

Chairperson and Committee Members
STRATEGY & POLICY COMMITTEE

20 JULY 2017

Meeting Status: **Public**

Purpose of Report: For Decision

POLICY WORK PROGRAMME UPDATE

PURPOSE OF REPORT

- 1 This report provides an update on the Council's current approved Policy Work Programme and an opportunity to focus on the final year of the Programme which is for the year up to June 2018. A major review of the programme will take place in line with the 2018 Long Term Plan process.

DELEGATION

- 2 The Committee has the delegation to consider this matter under Section B.1 of the Governance Structure and Delegations '*This Committee will deal with all strategy and policy decision-making that is not the responsibility of the Council. Key responsibilities will include:*
 - *Setting and approving the policy and strategy work programme*'.

BACKGROUND

- 3 An earlier report before this committee, entitled SP-16-018 Policy Work Programme Update, provided background on the development and approval of the Council's Policy Work Programme. It foreshadowed the review of the final year of the programme during the first year of the triennium.

Policy context

- 4 Over time, the Council has developed a large number of strategies, policies and plans, and there continues to be significant pressure to increase this number. A stocktake of the Council's strategies, policies and plans in May 2016 found sixty-three in place, five in preparation, one superceded, and a further six planned. In addition, the stocktake unearthed further needs for policy within the organisation above the seventy-four outlined above. The pressure to create more policies comes from the devolving of decision making by Central Government and the pace of change in the community, including social and economic drivers such as the Expressway.
- 5 The development of the Policy Work Programme for the period April 2016 to June 2018 supports a more considered, sustainable and prioritised approach to policy creation. A number of tools and monitoring processes have been adopted to support practice improvement.
- 6 The development of policies is resource hungry. The Policy Work Programme was developed with capacity constraints in mind. These constraints exist at the community, political and organisational levels; in particular, the capacity to support good dialogue and engagement and staff resources to complete the work. The programme remains challenging.

7 Further information on the development of the Policy Work Programme is provided in the report SP-16-1846 Policy Work Programme, which was before the Environment and Community Development Committee on 21 April 2016 (also an appendix of the report referred to above (SP-16-018)). Background on the review of bylaws is available in the report SP-15-1705 Status of Council Bylaws, which was before the Audit and Risk Subcommittee on 29 September 2015.

Current Policy Work Programme

8 The Policy Work Programme is provided below, broken up into three sections: complete or nearly complete; in progress and/or with a legal mandate and therefore not discretionary; and those that were chosen as a priority and are discretionary. It should be noted that, while items are labelled discretionary as there is no legal driver for the work, there are significant financial, planning and community drivers for these projects.

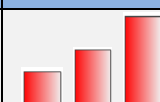
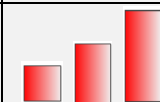
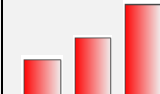
9 Good progress has been made on the work in the programme, with key projects completed and significant progress on others. There has been increased oversight and monitoring of the programme, and the policy process is being carefully aligned with the development of the next Long Term Plan. Those policy projects which are complete or nearly complete are listed in Table One; the first of three tables. The tables are laid out to provide information on the following:

- The driver for the project,
- The approved programme timing,
- An update on progress, and
- The status – whether the project is in the early stages, approximately mid-way through, or complete/nearly complete.

10 The second table overleaf provides a list of those projects which are in progress and have a legal mandate and therefore are not discretionary.

11 The following third table identifies the discretionary policy items that remain in the approved Policy Work Programme. It must be noted that the programme is demanding and that any change in priorities would require reprioritising of work already on the programme. This final year is particularly busy due to the work on the Long Term Plan.

Table One: Approved Council Policy Work Programme – Complete or nearly complete

Topic	Driver	Timing	Update	Status
Cemeteries Bylaw ✓	Legislation	Complete	Complete	
Community Facilities Strategy ✓	Priority set by Council	2016/17	Complete	
Community Futures Waikanae Beach ✓	Priority set by Council	2015/18	Waikanae Beach Vision Document complete	


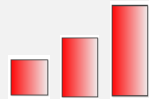
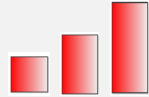
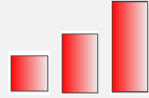

Topic	Driver	Timing	Update	Status
Economic Development Strategies ✓	Priority set by Council	2014/16	Work folded into business as usual	
Engagement and Communications Strategy ✓	Priority set by Council	Complete	Complete	
Fire Prevention Bylaw ✓	Legislation	Complete	Stopped and allowed to expire as at March 2017	
Public Places Bylaw ✓	Legislation	2016/17	Complete	
Regional Waste Minimisation Plan	Legislation	2016/17	To be adopted in August/September 2017	

Table Two: Approved Council Policy Work Programme – In Progress and/or Legal mandate



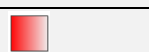
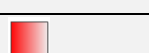
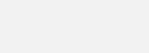

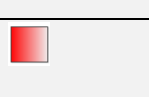
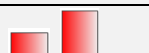
Topic	Driver	Timing	Update	Status
Annual Plans / Long Term Plans (LTP)	Legislation	Annual	Annual Plan adopted, work underway on LTP	
Beach Bylaw	Legislation	2018	Not yet underway	
Control of Alcohol in Public Places Bylaw	Legislation	By Dec 2018	On track, Alcohol in Kāpiti Issues Paper	
Earthquake Prone Dangerous & Insanitary Buildings Policy 2006	Legislation	2017/18	Reviewing in conjunction with Priority Buildings Policy	
Dog Bylaw and Policy	Legislation	2017/18	Pre-consultation and stakeholder engagement	
Priority Buildings Policy	Legislation	2017/18	Methodology received from MBIE, workshops in July/August	
Proposed District Plan	Legislation	Hearings underway	Panel recommendations July 2017, Council decisions due October 2017	
Trade Waste Bylaw	Legislation	2017/18	On track	

Table Three: Approved Council Policy Work Programme – Priority (discretionary) June 2017 - June 18

Topic	Driver	Timing	Update/Comment	Status
Towards a Sustainable Transport System 2008 – review	Priority set by Council	2016/17	Review underway to inform current LTP	
Review of Storm water Management Strategy	Priority set by Council	2018	Issues and Options identified, will inform key infrastructure	
Local Alcohol Policy (LAP)	Priority set by Council	2016/17	Initial scoping of LAP and its alignment with the bylaw complete	
Environmental Strategy	Priority set by Council	2016/17	Not yet underway	

CONSIDERATIONS

Potential change to the Current Programme

- 12 The current programme remains challenging and, as mentioned above, there are pressures to add and change the programme as a result of Central Government policy changes, community expectations and the opening of the Expressway.
- 13 A number of approaches are recommended to improve both the efficiency and effectiveness of policy development and to make it easier to engage, ensure better alignment of policy projects and reduce repetition for stakeholders and of internal processes:
- Policy projects to be grouped up and integrated, for example: the reviews of the Sustainable Transport and Cycleways, Walkways and Bridleways Strategies; and the Control of Alcohol in Public Places Bylaw and Local Alcohol Policy.
 - Processes to be simplified where possible, for example: a single stage approach to the proposed Easter Sunday Trading Policy.
- 14 Potential work for the programme is discussed below.

Review of the Sustainable Transport and Cycleways, Walkways and Bridleways (CWB) Strategies

- 15 The Sustainable Transport Strategy Review needs to occur so the strategy reflects the current transport situation in Kapiti and incorporates the (new) NZTA One Network Classification required for NZTA funding business case process. It will reconfirm Council's transport outcomes, including a considered response to the impacts of the expressways and advocating for public transport and active modes of transport.
- 16 The CWB strategy provides a vision for cycling, walking and horse-riding and was adopted in 2009. Recent inter-organisational work to develop a Regional Trails Framework for recreational trails identifies the potential for improved visitor attraction and tourism development in this area. This drives the need for a review which retains strong visitor attraction, recreation and 'quality of life' objectives.

The Kāpiti Economic Development Leadership Group will provide valuable input into the strategy.

- 17 The CWB and Sustainable Transport Strategies share some key stakeholders and are strongly interlinked, supporting a sustainable active network and recreational and economic outcomes. It is recommended that the strategies be integrated to better support their alignment and to make it easier for the public to engage.
- 18 The review of the Sustainable Transport Strategy is not essential for securing NZTA funding for the 2018-2021 period during the 17/18 year. NZTA will assess Council's draft Activity Management Plan (AMP) for Access & Transport to assess support Council's funding bid. The strategy ultimately needs to align and support the AMP2018, which can be finalised in 2018/19 therefore this work can be deferred to Year One of the 2018-2021 Policy Work Programme.

Local Alcohol Policy (LAP) and Control of Alcohol in Public Places Bylaw

- 19 There continues to be significant concern about the levels of alcohol-related crime and harm in the community. The Council has a number of potential levers to work with the Police, health agencies and the community to reduce alcohol-related crime and harm including a bylaw and the opportunity to create a policy.
- 20 The Control of Alcohol in Public Places Bylaw expires in December 2018. This bylaw helped support a significant reduction in public place alcohol-related crime and harm and was put in place after two deaths at Kapiti Lights in 2012. The bylaw is only one possible tool to reduce alcohol-related crime and harm. A LAP can guide the deliberations of the District Licensing Committee on licences. A policy can address the cumulative effects which are difficult to address within the confines of per-application decision-making on issues such as density and hours. There are efficiencies in engaging with the community about the bylaw and policy at the same time.

Environmental Strategy

- 21 Environmental management is part of the activities that form the core business of Council, and the Council has legislative responsibilities for the environment. The Council has been recognised for its leadership, and has achieved CEMARS accreditation for its carbon and energy management. It is recommended that Council continue this good work and that maintaining this accreditation be the current focus. It is recommended that the development of an Environmental Strategy be put on hold, to be considered as part of the next approved Policy Work Programme.

District Plan Coastal Hazards Policy Work

- 22 The District Plan coastal hazards policy work is complex and has a number of drivers:
 - The Proposed District Plan and the recent Environment Court decision between Coastal Ratepayers United (CRU) and Council.
 - GWRC has prepared the Wellington Regional Natural Hazards Management Strategy which has been prepared in partnership with the councils of the region. The strategy seeks to provide a regional framework for consistent approaches to natural hazards management across the region. Work on implementing the strategy is in its very early stages.

- The Ministry for the Environment has prepared draft guidance for local government on Coastal Hazards and Climate Change. The Minister for Environment has recently announced that the guidance will undergo further review. The recent amendments RMA legislation relating to natural hazards further highlight the need to address the matter of natural hazards.
 - A National Policy Statement on Natural Hazards is due in 2018.
- 23 It is recommended that this work on coastal hazards is deferred for consideration as part of the next approved Policy Work Programme along with the review of the Coastal Strategy which was approved in 2006 and needs to be revisited.

Easter Sunday Trading Policy

- 24 There is now an opportunity to draft and adopt an Easter Sunday Trading Policy. There have been two requests from national bodies representing retail and a request from the Chamber of Commerce for the development of a policy to enable Easter Sunday Trading. There is no legal requirement to have a policy and there are a range of views in the community. The Council received enquiries in March/April from businesses, churches and community members and these callers held a range of views.
- 25 To give certainty for the public and businesses, it is proposed that an Easter Sunday Trading Policy is drafted and then consulted on in a simple one-stage process. A decision on the adoption of a policy would optimally be made this calendar year if Easter Sunday trading was to be enabled for next year. This would ensure plenty of time for business planning and for discussions with employees.

Freedom Camping

- 26 There has been community concern about the impact of freedom camping on neighbourhoods. A resolution was passed on 8 June 2017 “that staff will undertake a review of the current lack of a Freedom Camping Bylaw and provide advice to Council on the preparation and adoption of such a bylaw”. An investigation will be undertaken to provide advice to Council on this matter. Timing of this work is dependent on the advice and recommendations received and the policy workload.

Land Development Management Plan

- 27 Over time, land will become surplus as a result of the RONS (Roads of National Significance) projects in the District. A Structure and/or Development Plan would enable the Council to identify the options for uses and development of this land in addition to the community’s aspirations, access and other issues related to potential growth management. This work needs to be closely linked to the National Policy Statement for Urban Development Capacity workstream, which requires that Councils undertake an assessment of demand for housing and commercial development and identify viable capacity to meet this demand. As this is a district-wide piece of work, the approach will include a Review of the Development Management Strategy 2007 which was developed pre-Expressway.
- 28 More detailed work will be prioritised according to the expected availability of this land and the required infrastructure etc. Land in Raumati and Raumati South is expected to be the first significant area of surplus land following the M2PP designation boundaries being reduced from construction. This is a significant

piece of work and is needed as a result of the Expressway. It is recommended that this work be considered for the next approved Policy Work Programme and that NZTA be approached to help plan, develop and resource the project.

Summary of Recommendations for the Final Year of the Policy Work Programme

- 29 In summary, the following recommendations are made for the discretionary items within the final year (2017-2018) of the Policy Work Programme:

Topic	Recommendation
Towards a Sustainable Transport System 2008 – review	Defer finalisation of this strategy and integrate the Cycleways, Walkways and Bridleways Strategy into one overarching document to ensure alignment and smart use of resources in Year One of the 2018-2021 Policy Work Programme
Local Alcohol Policy (LAP) & Control of Alcohol in Public Places Bylaw	Continue work on the Local Alcohol Policy and align this project with the review of the Control of Alcohol in Public Places Bylaw to ensure alignment and smart use of resources and reduce alcohol-related crime and harm
Environmental Strategy	Continue work to maintain CEMARS accreditation and defer the Environmental Strategy for consideration as part of the next Policy Work Programme
Review of Stormwater Management Strategy	Continue work to provide strategic direction for expenditure on vital assets and link to the review of the Stormwater and Infrastructure Strategies
District Plan Coastal Hazards Policy Work	Consider as part of the next Policy Work Programme
Easter Sunday Trading Policy	Add this policy to the final year of the current Policy Work Programme
Freedom Camping Bylaw	Investigate and provide advice to Council
Land Development Management Plan	Consider as part of the next Policy Work Programme and seek NZTA support for the work

CONSIDERATIONS

Legal considerations

- 30 Legal advice was sought to confirm the timeframes for the review of policies which have a legal driver.

Financial considerations

- 31 There were no immediate financial implications from the adoption of the Policy Work Programme. Any decisions to increase the Policy Work Programme would require additional resourcing.

Tāngata whenua considerations

- 32 The importance of the partnership with Tāngata Whenua is reflected in the Strategic Policy Framework adopted as part of the approved Policy Work Programme. Planning to ensure that individual projects are created in partnership with Tāngata Whenua will be undertaken as part of the development of each project plan.

SIGNIFICANCE AND ENGAGEMENT

Degree of significance

- 33 This matter has a low degree of significance. The degree of significance for each policy project will be identified as each policy project is scoped.

Consultation already undertaken

- 34 The Policy Work Programme was developed in collaboration with Councillors late in the previous triennium and it was agreed that the Programme would be reviewed early in the 2016-2019 triennium. Engagement and consultation planning will be undertaken for each policy project as appropriate.

Engagement planning

- 35 Consultation planning for each item in the Policy Work Programme will be informed by the Significance and Engagement Policy.

RECOMMENDATIONS

- 36 That the Strategy & Policy Committee note the progress made on the projects within the 2016-2018 Policy Work Programme and that an investigation of a Freedom Camping Bylaw has been included within the work programme.
- 37 That the Strategy & Policy Committee adopt the following amendments to the 2016-2018 Policy Work Programme for its final year:
- Continue work on the Local Alcohol Policy and align with the review of the Control of Public Places Bylaw
 - Add the development of an Easter Trading Policy
 - Defer finalisation of the Review of the Sustainable Transport Strategy to 2018/2019 (Year One of the 2018-2021 Policy Work Programme) and integrate the Cycleways, Walkways and Bridleways Strategy into this strategy

- Defer the following projects for consideration for the 2018-2021 Policy Work Programme:
 - The Environmental Strategy,
 - The Land Development Management Plan, and
 - The District Plan Coastal Hazards Policy Work

Report prepared by

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