

Waiheke Governance Pilot activity update 1 to June 2018

File No.: CP2018/09502

Te take mō te pūrongo / Purpose of the report

1. To update the Waiheke Local Board on progress with the Waiheke Governance Pilot.

Whakarāpopototanga matua / Executive summary

2. The pilot has been running since mid-January 2018. In February 2018, the Waiheke Local Board approved the pilot's scope, principles and priorities with the agreed focus being on a handful of key longstanding issues that the local board wants progressed.
3. The recent decision-making delegation to the Waiheke Local Board over Matiatia is an early success and progress on a swimming pool and addressing issues at Rangihoua/Onetangi Sports Park are also being made. Auckland Transport has agreed to establish a Waiheke focused team which will work with the local board on key issues and this is a significant early win from the pilot.
4. Having a dedicated pilot resource that can engage with council staff who have a role or interest on Waiheke has been shown to be critical to making progress. This is especially so given the scale and breadth of council functions which directly or indirectly impact on the island.
5. Staff consider that the suggestion that the pilot's role or focus be widened to include operational management, delegated decision-making and budgetary responsibilities is premature at this early stage and could risk diverting the pilot's initial agreed focus.
6. The formal evaluation running alongside the pilot is already providing useful baseline data and insights that will be compared against regular updates as the pilot progresses.

Ngā tūtohunga / Recommendations

That the Waiheke Local Board:

- a) receive the Waiheke pilot update report
- b) note the report and any board resolutions will be forwarded to all other local boards and the Governance Working Party for their information
- c) note that additional authority for the Waiheke Local Board and/or Waiheke Pilot Programme Manager will be further investigated and reported to the board as more information and analysis is available as the pilot progresses
- d) forward the report to other local boards and the Joint Governance Working Party for their consideration.

Horopaki / Context

7. The 2017 review of Auckland Council's governance arrangements resulted in the commencement of a three-year pilot project on Waiheke to trial some of the review's findings and to test an increased level of devolved decision-making to the Waiheke Local Board.
8. Waiheke was chosen for the pilot for a number of reasons. Its geographic separation and clear community of interest means testing different decision-making approaches is warranted and can be progressed without impacting on other local board areas. The

Waiheke community's desire for more autonomy and for more locally influenced delivery was also supported in the review.

Item 15

9. From 1 November 2017 a full-time pilot manager role has been established to implement the pilot, reporting directly to Auckland Council's Governance Director. The pilot manager commenced work in earnest in mid-January 2018, having exited from his previous role and handover at that time. Pilot project governance sits with the Waiheke Local Board and the pilot manager reports monthly to board workshops. Quarterly formal pilot progress reporting to the board was also agreed and this is the first report.
10. The pilot manager keeps a detailed record of activities and a formal three-year pilot recording and evaluation process, led by council's Research and Evaluation Unit runs alongside the pilot. These elements ensure findings, methodology and learnings are independently recorded and evaluated. The Research and Evaluation unit has already undertaken baseline council staff and community surveys. The community survey asks respondents about how effectively they feel the Waiheke Local Board, Auckland Council and Auckland Transport are working. These will be repeated at key intervals during the pilot to enable any changes in responses to be understood.
11. The pilot's scope includes operational, policy, finance, community and governance matters. The list of pilot priorities agreed at the Waiheke Local Board's February 2018 meeting is shown at Attachment A. The items shaded grey are currently being investigated by the pilot manager. Of these, concrete progress is being made in areas shown in table 1.

Table 1. Status of key current issues being progressed

Issue/project	Current status
Taking a lead on deciding the future use and development of public land at Matiatia	<ul style="list-style-type: none"> • Land use and development decision-making was delegated to Waiheke Local Board on 24 May 2018 • Auckland Transport funding to address parking issues was confirmed in a ten-year plan with decisions to be made jointly with the local board • Commercial leases are being transferred from Panuku Development Auckland to Auckland Council Community Facilities enabling direct local board governance of future leases
Resolving longstanding conflicts of uses at Rangihoua/Onetangi Sports Park	<ul style="list-style-type: none"> • Minister of Conservation directive to Auckland Council to prepare a Reserve Management Plan provides basis for resolving these issues • Discussions commenced with conflicting parties • A process to prepare a management plan is being presented to the Waiheke Local Board in June
Making progress on establishing a community swimming pool for Waiheke Island	<ul style="list-style-type: none"> • A feasibility study to investigate siting a community pool on land at Te Huruhi School was approved and tenders to conduct a study are currently being sought
Addressing use and ownership issues along Crescent Road East extension	<ul style="list-style-type: none"> • Discussions with residents about encroachments, accessway formation and upgrade, legal vehicle access, rubbish collection issues and sharing of costs are underway
Agreeing ways of collaborative working and shared decision	<ul style="list-style-type: none"> • Auckland Transport has provided staff resource to support discussions on addressing a range of

making with Auckland Transport	<p>issues the local board has not previously been able to make progress on</p> <ul style="list-style-type: none"> • Auckland Transport and the local board have agreed to jointly promote and agree improved transport outcomes at Matiatia • Auckland Transport will participate in the local board's proposed Transport Committee
--------------------------------	---

12. A range of other matters included in Attachment A are being progressed separately or in conjunction with the pilot manager. In some cases, awareness created by the governance review and Waiheke pilot has been a catalyst for action from elsewhere in council. Examples include:
- Waste Solutions - progress on advancing a local approach to waste collections and recycling on Waiheke
 - Healthy Waters - a significant investment and working with the local board to resolve flooding issues
 - Community Facilities and Community Services – leading a pilot on Waiheke to investigate different ways of working to achieve better outcomes

Tātaritanga me ngā tohutohu / Analysis and advice

Success factors

13. To date the pilot manager's experience has been that the following things have to come together to enable progress on these priorities to be made:
- a concerted, focused effort
 - preparedness to take some calculated risks, try different things and think outside the square
 - staff being willing and resourced to assist the pilot
 - management prioritising pilot projects with their staff where this makes sense
 - staff seeing the pilot as an opportunity to address things they feel need attention
 - allowing enough time to consider and discuss outcomes and not rushing to conclusions
 - good local media, stakeholder and community relationships.
14. Perhaps the clearest need identified to date is that sufficient time must be set aside to investigate things needing attention. As such the pilot manager's focus in the first five months has been to look into agreed priority issues and projects, understand what has/hasn't happened and why, test with staff, the board and interested parties what intervention and actions are needed to advance these, and get underway. Council-wide staff are busy and prioritising Waiheke matters requires understanding that this is a priority. As noted in Table 1 there have been some wins or good progress made in a number of key priority areas.
15. Already it has become clear that identifying the right people to involve in seeking outcomes is critical. In some cases, these aren't necessarily staff in roles which have line responsibility for the matter being pursued. Instead, willingness, attitude and taking ownership have proven to be important. As time goes on, these staff become more familiar with the territory, have a better understanding of what and why, and are more invested in pursuing outcomes as a result.
16. A considerable amount of time has been invested in discussing the pilot and what it is seeking to achieve, negotiating to make pilot work a priority where possible and obtaining support and/or approval for the pilot manager to lead. In some cases, the pilot manager has obtained

support because it has taken pressure off others or has enabled other/wider wins to be progressed.

Item 15

17. Most of the pilot's focus to date in terms of engaging with other parts of the council has been in the Operations Division and Auckland Transport. As can be seen from Attachment A, many of the priority issues are operational in nature and/or have a transport focus. The pilot manager has met twice with the Operations lead team, which is supportive of the pilot. Recently the Community Facilities and Community Services departments within Operations have been investigating options for a more coordinated approach to resolving area specific issues and have agreed to trial some of their thinking on Waiheke working with the pilot.
18. The improved relationship between Auckland Transport and the Waiheke board/community is an early standout success story for the pilot. Auckland Transport's mandate has historically meant that it has remained at arms-length from local board influence and in places like Waiheke this has had a detrimental outcome. The Waiheke Local Board and Auckland Transport relationship has improved in recent months through the efforts of all parties and on the back of Auckland Transport being directly involved in the 2017 governance framework review.
19. Early results include Auckland Transport establishing a Waiheke specific liaison team to work with the pilot manager and the Waiheke Local Board on matters of joint interest, more dedicated support for pilot projects, greater involvement with the Waiheke Local Board and agreement that a shared 'we're all in it together' approach is worth trying.
20. Forging closer working relationships, more sharing of information and collectively agreeing actions and outcomes are also considered to be key ingredients, if the pilot is to be successful. Implicit in this is recognition from the Waiheke Local Board that a closer working relationship comes with responsibilities to a new way of working together. These relationships are reciprocal with staff and board members both being prepared to give things a go and also both being prepared to acknowledge effort where it is made.
21. The Waiheke media has shown an interest in the pilot and have reported its activities positively and accurately. The pilot is trialling a more open and direct relationship between the pilot manager and local media to test the contention that council's mainstream communications approaches don't resonate particularly well on places like Waiheke. To date this is working well.

Constraints

22. Things that have been identified to date as hampering pilot progress include:
 - continued staff/structural change reducing corporate knowledge and motivation to be involved
 - reactive priorities getting in the way and taking away resource
 - a poor fit of Waiheke priorities and needs with wider council priorities and approaches
 - process constraints such as risk, procurement, contracts, legal concerns
 - lack of budget available to overcome hurdles or roadblocks
 - priorities constantly changing
 - perceptions that it is difficult working on Waiheke issues
 - parts of the council including council-controlled organisations not seeing the need to cooperate or be involved
 - historical perceptions on Waiheke that the council won't get it right, regardless of the pilot.
23. Auckland Council's size and scale is a complicating factor in the pilot manager's work due to the large number of people who need to be engaged with. Many of these people only have a part of the picture and one of many roles in advancing the issue, and generally, other higher priorities.

24. A number of priority matters listed in Attachment A sit in the policy space and in the main, no significant policy work has commenced. There are policy elements to some existing initiatives such as Matiatia where outcomes are being led via development of a strategic plan and council's Plans and Places team has agreed to support this work. Without that support and specific budget this work would be difficult to advance.
25. The pilot role comes with no budget, decision-making authority or administrative support which can create some constraints for advancing projects and issues that require budget or wider support. A pilot manager delegation and role specific budget are two areas that warrant further consideration as both have the potential to remove roadblocks that can hamper pilot progress. This should be further investigated once more pilot data and analysis is available.
26. At the same time the absence of budget or authority encourages lateral thinking and finding innovative/alternative approaches which have on a few occasions already borne fruit.
27. Forming an ongoing and close working relationship with the Waiheke Local Board and its Local Board Services staff is critical. Historically, working with Waiheke and its elected representatives have been perceived as challenging for a whole host of reasons, so fundamental to the pilot's success is turning this perception around.
28. In this case, the pilot manager's previous role as the Waiheke Local Board/team's relationship manager helps. Care is still needed in agreeing roles and leadership as there is inevitably an overlap between what the Local Board Services team and the pilot manager do. This points to the local board's historic reliance on its own team to advance things that the wider organisation hasn't.
29. RIMU's draft baseline report reinforces and supports this report's position. It shows that council staff see a range of constraints, issues and opportunities in working in Waiheke and want things to be better. Initial findings from the community survey show that there is strong support for the work of the Waiheke Local Board and equally strong dissatisfaction with the work of Auckland Council and Auckland Transport. This is useful as a baseline and one of the pilot's key roles is to help turn these survey results around.

Ngā whakaaweawe ā-rohe me ngā tirohanga a te poari ā-rohe / Local impacts and local board views

30. The pilot manager works closely with the Waiheke Local Board. The pilot supports and seeks to deliver on the board's aspirations. The board's expectations of the pilot are high and to date, board members are supportive of what is happening.
31. Some board members consider that the pilot isn't going far enough in enabling the level of local decision-making that they would like to see. These include greater finance, planning and operational decision-making or delegations sitting with the local board and associated officer resources being based on island. They also feel that an opportunity is being missed to achieve these outcomes, especially now that the Local Government Commission has declined the application for a separate local authority on Waiheke.
32. The pilot manager is aware of these views and expects to be in a better position to respond later in the year. For now, the pilot manager is prioritising addressing historical issues as requested by the local board and will certainly test and review outcomes in the above context as investigations progress.

Tauākī whakaaweawe Māori / Māori impact statement

33. Mana whenua and mataawaka are and will be engaged in specific issues and projects where an interest is identified. The pilot manager has already engaged with Ngāti Paoa on a number

of matters and is committed to ongoing engagement and roles for mana whenua where this is agreed as being important.

Item 15

34. More work is needed to build relationships and confidence and to identify mechanisms to enhance mana whenua engagement given current resource constraints. A number of tentative discussions have been held between Ngāti Paoa and the local board about governance relationships and these are expected to continue.

Ngā ritenga ā-pūtea / Financial implications

35. Currently the pilot has no budget or budget responsibility, and this is a constraint in some situations, particularly getting through minor hurdles on the way to progressing bigger issues. A review of this aspect is proposed as part of the second pilot update later in 2018.
36. Investigating pilot issues and ways forward doesn't necessarily require budget. If a direction can be determined and prioritised, then budget can sometimes be found by reprioritising existing programmes or doing things differently.
37. One of the proposed workstreams for the pilot that has yet to get underway is to investigate project and service delivery cost structures to identify opportunities to reduce costs and enhance delivery by doing things differently. This responds to a view from the Waiheke Local Board and some in the Waiheke community that projects and services can be delivered better and at a lower cost. Currently there is not enough data to answer whether this perception is correct or not.
38. There is a common position held in departments that if a local board is seeking to advance anything that isn't in the agreed work programme, this needs to be funded from that board's discretionary budget. This view is generally not supported by boards which consider that such things should be regionally funded, or funding found from existing 'buckets'. Misconceptions and misunderstandings abound in this space and the above workstream will also seek to address this.


Ngā raru tūpono / Risks

39. The top risks for the Waiheke pilot are that it doesn't achieve its goal of 'success by trailing new ways of working on Waiheke', or go far enough for the Waiheke Local Board. These risks are being monitored and at this early stage of the pilot are not likely to have an impact. Over time however, this momentum could be lost. The establishment of the reporting and evaluation processes will assist with controlling this risk.
40. There is also the risk that pilot learnings and successes can't be exported to other board areas. While the pilot has some Waiheke specific and unique elements reflecting the island's differences, much of the process aspects of the pilot should be exportable.

Ngā koringa ā-muri / Next steps

41. The pilot manager will continue to progress the agreed priority work programme and report to/seek direction from the Waiheke Local Board. This report will also be forwarded to all other local boards and the Joint Governance Working Party and any feedback received will be considered. A second update report is scheduled for late 2018.
42. The Waiheke Pilot Evaluation pre-pilot baseline report being prepared by council's Research and Evaluation unit will be circulated internally once completed around July 2018. This is expected to provide valuable insights into the views and practises of council staff, elected members and the Waiheke community.

Ngā tāpirihanga / Attachments

No.	Title	Page
A 	Waiheke Governance Pilot priority work programme	33

Ngā kaihaina / Signatories

Author	John Nash - Programme Manager, Waiheke & Gulf Islands
Authoriser	Phil Wilson - Governance Director

Waiheke Pilot high priority matters for action

Category	Project/Issue
Operational matters	<p>Crescent Rd E Accessway issue resolution</p> <p>Waiheke swimming pool</p> <p>Boats on beaches</p> <p>Local approach to waste collections and recycling</p> <p>Implementing Days Landing walkway</p> <p>Rakino Hall future</p>
Policy and planning matters	<p>Addressing visitor impacts eg visitor levy/bylaw</p> <p>Matiatia Strategic Plan</p> <p>Reserve/open space network plan</p> <p>Rangihoua Park planning/Waiheke golf course</p> <p>Public space encroachments</p> <p>Local place making</p> <p>10 year transport plan</p> <p>Streetscape design plans including water sensitive design</p> <p>Local street trading and events permitting policy</p> <p>Input into resource consents</p> <p>Investigate options to improve local application of Reserves Act processes</p> <p>Develop a local policy where the local board gives landowner approval</p> <p>Local esplanade reserve acquisition policy</p> <p>Waiheke housing strategy</p>
Funding and finance	<p>Investigate council project & service delivery cost structures to identify opportunities to reduce costs and enhance delivery by doing things differently</p> <p>Trialling real local board decision making over Asset Based Services budgets</p> <p>Trialling a local rate if the local board has true authority and accountability over local matters, operational practises and expenditure</p>
Community matters	<p>Status & use of Essentially Waiheke</p> <p>Sensible volunteering regulations</p> <p>Real local participation in the Unitary Plan integration process</p>
CCO relationships	<p>Agreeing ways of collaborative working and shared decision making with Auckland Transport</p> <p>Establishing/operating Waiheke Transport Forum</p> <p>Work with Auckland Transport to identify delegation opportunities</p> <p>Work with Auckland Transport to jointly agree the annual AT work programme</p>
Governance matters	<p>Activating Mana whenua relationships</p>
Evaluation, reporting and communications	<p>A locally relevant approach to council communications</p>