructure.

(The meeting adjourned for morning tea at 10.39am and reconvened at 10.57am.)

(Mayor Wade-Brown, Councillor Ahipene-Mercer, Best, Cook, Eagle, Foster, Lester, McKinnon, Marsh, Morrison, Pannett, and Pepperell were present when the meeting reconvened.)

(Councillor Gill returned to the meeting at 10.59am.) (Councillor Ritchie returned to the meeting at 10.59am.)

# The amendment 2(b)i was <u>put</u> and a <u>DIVISION</u> called.

Voting for:	Mayor Wade-Brown, Councillors Cook, Eagle, Foster, Gill, Pannett, Pepperell and Ritchie.
Voting against:	Councillors Ahipene-Mercer, Best, Lester, McKinnon, Marsh and Morrison.
Majority vote:	8:6

# Amendment 2(b)i was declared CARRIED.

# The amendment 2(b)ii and 2(b)iii were put and declared CARRIED.

(Councillor Pepperell left the meeting at 11.27am.) (Councillor Pepperell retuned to the meeting at 11.29am.)

# The substantive motion recommendation 1 was <u>put</u> and declared <u>CARRIED</u>.

The substantive motion recommendation 2(a)i was <u>put</u> and declared <u>CARRIED</u>.

The substantive motion recommendation 2(a)ii was <u>put</u> and declared <u>CARRIED</u>.

The substantive motion recommendations 2(a)iii to 2(a)xx, 2(b) and 3 were <u>put</u> and declared <u>CARRIED</u>.

# **RESOLVED:**

THAT the Strategy and Policy Committee:

- 1. Receive the information.
- 2. Approve the attached draft submission to be forwarded to the *Productivity Commission, with amendments as follows:*\
- 2(a)i New Paragraph, Section 6.5, Where housing affordability bites, page 25:

As housing affordability declines so does the home ownership rate, this means that a large impact of any decline in housing affordability is felt by both aspiring first time home owners including young couples and other households experiencing housing stress throughout their lives. Households will find it increasingly difficult to afford or maintain home ownership. The Commission should look at mechanisms to make housing acquisition more affordable for these groups. The Commission could consider making recommendations on the increased use of assistance packages to facilitate home ownership

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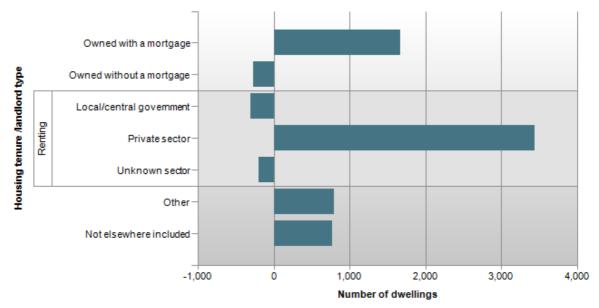
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- aging population
- *increasing ethnic diversity*
- older Women living alone

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25 to 34	32,556	18.1	14.2	31,554	19.3	15.6	1,002
35 to 49	42,717	23.8	23.1	38,481	23.5	22.7	4,236
50 to 59	19,419	10.8	11.7	17,067	10.4	11.0	2,352
60 to 69	10,953	6.1	7.7	9,645	5.9	7.1	1,308
70 to 84	8,577	4.8	6.7	8,277	5.1	6.7	300
85 and over	1,773	1.0	1.3	1,635	1.0	1.2	138
Total	179,451	100.0	100.0	163,833	100.0	100.0	15,618

xv. New paragraph, Section 4: Housing Affordability, page 18

The private sector will become increasingly important if the home ownership rate continues to fall. This may be appropriate for those that wish to invest in other areas than housing. The Productivity Commission should look at the work required in order to provide sustainable housing solutions for renters and assess whether current options in regards to security of tenure are adequate. Tenure choice is inextricably linked to the life cycle/life course of individuals and as such renting may be a desirable long term option for some households. The Productivity Commission should indentify the groups likely to choose renting and explore their housing affordability issues and identify possible solutions where appropriate.



#### Change in housing tenure and landlord type, Wellington City, 2001 to 2006 (Usual residence)

#### xvi. New paragraph, Section 4: Housing Affordability, page 18

In some cases the expectations of potential homeowners may have to adjust. First home buyers may have to settle for less expensive suburbs and lower amenity levels in their first house.

xvii. New paragraph, Section 4: Housing Affordability, page 18

The Council notes forecasts show multi-unit housing developments will increase as a proportion of new dwelling construction (DTZ New Zealand 2007). BRANZ found that: "For horizontally attached units (i.e. a wall in common between adjacent occupancies) the cost in \$ per sq metre of floor area is about the same or slightly less than that for detached houses. However, for vertically attached units (i.e. a floor-ceiling in common) the

vertically attached units (i.e. a floor-ceiling in common) the multi-unit cost is about 10% more expensive in the 10 to 25 unit range which covers the medium density developments expected in the future."

While the building costs associated with horizontally attached dwellings are higher the land use on a unit basis is lower as many dwellings occupy the same land footprint.

	Number of	f consents	\$ per sqm	floor area	
	Horizontally	Vertically	Horizontally	Vertically	Detached
	attached	attached	attached	attached	house
	Year endi	ng Dec 2006			only
#units per consent					
1 to 6 units	1,016	100	1171	1346	
7 to 9 units	31	15	1458	1529	
10 to 15 units	0	38		1341	
16 to 25 units	0	40		1301	
>25 units	0	35		1315	
Total			1204	1330	
Detached houses or	nly				1171
	Year endi	ng Dec 2007			
#units per consent					
1 to 6 units	1,057	129	1230	1423	
7 to 9 units	27	10	1140	1056	
10 to 15 units	0	43		1388	
16 to 25 units	0	33		1437	
>25 units	0	22		1762	
Total			1222	1521	
Detached houses or	nly				1245
	Year endi	ng Dec 2008			
#units per consent					
1 to 6 units	841	80	1170	1102	
7 to 9 units	20	2	1250	2410	
10 to 15 units	0	20		1442	
16 to 25 units	0	13		1453	
>25 units	0	27		1432	
Total	861	142	1185	1536	
Detached houses or	niv				1331

#### xviii. New paragraph 6.5, Where housing affordability bites

One mechanism to make housing affordable is to enable first home buyers, or community housing organisations, to delay the payment of the land component of the cost of a house for up to ten years. This means owners can start to pay off the mortgage they have on their house. Another might be for central and local government to make leasehold land available to individuals to build on. Other mechanisms should be explored as well.

*xix.* Section 4, Housing Affordability, page 18

The Massey Affordability Index uses median incomes; households with only one income earner due to events such as separation are likely to face increased affordability pressures.

*xx.* Section 1, Executive Summary, page 16

The Productivity Commission should have included a mush higher consideration of the life cycle costs of housing within its scope. The commission could then have widened its recommendations to include the lifetime affordability of housing.

- 2(b) That the submission be amended to also raise:
  - *i.* The affordability issues arising from increasing divergence in income levels.
  - *ii.* The value of developing a Population Strategy including considering the geographic distribution of population growth.
  - *iii.* That development contributions are generally conservatively set and that there are currently no development contributions chargeable for NZTA or Regional Council infrastructure.
- 3. Agree to delegate to the Chief Executive Officer and the Built Environment Portfolio leader, the authority to amend the proposed submission from Wellington City Council to the Productivity Commission on the housing affordability inquiry to include any amendments agreed by the Committee and any associated minor consequential edits.

#### **NOTED:**

1. The Committee added the text in **bold.** 

# 006/12P REPORT BACK ON FUTUREGOV SUMMIT ATTENDANCE – PUTRAJAYA, MALAYSIA, 12 – 14 OCTOBER 2011 (11.49AM – 11.56AM) Report of Mayor Wade-Brown. (1215/52/IM) (REPORT 3)

Moved Mayor Wade-Brown, seconded Councillor McKinnon, the substantive motion.

(Councillor Pepperell left the meeting at 11.50am.) (Councillor Pepperell returned to the meeting at 11.56am.)

## The substantive motion was put and declared CARRIED.

#### **RESOLVED:**

THAT the Strategy and Policy Committee:

*1. Receive the information.* 

The meeting concluded at 11.56am.

Confirmed:

Chair / /