



Notice is hereby given that a Meeting of the Community and Strategy Committee will be held on:

Date: **Wednesday, 11 November 2020**
Time: **1pm**
Meeting Room: **Council Chamber**
Venue: **15 Forth Street, Invercargill**

Community and Strategy Committee Agenda OPEN

MEMBERSHIP

Chairperson	Julie Keast Mayor Gary Tong
Councillors	Don Byars John Douglas Paul Duffy Bruce Ford Darren Frazer George Harpur Ebel Kremer Christine Menzies Karyn Owen Margie Ruddenklau Rob Scott

IN ATTENDANCE

Group Manager, Community and Futures	Rex Capil
Committee Advisor	Alyson Hamilton

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Full agendas are available on Council's Website
www.southlanddc.govt.nz

Note: The reports contained within this agenda are for consideration and should not be construed as Council policy unless and until adopted. Should Members require further information relating to any reports, please contact the relevant manager, Chairperson or Deputy Chairperson.

Terms of Reference – Community and Strategy Committee

TYPE OF COMMITTEE	Council committee
RESPONSIBLE TO	Council
SUBCOMMITTEES	None
LEGISLATIVE BASIS	Committee constituted by Council as per schedule 7, clause 30 (1)(a), LGA 2002. Committee delegated powers by Council as per schedule 7, clause 32, LGA 2002.
MEMBERSHIP	The Community and Strategy Committee is a committee of the whole Council. The mayor and all councillors will be members of the Community and Strategy Committee.
FREQUENCY OF MEETINGS	Six weekly or as required
QUORUM	Seven
SCOPE OF ACTIVITIES	<p>The Community and Strategy Committee is responsible for:</p> <ul style="list-style-type: none"> • providing advice to Council on the approaches that it should take to promote the social, economic, environmental and cultural well-being of the District and its communities and in so-doing contribute to the realisation of Council's vision of one District offering endless opportunities • to provide leadership to District communities on the strategic issues and opportunities that they face • to develop relationships and communicate with stakeholders including community organisations, special interest groups and businesses that are of importance to the District as a whole. • assessing and providing advice to Council on: <ul style="list-style-type: none"> - key strategic issues affecting the District and Council - community development issues affecting the District and Council - the service needs of the District's communities and how these needs might best be met - resource allocation and prioritisation processes and decisions. • developing and recommending strategies, plans and policies to the Council that advance Council's vision and goals, and comply with the purpose of local government as specified in the Local Government Act 2002 • monitoring the implementation and effectiveness of strategies, plans and policies • developing and approving submissions to government, local authorities and other organisations • advocating Council's position on particular policy issues to other organisations, as appropriate

	<ul style="list-style-type: none"> considering recommendations from community boards and Council committees and make decisions where it has authority from Council to do so, or recommendations to Council where a Council decision is required. <p>It is also responsible for community partnerships and engagement. This includes:</p> <ul style="list-style-type: none"> monitoring the progress, implementation and effectiveness of the work undertaken by Great South in line with the Joint Shareholders Agreement and Constitution. allocations of grants, loans, scholarships and bursaries in accordance with Council policy international relations developing and overseeing the implementation of Council's community engagement and consultation policies and processes. <p>The Community and Strategy Committee is responsible for overseeing the following Council activities:</p> <ul style="list-style-type: none"> community services district leadership.
DELEGATIONS	<p>Power to Act</p> <p>The Community and Strategy Committee shall have the following delegated powers and be accountable to Council for the exercising of these powers:</p> <ol style="list-style-type: none"> approve submissions made by Council to other councils, central government and other bodies approve scholarships, bursaries, grants and loans within Council policy and annual budgets approve and/or assign all contracts for work, services or supplies where those contracts relate to work within approved estimates. monitor the performance of Great South.. <p>Power to Recommend</p> <p>The Community and Strategy Committee«name of entity» has authority to consider and make recommendations to Council regarding strategies, policies and plans.</p>
FINANCIAL DELEGATIONS	<p>Council authorises the following delegated authority of financial powers to Council committees in regard to matters within each committee's jurisdiction.</p> <p>Contract Acceptance:</p> <ul style="list-style-type: none"> accept or decline any contract for the purchase of goods, services, capital works or other assets where the total value of the lump sum contract does not exceed the sum allocated in the Long Term Plan/Annual Plan and the contract relates to an activity that is within the scope of activities relating to the work of the Community and Strategy committee

		<ul style="list-style-type: none"> accept or decline any contract for the disposal of goods, plant or other assets other than property or land subject to the disposal being provided for in the Long Term Plan <p>Budget Reallocation.</p> <p>The committee is authorised to reallocate funds from one existing budget item to another. Reallocation of this kind must not impact on current or future levels of service and must be:</p> <ul style="list-style-type: none"> funded by way of savings on existing budget items within the jurisdiction of the committee consistent with the Revenue and Financing Policy
LIMITS DELEGATIONS	TO	<p>Matters that must be processed by way of recommendation to Council include:</p> <ul style="list-style-type: none"> amendment to fees and charges relating to all activities powers that cannot be delegated to committees as per the Local Government Act 2002 and sections 2.4 and 2.5 of this manual. <p>Delegated authority is within the financial limits in section 9 of this manual.</p>
STAKEHOLDER RELATIONSHIPS		<p>This committee will maintain and develop relationships with:</p> <ul style="list-style-type: none"> Community Boards Great South Milford Community Trust Destination Fiordland. <p>The committee will also hear and receive updates to Council from these organisations as required.</p>
CONTACT WITH MEDIA		<p>The committee chairperson is the authorised spokesperson for the committee in all matters where the committee has authority or a particular interest.</p> <p>Committee members do not have delegated authority to speak to the media and/or outside agencies on behalf of Council on matters outside of the board's delegations.</p> <p>The group manager, community and futures will manage the formal communications between the committee and the people of the Southland District and for the committee in the exercise of its business. Correspondence with central government, other local government agencies or official agencies will only take place through Council staff and will be undertaken under the name of Southland District Council.</p>

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Apologies

At the close of the agenda no apologies had been received.

1 Leave of absence

At the close of the agenda no requests for leave of absence had been received.

2 Conflict of Interest

Committee 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.

3 Public Forum

Notification to speak is required by 12noon at least one clear day before the meeting. Further information is available on www.southlanddc.govt.nz or phoning 0800 732 732.

4 Extraordinary/Urgent Items

To consider, and if thought fit, to pass a resolution to permit the committee to consider any further items which do not appear on the Agenda of this meeting and/or the meeting to be held with the public excluded.

Such resolution is required to be made pursuant to Section 46A(7) of the Local Government Official Information and Meetings Act 1987, and the Chairperson must advise:

- (i) the reason why the item was not on the Agenda, and
- (ii) the reason why the discussion of this item cannot be delayed until a subsequent meeting.

Section 46A(7A) of the Local Government Official Information and Meetings Act 1987 (as amended) states:

"Where an item is not on the agenda for a meeting,-

- (a) that item may be discussed at that meeting if-
 - (i) that item is a minor matter relating to the general business of the local authority; and
 - (ii) the presiding member explains at the beginning of the meeting, at a time when it is open to the public, that the item will be discussed at the meeting; but
- (b) no resolution, decision or recommendation may be made in respect of that item except to refer that item to a subsequent meeting of the local authority for further discussion."

5 Confirmation of Minutes

6.1 Meeting minutes of Community and Strategy Committee, 09 September 2020



Community and Strategy Committee

OPEN MINUTES

Minutes of a meeting of Community and Strategy Committee held in the Council Chamber, 15 Forth Street, Invercargill on Wednesday, 9 September 2020 at 1pm.

PRESENT

Chairperson

Julie Keast

Mayor Gary Tong

Councillors

Don Byars

John Douglas

Paul Duffy

Bruce Ford

Darren Frazer

George Harpur

Christine Menzies

Karyn Owen

Margie Ruddenklau

Rob Scott

APOLOGIES

Councillor Ebel Kremer

IN ATTENDANCE

**Group Manager, Community and Futures
Committee Advisor**

Rex Capil
Alyson Hamilton

1 Apologies

There was an apology from Councillor Ebel Kremer.

Resolution

Moved Cr Menzies, seconded Cr Frazer and **resolved:**

That the Community and Strategy Committee accept the apology.

2 Leave of absence

There were no requests for leave of absence.

3 Conflict of Interest

There were no conflicts of interest declared.

4 Public Forum

Lou Evans (Chief Activator) for COIN South addressed the meeting outlining the activities undertaken by COIN South as a collaborative network that supports and provides new businesses with experts, skills and the funding to become successful.

The Chair thanked Lou Evans for her attendance and presentation to the committee.

5 Extraordinary/Urgent Items

There were no Extraordinary/Urgent items.

6 Confirmation of Minutes

Resolution

Moved Cr Scott, seconded Cr Frazer and **resolved:**

That the minutes of Community and Strategy Committee meeting held on 8 July 2020 be confirmed as a true and correct record of that meeting.

Reports for Recommendation

7.1 Draft Significance and Engagement Policy

Record No: R/20/8/47010

Intermediate Policy Analyst - Carrie Adams and Communications Manager - Louise Pagan were in attendance for this item.

Mrs Adams advised the purpose of this report is for the Community and Strategy Committee to consider the draft Significance and Engagement Policy.

The committee noted that feedback was sought and that it is proposed that the committee recommend to Council that it endorse the draft policy for public consultation.

Resolution

Moved Cr Ruddenklau, seconded Cr Menzies **recommendations a to c, d with additions (as indicated) e and f and resolved:**

That the Community and Strategy Committee:

- a) **Receives the report titled "Draft Significance and Engagement Policy" dated 31 August 2020.**
- b) **Determines that this matter or decision be recognised as not significant in terms of Section 76 of the Local Government Act 2002.**
- c) **Determines that it has complied with the decision-making provisions of the Local Government Act 2002 to the extent necessary in relation to this decision; and in accordance with Section 79 of the Act determines that it does not require further information, further assessment of options or further analysis of costs and benefits or advantages and disadvantages prior to making a decision on this matter.**
- d) **Considers the draft Significance and Engagement Policy and provides feedback as follows:**
 - **include around the mountain cycle trail as a strategic asset**
 - **amendment to the iwi reference**
 - **investigate possible impact of including the wharves/water structures as a strategic asset**
- e) **Endorses the draft Significance and Engagement Policy.**
- f) **Recommends to Council that it release the draft Significance and Engagement Policy for public consultation in accordance section 82 of the Local Government Act 2002, from 4 November to 4 December 2020.**

Reports

8.1 Chairperson's Report

Record No: R/20/8/48082

Chairperson Julie Keast presented this report.

Resolution

Moved Chairperson Keast, seconded Cr Frazer **and resolved:**

That the Community and Strategy Committee:

- a) **Receives the report titled "Chairperson's Report" dated 26 August 2020.**

8.2 SDC Holiday Programme - Proposal for January 2021 and Southland District Active Communities Advisor Proposal

Record No: R/20/8/31808

Community Liaison Officer - Kathryn Cowie was in attendance for this item.

Sport Southland representatives Luciana Garcia and Michelle Greenwood were in attendance in support of this item.

Mrs Cowie advised the purpose of this report is to gain approval from the committee for the SDC holiday programme proposal for January 2021, and to provide Council with a proposal for how the programme could be developed further beyond 1 July 2021 as part of the 2021-2031 long term planning process.

Resolution

Moved Cr Scott, seconded Cr Frazer **and resolved:**

That the Community and Strategy Committee:

- a) **Receives the report titled "SDC Holiday Programme - Proposal for January 2021 and Southland District Active Communities Advisor Proposal" dated 31 August 2020.**
- b) **Determines that this matter or decision be recognised as not significant in terms of Section 76 of the Local Government Act 2002.**
- c) **Determines that it has complied with the decision-making provisions of the Local Government Act 2002 to the extent necessary in relation to this decision; and in accordance with Section 79 of the act determines that it does not require further information, further assessment of options or further analysis of costs and benefits or advantages and disadvantages prior to making a decision on this matter.**
- d) **Endorses the proposal from Sport Southland for the January 2021 Southland District Council school holiday programme**
- e) **Notes the business case for the Southland District active communities advisor and will consider the proposal as part of the Long Term Plan 2021 – 2031, requesting staff to develop options with Sport Southland for implementation.**

8.3 Community Partnership Fund - Summary of Confirmed Criteria

Record No: R/20/8/47513

Community Liaison Officer - Tina Harvey was in attendance for this item.

Mrs Harvey advised the purpose of the report is to provide a summary of the criteria set for the Community Partnership Fund by each of the nine community boards.

Resolution

Moved Cr Ford, seconded Cr Harpur **and resolved:**

That the Community and Strategy Committee:

- a) **Receives the report titled "Community Partnership Fund - Summary of Confirmed Criteria" dated 25 August 2020.**

8.4 Catlins Tourism Partnership Group

Record No: R/20/8/48225

Community Partnership Leader - Karen Purdue was in attendance for this item.

Resolution

Moved Cr Menzies, seconded Cr Ford **and resolved:**

That the Community and Strategy Committee:

- a) **Receives the report titled "Catlins Tourism Partnership Group" dated 26 August 2020.**

8.5 Southland District - Wellbeing Indicators Snapshot - August 2020

Record No: R/20/8/31210

Strategy and Policy Manager - Michelle Stevenson and Community and Futures Administrator - Shanin Bridger and were in attendance for this item.

Resolution

Moved Cr Owen, seconded Cr Menzies **and resolved:**

That the Community and Strategy Committee:

- a) **Receives the report titled "Southland District - Wellbeing Indicators Snapshot - August 2020" dated 31 August 2020.**

8.6 Impact of Covid-19 on our Community and Voluntary Sector

Record No: R/20/8/48140

Community Partnership Leader - Karen Purdue was in attendance for this item.

Resolution

Moved Cr Ruddenklau, seconded Cr Harpur **and resolved:**

That the Community and Strategy Committee:

- a) **Receives the report titled "Impact of Covid-19 on our Community and Voluntary Sector" dated 26 August 2020.**

8.7 Community Well-beings and Strategic Issues Overview - August 2020

Record No: R/20/8/41538

Group Manager Community and Futures - Rex Capil was in attendance for this item.

Resolution

Moved Cr Menzies, seconded Cr Ruddenklau **and resolved:**

That the Community and Strategy Committee:

- a) **Receives the report titled "Community Well-beings and Strategic Issues Overview - August 2020" dated 14 August 2020.**

The meeting concluded at 3.05pm.

CONFIRMED AS A TRUE AND CORRECT RECORD AT A
MEETING OF THE COMMUNITY AND STRATEGY
COMMITTEE HELD ON WEDNESDAY, 9 SEPTEMBER
2020.

DATE:.....

CHAIRPERSON:.....

Chairperson's Report

Record No: R/20/10/64041

Author: Alyson Hamilton, Committee Advisor

Approved by: Rex Capil, Group Manager Community and Futures

☐ Decision

☐ Recommendation

☒ Information

Purpose of report

Kia ora and welcome to the Community and Strategy Committee meeting.

Items of interest that I have been involved are as follows:

- attendance at the bowel cancer screening team presentation (including inflatable bowel) at Tokanui Tavern. Organised by the clinical nurse at the Tokanui Health Centre
- organised meet the candidates events at Tokanui and Wyndham on behalf of the Waihopai Toetoe Community Board. Councillor Duffy chaired these meetings which were attended by seven candidates. All candidates for Invercargill and Te Tai Tonga electorates were invited
- advice of the Gore Counselling executive meeting. Demand for counselling services continues
- advice of the Citizens Advice Bureau Annual General Meeting scheduled 1 September 2020. First meeting of Southland Youth Futures Advisory Board to be followed by Southland Youth Futures Forum
- along with Rex Capil met with representatives from Tourism Industry Aotearoa and discussed their organisations Covid-19 response/support for members (Southland District Council is a member) Another good opportunity to hear from an industry group which is relative and has an impact on our residents. They are actively involved in central government's tourism futures taskforce looking to make the most of this unique opportunity to reset to a sustainable tourism future
- attended the Waihopai Toetoe Community Board workshop
- attended the Community Board Chairs Forum
- addressed the North Invercargill inner wheel meeting about Welcoming Communities
- attended the National Council of Women NZ Southland Branch suffrage breakfast along with Councillor Menzies
- as a trustee for Whakamana Te Waituna I attended the Ngai Tahu presentations to Crown officials at Te Rua Aroha Marae at Bluff of projects planned under the jobs for nature programme. Councillor Duffy, Fran Mikulicic and Margaret Ferguson attended the presentation. Fran Mikulicic was formally welcomed onto the marae.
- attended the Gore Counselling executive meeting and attended a community dinner organised by two local champions at Tokanui Rugby Club. Great opportunity for locals to mix and mingle during spring season when so many regular events are on hold. Approximately 75 people attended
- accepted the Social Club's invitation to Steve Ruru's farewell

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- attended the Long Term Plan workshop
- attended the South Catlins Charitable Trust AGM
- attended the Community Trust South AGM
- viewed a webinar on the 3 Waters Data Evidence Insights
- attended the Waka Kotahi NZ Transport Agency annual partnership meeting
- attended the Zone 5 & 6 meeting at Ashburton with Councillors Menzies and Scott
- attendance at the CAB Board meeting
- attendance at the Thriving Southland Catchment Group forum; Speaker Melissa Clark-Reynolds - A leading thinker around innovation in disruptive times
- represented the mayor at the SIT Community Advisory dinner
- attended the All in for Arts - He Waka Toi E Eke Noa Nei Tātou - The Great NZ Arts Journey breakfast presentation at He Waka Tuia.

Recommendation

That the Community and Strategy Committee:

- a) Receives the report titled “Chairperson's Report” dated 30 October 2020.**

Attachments

There are no attachments for this report.

District Initiatives Fund September 2020 Allocations

Record No: R/20/10/62755

Author: Megan Seator, Community Liaison Officer

Approved by: Rex Capil, Group Manager Community and Futures

☒ Decision

☐ Recommendation

☐ Information

Purpose

- 1 The purpose of this report is to give the Community and Strategy Committee a summary of the applications received for the District Initiatives Fund, and staff recommendations for the funding amounts to be allocated based on the criteria and amount available to be granted. Decisions on these applications are sought from the committee.

Executive Summary

- 2 The Southland District Council District Initiatives Fund is available to groups and organisations to assist with a broad range of projects and initiatives in Southland that are of benefit to at least two community boards areas. There are two grant rounds – one that closes on 30 September and one on 31 March.
- 3 Ten applications have been received for the current funding round and funding available for distribution is \$38,080. Staff have recommended amounts totalling \$17,500 for six of the applications, and are asking for discussion on four applications.

District Initiatives Fund Application Summary - September 2020

Total amount requested: \$56,058.97

Total to distribute: \$38,080

Total amount of recommendations: \$17,500 (plus four “committee to discuss”)

1 Southern REAP Incorporated

Requests funding to support the “drive my life” community mentoring driver licensing programme.

Total Project Cost \$13,513.52

Amount Requested \$9,213.62

Communities benefited (as described by the applicant) Programmes to be delivered in Ardlussa, Waihopai Toetoes, and Oreti community board areas

Recommendation \$6,000

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7.2 District Initiatives Fund September 2020 Allocations

Recommendation

That the Community and Strategy Committee:

- a) **Receives the report titled “District Initiatives Fund September 2020 Allocations” dated 27 October 2020.**
- b) **Determines that this matter or decision be recognised as not significant in terms of Section 76 of the Local Government Act 2002.**
- c) **Determines that it has complied with the decision-making provisions of the Local Government Act 2002 to the extent necessary in relation to this decision; and in accordance with Section 79 of the act determines that it does not require further information, further assessment of options or further analysis of costs and benefits or advantages and disadvantages prior to making a decision on this matter.**
- d) **Approves the allocation of funds from the District Initiatives Fund as follows:**

1	Southern REAP Incorporated	\$6,000
2	Mossburn Golf Club Incorporated	Committee to discuss – requesting \$2,454.15
3	Southland Softball Association	Committee to discuss – requesting \$15,000
4	Volleyball Southland Incorporated	Committee to discuss – requesting \$10,000
5	Southland Pony Club	\$1,500
6	Northern Southland Community Resource Centre Charitable Trust	\$1,500
7	Parenting Place Charitable Trust	\$2,500
8	South Coast Environment Society Incorporated	Committee to discuss – requesting \$2,500
9	Waimea Plains Ploughing Championship	\$4,500
10	Northern Southland Riding for the Disabled	\$1,500

Background

- 4 Southland District Council's community assistance activity seeks to contribute to a district of 'proud, connected communities that have an attractive and affordable lifestyle' by enabling Southland's communities to be desirable places to live, grow up, work, run a business, raise a family and enjoy a safe and satisfying life. Through providing financial assistance by way of grant funding, community groups and individuals are supported to undertake their desired activities.
- 5 A review of the community assistance activity was completed in early 2019. The purpose of this review was to ensure that Council is providing assistance in a considered and prudent manner to ensure efficient and effective outcomes for the communities they support.
- 6 It was recommended that there should be a significant change in the way that Council administers the Community Initiatives Fund. Subsequently, in July 2019 Council resolved to disestablish the Community Initiatives Fund and to establish the Community Partnership Fund.
- 7 As a part of this resolution, it was decided that the Community Partnership Fund would be allocated in two parts. The first part being district applications which will be heard through the Community and Strategy Committee. For clarity, this will be referred to as the "District Initiatives Fund". While the second part being distributed by community boards who have the authority to grant funds for local applications.
- 8 The aim of the fund is to support facilities, amenities, programmes, activities and events at a District level. For the purposes of this fund, the term "district-level" is defined as at least two community board areas.
- 9 For the 2020/2021 financial year, there is \$38,080 available for distribution through the District Initiatives Fund. For future financial years, the amount available for allocation is to be determined in the LTP 2021-2031.

Criteria

- 10 The purpose of the Southland District Council District Initiatives Fund is to support the development and implementation of initiatives within the Southland District area that are at a scale that provides benefits to the District as a whole or are of benefit to at least two community board areas. This includes the following:
- Non-council owned facilities and amenities
 - Sport and recreational opportunities
 - Community programmes, activities, or events
- 11 The criteria for the District Initiatives Fund is as follows:
- There will be two funding rounds per year closing on 31 March and 30 September
 - The aim of the fund is to support facilities, amenities, programmes, activities and events at a district level
 - For the purposes of this fund, the term "district-level" is defined as at least two community board areas
 - The fund is available to non-profit community organisations and community groups regardless of their legal status

- Applications must include the completed application form and any other supporting information
- The fund is a subsidy based scheme - applicants must contribute a reasonable amount towards the cost of the project
- Level of assistance is based on the merit of the project and potential benefits to the community
- Funding is not allocated retrospectively
- In the case where the applicant is based outside of Southland District - the allocation is assessed on the proportion of members and/or beneficiaries from the District

Recommendations

- 12 The funding recommendations included in this report were developed in balance with the following considerations:

- Amount of funding being requested
- Amount of funding available for allocation
- Total project cost
- Scope of district benefit
- Amount of self-fundraising and self-contribution
- Funding sought from elsewhere

Issues

- 13 Four applications in this funding round do not have funding recommendations made by staff and it is recommended that the committee discuss these applications. Given this is the first round of the District Initiatives Fund, staff want to allow for the committee to discuss the applications that are particularly unique in nature and/or less clear as to whether they fit the criteria of the District Initiatives Fund.
- 14 The decisions made by the committee will likely set a precedent for what the committee will and will not fund in future funding rounds. The precedents made by the committee will influence the funding recommendations made by staff in future funding rounds.

Factors to Consider

Legal and Statutory Requirements

- 15 The granting of this fund aligns with Council's Community Assistance Policy.

Community Views

- 16 Advertising of fund application deadlines is carried out well in advance of those dates to enable people to apply.
- 17 A small number of community groups applied to both Community Partnership Funds and the District Initiatives Fund for the same project. Staff advised the community groups that applying for both the Community Partnership and District Initiatives Fund is discouraged on the basis that it is essentially the same funding "pot" whereby the Community Partnership Fund is for projects at a community level while the District Initiatives Fund is for projects at a district level. All of the community groups were understanding of this. Staff offered advice as to which their project would be most suited towards and the community groups made a decision accordingly.

Costs and Funding

- 18 For the 2020/2021 financial year, there is \$38,080 available for distribution through the District Initiatives Fund.

Policy Implications

- 19 There are no policy implications to consider.

Analysis

Options Considered

- 20 The options are to either approve grants to applicants pursuant to the funding criteria or to decline the applications.

Analysis of Options

Option 1 – Approve grants to applicants pursuant to the funding criteria

<i>Advantages</i>	<i>Disadvantages</i>
<ul style="list-style-type: none">• support community groups to achieve local initiatives	<ul style="list-style-type: none">• there are no disadvantages

Option 2 – Declines

<i>Advantages</i>	<i>Disadvantages</i>
<ul style="list-style-type: none">• there will be more money in the District Initiatives Fund for the next funding round	<ul style="list-style-type: none">• eligible groups and organisations may not be able to carry out their projects• council is not meeting its commitment to help fund community projects and initiatives

Assessment of Significance

- 21 This is not considered significant.

Recommended Option

- 22 The recommended option is “option 1 - allocates funding pursuant to the funding criteria”.

Next Steps

- 23 Advise applicants of the outcome of the funding allocations and payments made accordingly.

Attachments

There are no attachments for this report.

District Heritage Fund Application Summary and Financial Report

Record No: R/20/10/61268
Author: Tina Harvey, Community Liaison Officer
Approved by: Rex Capil, Group Manager Community and Futures

☒ Decision ☐ Recommendation ☐ Information

Purpose

- 1 The purpose of this report is to give the committee a summary of the applications to the Southland District Council Heritage Fund from the September 2020 round. These applications seek grants to assist with the day to day running of local museums, heritage centres or similar type organisations within the Southland District Council boundaries.

Executive Summary

- 2 Eligible museums, groups and organisations can apply to the District Heritage Fund once a year for assistance with operational costs. There are two funding rounds – one in September and one in March. The recommended amount for distribution for this round is \$37,514.
- 3 Five applications were received for the current funding round. They are:

1 Thornbury Vintage Tractor Club

Request assistance towards operational costs.

Total Cost \$4,650

Amount Requested **\$4,000**

Recommendation \$3,500

2 Riverton Heritage and Tourist Centre Trust

Request assistance towards operational costs.

Total cost \$55,007

Amount requested **\$ 37,914**

Recommendation \$19,000

3 Waikawa District Museum Inc

Request assistance towards operational costs.

Total cost \$11,250

Amount requested **\$11,250**

Recommendation \$6,500

4 Switzers Museum Waikaia Inc

Request assistance towards operational costs.

Total cost \$12,062

Amount requested **\$8,000**

Recommendation \$6,500

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5 Wyndham and Districts Historical Society

Request assistance towards operational costs.

Total cost \$3,424

Amount requested **\$3,000**

Recommendation \$2,000

The financial report for the District Heritage Fund up to 30 September 2020 is as follows

Southland District Council District Heritage As at 30 September 2020			
<u>Summary</u>		Actual	
Opening balance, 1 July 2020		21,131	
<u>Add:</u>			
Rates Revenue		16,383	
Interest 2019/2020*		-	
Reversal Prior Year Commitments		-	
Total		37,514	
<u>Less:</u>			
Prior Year Commitments		-	
Current Year Commitments		-	
Advertising		-	
Refunds		-	
Total		-	
Funds Available for General Distribution		37,514	
* Interest earned for the period has not been included. The actual amount will not be known until the end of the financial year when interest is allocated across Council's investments (30 June 2021).			
Prior Years Commitments	Committed	Uplifted	Balance
Rakiura Heritage Trust**	10,500	10,500	-
	10,500	10,500	-
Current Year Commitments	Committed	Uplifted	Balance
NIL to date			
	-	-	-
** This grant was accrued at 30 June 2020 and therefore not reflected in the 30 September 2020 results.			

Recommendation

That the Community and Strategy Committee:

- a) **Receives the report titled “District Heritage Fund Application Summary and Financial Report” dated 2 November 2020.**
- b) **Determines that this matter or decision be recognised as not significant in terms of Section 76 of the Local Government Act 2002.**
- c) **Determines that it has complied with the decision-making provisions of the Local Government Act 2002 to the extent necessary in relation to this decision; and in accordance with Section 79 of the act determines that it does not require further information, further assessment of options or further analysis of costs and benefits or advantages and disadvantages prior to making a decision on this matter.**
- d) **Approves the allocation of funds from the District Heritage Fund as follows:**

1	Thornbury Vintage Tractor Club Inc	\$3,500
2	Riverton Heritage and Tourist Centre Trust	\$19,000
3	Waikawa District Museum Inc	\$6,500
4	Switzers Museum Waikaia	\$6,500
5	Wyndham and Districts Historical Society	\$2,000

- e) **Approves the financial summary for the District Heritage Fund.**

Background

- 4 The District Heritage Fund was established in 2013 and collects about \$63,000 per annum via the District heritage rate to support the operational costs of District museums, heritage groups and organisations.

Issues

- 5 Applicants have all met the criteria for the fund.
- 6 Any funds that are not distributed in this funding round are retained in the District Heritage Fund reserves.

Factors to Consider

Legal and Statutory Requirements

- 7 This aligns with Council’s Community Assistance Policy.

Community Views

- 8 Funding for this is through rates, and all stakeholders can make submissions on the suitability and amount of the fund during the Long Term Plan or Annual Plan process.

Costs and Funding

- 9 This fund is created by the district heritage rate.

Policy Implications

- 10 The criteria and awarding of this fund meets Council's Community Assistance Policy.

Analysis

Options Considered

- 11 The options for consideration are either to award the grants to the applicants or to decline the applications.

Analysis of Options

Option 1 – Award the grants

<i>Advantages</i>	<i>Disadvantages</i>
<ul style="list-style-type: none">• fulfil Southland District Council's commitment to offer and award grants to museums and heritage groups and organisations to assist with operational costs	<ul style="list-style-type: none">• Southland District Council would not fulfil its commitment of offer and award grants to District museums and heritage groups and organisations to assist with operational costs.

Option 2 – Decline the grants

<i>Advantages</i>	<i>Disadvantages</i>
<ul style="list-style-type: none">• there is more money in the District Heritage Fund.	<ul style="list-style-type: none">• museums and heritage groups and organisations struggle to cover operational costs.

Assessment of Significance

- 12 Under Council's Significance and Engagement Policy, the awarding of this fund is not considered significant.

Recommended Option

- 13 Option 1 – award the grants.

Next Steps

- 14 Applicants will be advised of the outcome of their applications and payments of grants will be arranged.

Attachments

There are no attachments for this report.

Sport NZ Rural Travel Fund Application Summary and Financial Report - September 2020 Round

Record No: R/20/10/62785
Author: Kathryn Cowie, Community Liaison Officer
Approved by: Rex Capil, Group Manager Community and Futures

☒ Decision ☐ Recommendation ☐ Information

Purpose

- 1 Southland District Council administers funding on behalf of the Sport New Zealand Rural Travel Fund. The purpose of this fund is to assist with transport expenses associated with participating in regular local competitions. Sports clubs and school-based clubs with young people between five and 19 years are eligible to apply.

Executive Summary

- 2 Four applications have been received for this round of funding, which closed on 30 September 2020. The amount for distribution for the 2020/2021 year is \$18,717. The remainder will be carried forward to the March 2021 funding round.
- 3 A summary of the four applications with recommendations for funding are as follows:

- 1 **Fiordland Athletic Club**

To assist with the cost of members travelling around the district for various competitions.

Km travelled: 4,000	Recommendation as per travel formula	\$1,200
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- 2 **Otara Pony Club**

To assist with the cost of members travelling around the district for various equestrian competitions.

Km travelled: 7,000	Recommendation as per travel formula	\$1,200
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- 3 **Riversdale Tennis Club**

To assist with the cost of students travelling around the district for regular competitions.

Km travelled: 1,320	Recommendation as per travel formula	\$400
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4 **Te Anau Tennis Club**

To assist with the cost of students travelling around the district for regular competitions.

Km travelled: 6,750 Recommendation as per travel formula \$1,200

The financial report for the fund up to 30 September 2020 is as follows:

Southland District Council Sport NZ As at 30 September 2020	
Summary	
	Actual
Opening balance, 1 July 2020	4,828
Add:	
Grants Received*	13,889
Reversal Prior Year Commitments	8,304
Interest 2019/2020**	-
Total	27,022
Less:	
Current Year Commitments	-
Prior Year Commitments	8,304
Advertising	-
Grants not uplifted and cancelled/Refunds	-
Total	8,304
Funds Available for General Distribution	18,717
* Grants received includes all funding anticipated to be received during the financial year.	
** Interest earned for the period has not been included. The actual amount will not be known until the end of the financial year when interest is allocated across Council's investments (30 June 2021).	

Recommendation

That the Community and Strategy Committee:

- a) **Receives the report titled “Sport NZ Rural Travel Fund Application Summary and Financial Report - September 2020 Round” dated 2 November 2020.**
- b) **Determines that this matter or decision be recognised as not significant in terms of Section 76 of the Local Government Act 2002.**
- c) **Determines that it has complied with the decision-making provisions of the Local Government Act 2002 to the extent necessary in relation to this decision; and in accordance with Section 79 of the act determines that it does not require further information, further assessment of options or further analysis of costs and benefits or advantages and disadvantages prior to making a decision on this matter.**
- d) **Approves the allocation of funds for the Sport NZ Rural Travel Fund as follows:**

1	Fiordland Athletics Club	\$1,200
2	Otara Pony Club	\$1,200
3	Riversdale Tennis Club	\$400
4	Te Anau Tennis Club	\$1,200

- e) **Approves the financial report up to 30 September 2020.**

Background

- 4 Southland District Council has administered the rural travel fund on behalf of Sport New Zealand since 2012. The fund was launched by Sport NZ in response to concerns raised by councils about the lack of participations in sport by young people living in rural communities.

Issues

- 5 The applicants have met the requirements of the fund.
- 6 A travel formula based on the number of kilometres travelled has been applied to the applications.

Factors to Consider

Legal and Statutory Requirements

- 7 The fund is administered in accordance with the Sport NZ/Southland District Council investment schedule, including terms and conditions, for 2020/2021.

Community Views

- 8 The fund subsidies are appreciated by sports and school-based clubs within the district.

Costs and Funding

- 9 Grants are covered by the funding provided by Sport NZ.

Policy Implications

- 10 The process meets Sport NZ requirements.

Analysis

Options Considered

- 11 The options for consideration are to either award grants to the applicants to assist with travel costs or decline the applications.

Analysis of Options

Option 1 – Award grants to recipients

<i>Advantages</i>	<i>Disadvantages</i>
<ul style="list-style-type: none">fulfil Southland District Council's agreement to administer the Sport NZ rural travel fund on behalf of Sport NZ.	<ul style="list-style-type: none">Southland District Council will not fulfil its obligation to administer the Sport NZ rural travel fund as per the investment schedule.

Option 2 – Not award grants to applicants

<i>Advantages</i>	<i>Disadvantages</i>
<ul style="list-style-type: none">there are no advantages.	<ul style="list-style-type: none">Southland District Council would not fulfil its obligation to administer the Sport NZ rural travel fund as per the investment schedule.

Assessment of Significance

- 12 Under Council's Significance and Engagement Policy, this is not considered to be significant.

Recommended Option

- 13 Option 1 – award grants to applicants.

Next Steps

- 14 Applicants will be advised of the outcome of their application and payment of grants arranged.

Attachments

There are no attachments for this report.

Creative Communities Funding Scheme Summary of Grants Awarded

Record No: R/20/11/64485

Author: Shanin Brider, Community & Futures Administrator

Approved by: Rex Capil, Group Manager Community and Futures

☐ Decision

☐ Recommendation

☐ Information

Grants Summary

- 1 Creative New Zealand allocates Council \$33,840 a year to fund arts in the community, with the following criteria:
 - broad community involvement – the project will create opportunities for communities to engage with and participate in arts activities
 - diversity – the project will support the diverse arts and cultural traditions of communities and enrich and promote their uniqueness and cultural diversity
 - young people – the project will enable and encourage young people to engage with and actively participate in the arts.
- 2 Creative New Zealand stipulates that community representatives are part of the decision-making committee. Council has set up a community committee made up of seven representatives from across Southland District, Cr Margie Ruddenklau, and myself providing administrative support.
- 3 Under the Creative New Zealand criteria, the community committee makes the decisions on the grants and so the following is a summary of those decisions:

1 **ILT Stadium Christmas Variety Show**

Annual Christmas variety show held at Stadium Southland for one night only

Total cost of project \$81,700

Amount requested \$2,500

Decision **\$2,500**

2 **Maui and the Genie**

Bi-annual all school production produced and performed by Balfour School

Total cost of project \$2,217

Amount requested \$1,500

Decision **\$1,500**

3 **Baroque Music Concert**

Baroque music concert tour – community concert and musical outreach event

Total cost of project \$3,400

Amount requested \$2,200

Decision **\$2,200**

4 Copeisolation – Laire Purik

A series of photographs of Stewart Island residents taken during the recent Covid-19 lockdown, showing how island residents coped. (The committee decided to contribute an extra \$85 for the purchase of a hardcover book to be made available at the library on Stewart Island/Rakiura)

Total cost of project \$22,877

Amount requested \$2,975	Decision	\$3,060
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5 Toi Rakiura Arts Trust – Ian Sinclair’s My Secret Life

An evening of musical entertainment with Ian Sinclair who is a flamenco guitarist. An opportunity to experience flamenco music and hear about Ian’s life as a reporter, journalist and musician.

Total cost of project \$1,517

Amount requested \$400	Decision	\$400
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6 Abstract Art Mural Workshop

Active teaching of abstract art with Steph McDonald a local Riverton artist via two workshops being held in Riverton. The committee agreed to fund the materials for the project but not the artist’s time. The committee felt the cost involved to attend the workshop should be increased to cover this cost.

Total cost of project \$2,445

Amount requested \$2,045	Decision	\$850
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7 Arts Enrichment – Dipton School

Enriching children’s knowledge skills, access and participation to creative and performing arts through an extension project.

Total cost of project \$1,110

Amount requested \$1,110	Decision	\$1,110
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8 The Happiness Project – Tutarau School

Engaging a professional arts practitioner, children will experience all elements of performing arts and production elements. The arts practitioner will mentor the creative direction of the process from script writing to performance.

Total cost of project \$4,748

Amount requested \$2,229	Decision	\$2,229
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9 Way of the World

The project aims to involve up to 30 young people aged between 8 and 18 in a full-scale theatre production. It will also engage the services of two local professional musicians, sound and lighting technicians, set builders, stage crew and wardrobe and costume specialists.

Total cost of project \$8,350

Amount requested \$6,450

Decision **\$6,450**

Financial Report

- 13 The following is a snapshot of the available funds the committee has to allocate. Please note the carry over amount from the previous funding round. Very few applications were received due to the Covid-19 lockdown.

		Financial Year Total to Date
INCOME		
1	Annual allocation from Creative New Zealand	\$33,840.00
2	a) Amount brought forward from previous funding year	\$14,570.67
	b) Grants refunded or returned (includes cancelled projects)	
	d) Local authority contribution (if applicable)	
	e) Funding from other sources (if applicable)	
Total Income		\$48,410.67
EXPENDITURE		
4	Grants committed to date this Financial Year (including this Funding Round)	
6	Total used for promotion/advertising	
Total Expenditure		\$0.00
Remaining funds available		\$48,410.67

Recommendation

That the Community and Strategy Committee:

- a) **Receives the report titled "Creative Communities Funding Scheme Summary of Grants Awarded" dated 3 November 2020.**

Attachments

There are no attachments for this report.

Review of the Stewart Island/Rakiura Visitor Levy - Update and Timeline

Record No: R/20/10/60863

Author: Carrie Adams, Intermediate Policy Analyst

Approved by: Rex Capil, Group Manager Community and Futures

☐ Decision

☒ Recommendation

☐ Information

Purpose

- 1 The purpose of this report is to provide the Community and Strategy Committee (the committee) with an update on the review of the Stewart Island/Rakiura visitor levy. It is recommended that the committee endorse the proposed work plan and timeline for completion of this work.

Executive Summary

- 2 Council is able to collect a levy from visitors to Stewart Island/Rakiura and use those funds for:
 - providing services, facilities and amenities for island visitors; or
 - mitigating environmental effects of visitors.
- 3 When the Stewart Island/Rakiura Visitor Levy Policy was adopted by Council, it endorsed keeping the quantum of the levy at \$5, until a strategic review of service delivery to Stewart Island/Rakiura has taken place, as well as determining the appropriate quantum of the levy.
- 4 Work on Stewart Island/Rakiura service sustainability is ongoing. A review of the quantum and policy upon which the visitor levy is collected and distributed, is one component of this review.
- 5 This report outlines a project plan to complete the review of the visitor levy in a comprehensive manner, within identified timeframes.
- 6 Under s.4 of the Southland District Council (Stewart Island/Rakiura Visitor Levy) Empowering Act 2012 (the Empowering Act), a levy is a sum of money collected from visitors arriving as freedom travellers, and revenue is money collected on behalf of Council by approved operators. For this report, to ensure clarity, both types of money collected (levy and revenue) will be referred to as 'levy'.

Recommendation

That the Community and Strategy Committee:

- a) Receives the report titled “Review of the Stewart Island/Rakiura Visitor Levy - Update and Timeline” dated 30 October 2020.**
- b) Determines that this matter or decision be recognised as not significant in terms of Section 76 of the Local Government Act 2002.**
- c) Determines that it has complied with the decision-making provisions of the Local Government Act 2002 to the extent necessary in relation to this decision; and in accordance with Section 79 of the act determines that it does not require further information, further assessment of options or further analysis of costs and benefits or advantages and disadvantages prior to making a decision on this matter.**
- d) Endorses the plan and timeframe proposed to complete the review of the Stewart Island/Rakiura Visitor Levy Policy and the Stewart Island/Rakiura Visitor Levy Bylaw.**
- e) Notes that formal consultation regarding any change to the levy quantum is proposed to occur in line with the 2022-2023 Annual Plan process.**
- f) Notes that staff will report back to the Community and Strategy Committee to provide an update on progress at its April 2021 meeting.**

Background**The current policy and bylaw**

- 7 Council currently has a Stewart Island/Rakiura Visitor Levy Policy (the current policy) and a Stewart Island/Rakiura Visitor Levy Bylaw (the current bylaw). The current policy and bylaw came into effect on 1 July 2019.
- 8 Council sets and collects the levy from people who visit Stewart Island/Rakiura through the current policy and bylaw, and through contractual agreements with approved operators.
- 9 The current policy and bylaw became operative, and the levy started being collected, in October 2013. The levy collected is currently \$5 per person. Particular people are not required to pay the levy such as Stewart Island/Rakiura residents and ratepayers, and people visiting who are under 18 years.
- 10 As is required under the Empowering Act and the current bylaw, levies collected have been used to fund activities used by or for the benefit of visitors, and to mitigate the adverse effects of visitors on the Island.
- 11 Levy funds are allocated by the Stewart Island/Rakiura Visitor Allocation Levy Subcommittee (the levy subcommittee). The current policy provides funding allocation guidelines for the subcommittee to consider, but allocations are at the subcommittee's complete discretion. The current policy also allows the levy subcommittee to commit to paying funds to an applicant in future years.
- 12 The table below shows information on the funds that have been collected since the current bylaw and policy came into effect.

Table one: funds collected from visitors to Stewart Island/Rakiura

year ended	\$ (gst excl)	number of visitors
June 2014 (9 months)	113,567	26,120
June 2015	133,251	30,648
June 2016	158,511	36,457
June 2017	159,372	36,656
June 2018	193,143	44,423
June 2019	191,267	43,991
June 2020	159,169	36,609

Scope of review

- 13 When Council last reviewed the bylaw and policy, it endorsed keeping, “the amount of the levy at \$5 until such time as the strategic review of service delivery on Stewart Island/Rakiura has taken place and determines the proposed amount of \$15 to be appropriate.” A review of the quantum also entails a review of the bylaw and the policy upon which the visitor levy is collected and distributed.
- 14 Determining a new levy amount based on predicted tourist growth, future funding commitments and the ability of Council to enforce collection of the levy, is only one aspect of the review of the current policy. Other issues and opportunities include:
- considering the potential types of activities that can be funded, consistent with the Empowering Act, and the time period for which funding can be committed
 - looking at potential funding commitments for the levy over a period of five to 10 years
 - reviewing the policy with a view to determining annual funding that might be made available for distribution from the levy fund.

Review process

- 15 Changing the quantum of the levy requires that both the current policy and bylaw be formally reviewed. The current policy and bylaw were adopted on 7 February 2019 and came into effect on 1 July 2019. They are due for review within six years of adoption, so no later than 7 February 2024. It is open to Council to review the policy and bylaw at any time.
- 16 The current policy requires that, ‘in the event an increase in the levy or revenue amount is considered, public consultation will occur via the Southland District Council Annual/Long Term Plan process and a bylaw amendment process’. If Council decides to increase the levy amount, the increase will not take effect until 1 October in the year following the decision to adopt the plan ie, approved operators will receive 15 months lead in time before they start collecting the new amount.” This is also included in the contract between approved operators and Council, for the collection of levy funds.
- 17 This means that formal consultation for reviewing the quantum of the levy must align with the LTP and/or Annual Plan (AP) process. A change in the quantum of the levy may only be adopted by Council in June, to coincide with the LTP/AP review cycle. A new levy amount would begin to be collected 15 months later, from October of the year following adoption.

Issues

Proposed process and timing of review

- 18 It is proposed that the review of the levy be progressed so that any changes to the quantum and the outcome of review of the current policy and bylaw are adopted by Council as part of the 2022-23 Annual Plan.
- 19 There are several reasons for this, including:
- review of Council services to Stewart Island/Rakiura and the Revenue and Finance Policy. This work is providing dollar figures and policy statements, to accurately assess the funding needs and mechanisms for providing Council services to Stewart

Island/Rakiura. This information needs to be analysed specifically in light of the visitor levy, and incorporate the provision of non-Council services to Stewart Island/Rakiura, which are eligible for levy funding. This was not possible until the reviews referred to above were completed, but is now in a position to be done

- whilst visitor numbers to Stewart Island/Rakiura were higher in winter 2020 compared to the previous winter season, it would be highly advantageous to have data from the 2020-21 summer season to better inform visitor forecasting figures, in light of the Covid-19 effects on tourism
- the importance of pre-consultation with stakeholders. There is a high level of interest in the visitor levy and it is paramount that a robust process is followed. Meaningful pre-consultation can only occur once analysis of funding needs (that are eligible for levy funds) is completed. Pre-consultation should not be rushed through.

- 20 In light of these factors, it is not possible to complete this work, which also includes formal consultation, hearings, deliberations and adoption, in time to be included in the LTP 2021-31.
- 21 Accordingly, the project plan outlined below illustrates a feasible timeframe to ensure that the review is completed to a high standard, and any proposed changes can be consulted on in the 2022-23 Annual Plan.

Table two: project plan for review of current policy and quantum of levy

Proposed action	Completion date
Stewart Island/Rakiura visitor levy needs assessment for both Council and non-Council services, potential funding commitments over 10 year period to support any proposed increase to the levy amount and policy changes	January 2021
Review of policy and bylaw	February 2021
Completion of 10 year levy funding plan, which includes forecasting future revenue streams and incorporates visitor numbers for the summer 2020/21 season	April 2021
Pre-consultation with approved operators	May-June 2021
Pre-consultation with stakeholders (includes staff members, iwi, members of the Stewart Island/Rakiura community and stakeholders involved with the levy)	June - July 2021
Obtain feedback and request the levy subcommittee to recommend - that Council endorse draft changes to policy/bylaw for formal consultation	August 2021
Obtain feedback and request the Stewart Island/Rakiura Community Board recommend – that Council endorse draft changes to policy/bylaw for formal consultation	September 2021

Community and Strategy Committee

11 November 2020

Obtain feedback and request the Community and Strategy Committee recommend - that Council endorse draft changes to policy/bylaw for formal consultation	November 2021
Council endorse draft changes to policy/bylaw for formal consultation	December 2021
Formal public consultation period, as part of 2022-23 Annual Plan consultation process	March 2022
Hearings	April 2022
Deliberations	May 2022
Adoption of changes to current policy and bylaw, and adoption of 2022-23 Annual Plan	June 2022
New policy and bylaw come into effect (if quantum of levy is changed)	October 2024

Factors to Consider

Legal and Statutory Requirements

The Empowering Act

- 22 The Empowering Act provides that Council may make bylaws in accordance with the Local Government Act 2002 (LGA) to prescribe:
- the rates of levies that may be imposed on or in respect of ‘visitors’, and
 - the means by which those levies are to be collected.
- 23 The Empowering Act defines revenue as being collected “by an approved operator in accordance with a contract entered into for the purpose with the Council”. Levy means “the sum of money collected under bylaws made under this act.” Under the Empowering Act, arrangements with approved operators fall outside of the scope of the bylaw.

Consultation

- 24 Council is required to undertake consultation on this policy and bylaw in accordance with the special consultative procedure outlined in ss.83 and 86 of the LGA.
- 25 The current policy and Council’s contracts with approved operators will require Council to consult on any change to the amount of levy imposed through the 2022-23 Annual Plan process.

LGA financial requirements

- 26 Under the LGA, Council is required to manage its finances prudently and in accordance with sound business practice. It is also required to make adequate provision for meeting its forecast expenditure requirements. Collectively, these provisions suggest that Council should have a clear analysis supporting any projected increase in funding required. In the case of the Stewart Island Visitor Levy, such an assessment should have regard to the range of services that need to be provided, whether by Council or other service providers, to meet the needs of visitors.

Contractual obligations

- 27 The approved operators are only required to collect revenue through their contractual commitments with Council. The current bylaw and Empowering Act do not place any obligations on the approved operators. Council cannot force/require the approved operators to collect the revenue from passengers. Under the contract they have the option to terminate the contract by giving six months' notice of termination. Termination cannot take place during the peak months of October to April (inclusive).
- 28 Under the contracts with approved operators, Council is required to consult via its Annual Plan process before the amount of levy is increased and provide 15 months' notice of the increase to the approved operators. A variation to the contract (regarding changing the amount of revenue to be collected) is made by giving notice in writing. It does not require agreement by the approved operators.
- 29 If any of the current approved operators terminated their contract with Council, alternative collection methods would have to be established.

Community Views

- 30 Council is aware of the high level of interest and sense of ownership by the Stewart Island/Rakiura community regarding the levy. The pre-consultation and formal consultation process as proposed will ensure that all who wish to provide feedback have an opportunity to do so.
- 31 When the policy and bylaw were last reviewed, the community was generally opposed to increasing the quantum of the levy. Staff are aware that since the last review, the Stewart Island/Rakiura community have become more receptive to the concept of a change in the quantum of the levy. This is due to an increased understanding of the costs and challenges to providing services to Stewart Island/Rakiura.

Costs and Funding

- 32 It is proposed that costs associated with staff time, advertising, travel and legal advice will be met within current budgets.
- 33 Full costs will be outlined as the review progresses, including a ten year funding plan for the levy.

Policy Implications

- 34 There are no policy implications to endorsing the timeframe for review of the current policy and bylaw outlined in this report.
- 35 If changes are made to the current policy and bylaw, there are policy implications for:
- visitors to Stewart Island/Rakiura
 - future applicants to the levy
 - Council, including the committee and levy subcommittee
 - potential changes to Council's Revenue and Finance Policy
 - the approved operators and other transport providers to the Stewart Island/Rakiura, and
 - local business and tourism operators on the Stewart Island/Rakiura.

Analysis

Options Considered

- 36 The following reasonably practicable options have been identified.
- **option 1** – that the committee approve the review of the current policy and bylaw according to the project plan outlined in this report.
 - **option 2** – that the committee propose a different way forward.

Analysis of Options

Option 1 – approve project plan for review of the current policy and bylaw

<i>Advantages</i>	<i>Disadvantages</i>
<ul style="list-style-type: none">• ensures development of a new levy amount based on predicted visitor numbers, future visitor funding needs and the ability of Council to enforce collection of the levy• allows for robust pre-consultation and consultation• summer 2020-21 visitor numbers may be incorporated into revenue stream forecasting, in light of the effects of Covid-19 on tourism• complies with requirements in the current policy and contracts with approved operators, that quantum of levy be reviewed in line with the LTP/AP• ensures Council meets its LGA financial requirements of having a clear analysis supporting any projected increase in funding required, and any consequent proposed levy increase• provides accountability to ensure a set timeframe is followed for this work.• setting an appropriate quantum for the levy is part of establishing a strategic funding plan for facilities and services on Stewart Island/Rakiura, such as jetties.	<ul style="list-style-type: none">• people in the community and councillors may be of the view that the levy review should be completed sooner• there may be consultation fatigue in the community because the last review was relatively recent• the community may not support proceeding with any changes to the levy quantum or allocation before the policy and bylaw are legislatively required to be reviewed.

Option 2 – propose a different way forward

<i>Advantages</i>	<i>Disadvantages</i>
<ul style="list-style-type: none">would give further clarity on councillors' views regarding review of the levy quantum and the current policy/bylaw.	<ul style="list-style-type: none">may not comply with the requirement that any change to the levy quantum be reviewed in line with LTP/APif timeframe for review is accelerated, will not have benefit of summer 2020-21 visitor numbers to aid in forecasting revenue streamsif timeframe for review is accelerated, may compromise Council meeting its LGA financial requirements of having a clear analysis supporting any projected increase in funding required, and any consequent proposed levy increaseif timeframe for review is accelerated, risk that consultation process will not be completed in a robust manner.

Assessment of Significance

- 37 In this report the committee is being asked to endorse a plan for completion of a review of the current policy and bylaw. This decision has been assessed as being of lower significance in relation to Council's Significance and Engagement Policy and the LGA.

Recommended Option

- 38 Staff recommend that the committee proceed with option 1 and endorse the project plan and timing for review of the current policy and bylaw.

Next Steps

- 39 If the committee endorses the plan and timing as proposed, staff would proceed with the review of the policy and bylaw as outlined in this report. The current policy and quantum would be used until a new policy and bylaw come into effect on 1 October 2024.
- 40 If Council proposes a different way forward, staff will outline next steps in line with the approach taken.

Attachments

- A Current Stewart Island Rakiura Visitor Levy Policy [↗](#)
- B Current Stewart Island Rakiura Visitor Levy Bylaw [↗](#)

Stewart Island/Rakiura Visitor Levy Policy

Role responsible:	Activity Manager Community Assistance
Date approved:	12 December 2012
Date amended:	7 February 2019 (to come into effect on 1 July 2019)
File number:	r/18/2/4407

1.0 Purpose

This policy provides guidance on governance and administration of the Stewart Island/Rakiura Visitor Levy. The policy outlines who is liable to pay levies and revenue and it outlines how levies and revenue will be collected, administered, allocated and enforced.

2.0 Background

Although Stewart Island/Rakiura has a small resident population, it is a destination for a large number of short-term visitors. This creates a unique funding challenge for Council.

The Southland District Council (Stewart Island/Rakiura Visitor Levy) Empowering Act 2012 was passed into law on 26 March 2012. The act empowers Council to set and collect levies and obtain revenue from visitors to Stewart Island/Rakiura. Under the act, funds must be used to better provide services, facilities, amenities for island visitors, or mitigate environmental effects.

3.0 Definitions

Accountability Form	This is a form that must be completed by applicants after they have received funding, so Council is informed how the applicant has spent the funds and so Council is aware of any benefits that have been achieved with the funds
Activity	Has the meaning given in section 5(1) of the Local Government Act 2002: A good or service provided by, or on behalf of, a local authority or a council-controlled organisation; and includes— (a) the provision of facilities and amenities; and (b) the making of grants; and (c) the performance of regulatory and other governmental functions
Agent	A business entity that enters into a contractual arrangement with Council to collect the levy from its passengers on behalf of



	Council
Approved Operator	<p>A person who owns or operates or is otherwise in control of a transport vessel and who enters into a contract with the Council—</p> <ul style="list-style-type: none"> (a) relating to the provision of a service to carry to or from the island passengers who, but for the contract, would be visitors to the island; and (b) providing for revenue to be collected from the passengers; and (c) that has the effect of bringing passengers carried by the operator within the definition of an excluded visitor; and (d) including any other terms and conditions that may be agreed from time to time by the approved operator and the Council <p>The Approved Operators are Real Journeys Limited (currently trading as Stewart Island Experience), Stewart Island Flights Limited and ISS McKay Limited on behalf of the cruise ships</p>
A staff member	A staff member from Council
Contractor	A contractor approved by Council
Council	Southland District Council
Dependent	A person primarily under the care and responsibility of another person, living with that person as a member of their family and substantially reliant on that person for financial support
Excluded visitor	<p>A person who is not to be treated as a visitor because the person—</p> <ul style="list-style-type: none"> (a) travels to the island under a contract of carriage with an Approved Operator; or (b) is the owner or is otherwise in control of a transport vessel or is employed, or under contract, to work on a transport vessel; or (c) is one whose visit is entirely within the boundaries of the Rakiura National Park; or (d) is visiting the island for a continuous period of 21 days or more; or (e) is a person under the age of 18 years on the date of arrival on the island
Freedom traveller	A visitor who travels to the island by means other than as a passenger of an Approved Operator. This includes chartered vessels and independent travel. It does not include people who travel via the ferry (with Real Journeys Limited), scheduled flights (Stewart Island Flights) or cruise ships
GST	Goods and services tax chargeable under the Goods and Services Act 1985

Island	Stewart Island/Rakiura
Levy	The sum of money (inclusive of GST) collected under the Stewart Island/Rakiura Visitor Levy Bylaw 2019 from persons who are visitors to the island
Maori Land	Has the meaning given in section 4 of the Te Ture Whenua Maori Act 1993: Maori customary land and Maori freehold land
Rakiura Maori Lands Trust	The Rakiura Maori Lands Trust is governed by seven Trustees appointed by the Maori Land Court upon recommendation from the beneficial owners. The Rakiura Maori Lands Trust holds lands and funds in trust for many Rakiura Maori descendants
Ratepayer	A person who is named on a current rates notice of a rating unit on the island. Only persons who are named on current rates notices are considered to be ratepayers, regardless of who funds rates payments
Resident	A person recognised as living on the island for electoral residency purposes under section 23 of the Local Electoral Act 2001
Revenue	Revenue (inclusive of GST) collected from excluded visitors, in place of any levy imposed by the Stewart Island/Rakiura Visitor Levy Bylaw 2019, by an Approved Operator in accordance with a contract entered into for the purpose with Council
Subcommittee	The Stewart Island/Rakiura Visitor Allocation Levy Subcommittee
Tenant	A person who has a tenancy agreement for a rating unit on the island under the provisions of the Residential Tenancies Act 1986
The Act	The Southland District Council (Stewart Island/Rakiura Visitor Levy) Empowering Act 2012
Transport vessel	(a) means a ship, aircraft, or other vessel carrying passengers to or from the island, whether or not— (i) there is a charge for any or all of those passengers; or (ii) any charge is part of a tourist package; or (iii) the vessel is operated commercially; or (iv) the vessel is used for freight as well as passengers; and (b) includes— (i) a regular ferry or air service to the island; and (ii) a cruise ship whose passengers disembark to land on the island
Visitor	Any person who— (a) travels to or from the island, whether for a single day or for any continuous period of less than 21 days, by any transport vessel; but (b) is not a person who,—



	<ul style="list-style-type: none"> (i) for the purposes of the Local Government (Rating) Act 2002, is a ratepayer in respect of a rating unit on the island; or (ii) is a resident of the island by virtue of being a resident for electoral residency purposes under section 23 of the Local Electoral Act 2001; or (iii) is a tenant of a rating unit for the purposes of the Residential Tenancies Act 1986; or (iv) is the spouse, civil union partner, de facto partner, or dependant of a ratepayer or tenant; or (v) is a beneficiary of the Rakiura Māori Land Trust or who has an ownership interest in a Māori land block on the island; or (vi) is an excluded visitor.
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4.0 Collection

The act provides for the collection of money from two sources:

1. **Revenue;** and
2. **Levy.**

The definitions of revenue and levy are found in section '3.0 Definitions' above.

Through contractual arrangements, Council will collect revenue from passengers who travel with Approved Operators. Approved Operators include Real Journeys Limited (currently trading as Stewart Island Experience), Stewart Island Flights Limited and ISS McKay Limited on behalf of the cruise ships. Passengers will pay the Approved Operator in accordance with the terms of carriage (i.e. the revenue will form part of their ticket price). If the passenger travels via an Approved Operator and pays a local or child fare, the Approved Operator will not charge the revenue.

Under the Stewart Island/Rakiura Visitor Levy Bylaw 2019, Council will collect the levy. The levy will be collected from freedom travellers (i.e. those who are visitors under the act, so it does not include people who travel with an Approved Operator). Where a person is a freedom traveller the categories of exemption outlined in Clause 4.1 below apply. This means that if a freedom traveller is not exempt, he or she will have to pay the levy.

4.1 Who Pays

All individuals travelling to Stewart Island/Rakiura, including freedom travellers, must pay the levy or pay revenue to an Approved Operator unless they are exempt under the following:

- residents, ratepayers and tenants of Stewart Island/Rakiura and their spouses, civil union partners, de facto partners, or dependents;
- beneficiaries of the Rakiura Māori Land Trust or individuals who have an ownership interest in a Māori land block on the island;
- visitors who remain on the island for any continuous period of 21 days or more;



- owners of a transport vessel or individuals employed under contract to work on a transport vessel;
- individuals whose visit is entirely within the boundaries of the Rakiura National Park; or
- persons under the age of 18 years on the date of arrival on the island.

Where the resident or ratepayer exemption applies to a person, the exemption does not automatically apply to the whole family or group. The exemption applies to the ratepayer(s) set out on the rates notice and their spouse, civil union partner, de facto partner and dependents. This does not include visiting adult children or grandchildren (unless they are dependents).

Holiday home owners are exempt if they are a ratepayer on the Council's rates notice. However, beneficiaries of family trusts will not be exempt unless they are designated by name as ratepayers on Council rates notice, or they meet one of the other reasons for exemption outlined above.

The exemption does not apply to visiting trades-people unless the person stays for more than 21 consecutive days. Visitors undertaking volunteer work are also required to pay the levy unless they fall within a category of exemption.

Visiting entirely within the boundaries of the Rakiura National Park means the person visiting does not arrive or leave through the township of Oban.

5.0 Calculation

The amount of the levy is set out in the Stewart Island/Rakiura Visitor Levy Bylaw and is \$5.

In the event an increase in the levy or revenue amount is considered, public consultation will occur via the Southland District Council Annual/Long Term Plan process and a bylaw amendment process. If Council decides to increase the levy amount, the increase will not take effect until 1 October in the year following the decision to adopt the plan ie, Approved Operators will receive 15 months lead in time before they start collecting the new amount.

5.1 Arrangements with Approved Operators

Approved Operators will collect revenue on behalf of Council in accordance with contractual arrangements. The contractual arrangements will be negotiated for each Approved Operator taking into account the individual circumstances of each transport business.

Apart from ISS McKay Limited, Approved Operators will collect revenue from passengers on both inbound and outbound journeys (\$2.50 each way). This allows for passengers who use different modes of transport to travel to and from the island and allows the revenue to be apportioned across the modes of transport on an equitable basis.

ISS McKay Limited will collect revenue (\$5) from each passenger (carried to or from Stewart Island/Rakiura (or its internal waters) on behalf of Southland District Council. This applies regardless of whether or not that passenger disembarks and regardless of the number of times the passenger disembarks and embarks.



5.2 Collection of the Levy from Freedom Travellers

The Stewart Island/Rakiura Visitor Levy Bylaw outlines levy collection from visitors who travel to the island via private or chartered transportation (i.e. freedom travellers). A \$5 levy is payable when the visitor arrives on the island. Council has provided a collection box to receive payments or payment can be made at any Council office. The collection box is placed on the Main Wharf in Oban. Freedom travellers can deposit levy payments at this location at any time. Council may also enter into agreements with agents operating chartered vessels, to collect the levy from passengers on behalf of Council.

Only one payment is required per person for the duration of their stay on the island. Travel to neighbouring islands (excluding the mainland) will not constitute leaving the island.

6.0 Proof of Exemption

Persons who are not required to pay the visitor levy or revenue can apply for a Southland District Council photo identification card. Southland District Council photo identification cards will be accepted as proof of exemption by Approved Operators and agents. They will also be accepted by enforcement officers monitoring compliance with the Stewart Island/Rakiura Visitor Levy Bylaw.

A Southland District Council photo identification card will be issued and renewed at no cost to the applicant. Renewing a Southland District Council photo identification card will require confirmation of entitlement using documentation as set out in Appendix A. Photographs will also be updated at the time of renewal. It is the responsibility of the card holder to advise the Council of any change in contact details or exemption status.

The card remains the property of Southland District Council. Cards are not transferable and cardholders retain sole responsibility for use of the card issued to them. A replacement fee will apply to lost or damaged cards. This fee will be set out in the Southland District Council Schedule of Fees and Charges.

Agreements between Council and Approved Operators with respect to exemption identification are reached on an individual basis and may differ. A Southland District Council photo identification card may be required by the Approved Operator at the time of ticket purchase or boarding the vessel for an exemption to be granted.

Each Approved Operator may choose to compile a list of names eligible for local fares. Eligibility for a local fare is a commercial decision made at the discretion of Approved Operators and is not influenced or administered by Council. Individuals can contact Approved Operators to ascertain whether they maintain such a list and to determine their eligibility for inclusion. Eligibility for local fares may mean that there is no requirement to apply for and carry a photo identification card when travelling.

6.1 Application for Exemption

An application to receive a Southland District Council photo identification card can be made by attending the Southland District Council office located at 15 Forth Street, Invercargill or by sending a completed application form to Council (PO Box 903, Invercargill 9840 or contactcs@southlanddc.govt.nz) with a colour passport photo of each applicant.



Applicants are also required to provide documentation which proves their exemption. Examples of accepted documentation to prove exemption status are set out in Appendix A.

7.0 Refunds

People who have been charged the levy but believe that they are exempt under the act can apply to Council to receive a refund.

Refund applications should state the reason for the claim, along with a copy of supporting documentation as set out in Appendix A.

An application for a refund must be made within six months of the date of travel.

8.0 Audit

Council has the ability to audit the collection and payment of the levy by agents and revenue by Approved Operators. Audit procedures may include a review of visitor numbers against funds received.

9.0 Enforcement

Part 2 of the act outlines infringement offences. Any person who evades the payment of a levy payable by that person or falsely claims that he or she is not a visitor commits an infringement offence.

An infringement fee has been set by way of regulation and will be displayed on signs erected on the island. The amount of the infringement fee is \$250. Infringement notices can be issued by Southland District Council Enforcement Officers if they observe a person committing an infringement offence or if they have reasonable cause to believe that a person has committed an infringement offence.

Southland District Council photo identification cards are accepted as proof of exemption. A ticket issued by an approved transport operator, a cruise ship boarding pass or a receipt from the collection box or a levy collection agent will also be accepted as proof of payment.

10.0 Administration

The subcommittee has the delegated authority and will make decisions to approve applications from the Stewart Island/Rakiura Visitor Levy fund. The subcommittee will meet annually to review applications and allocate funding.

The subcommittee is the subordinate decision making body of the Community and Policy Committee. The subcommittee is subject to standard audit procedures. The Community and Policy Committee will be informed of funding decisions via memoranda. Council's Annual Report will contain an itemised statement of the Stewart Island/Rakiura Visitor Levy fund each year.



10.1 Subcommittee Membership

The subcommittee will consist of the following members appointed by Council:

- the chair of the Community and Policy Committee
- the chair of the Finance and Audit Committee
- the councillor for Stewart Island/Rakiura
- a representative from the Stewart Island/Rakiura Community Board
- a representative recommended by each of the Approved Operators (three in total)
- a member to represent iwi
- a member from Stewart Island/Rakiura

The chair of the Community and Policy Committee will act as chair of the subcommittee.

The chair of the subcommittee will have a casting vote, which can only be exercised to resolve an evenly split vote.

If the councillor for Stewart Island/Rakiura is also the chair of the Community and Policy or the Finance and Audit Committee, then an additional councillor will be appointed to the subcommittee, by Council.

Elected members on the subcommittee must act in accordance with Council's Code of Conduct. Council's Standing Orders also apply to the subcommittee. If a subcommittee member has any connection to an application greater than that of the general public, that member should declare an interest in the relevant application, prior to it being considered. In such circumstances, the member affected shall still be entitled to speaking and voting rights, unless the member has a pecuniary interest in the application.

Further information on the appointment of the representatives from the Approved Operators, the iwi representative and the representative from Stewart Island/Rakiura, is provided in Appendix B.

10.2 Applications

The application process will be administered by Council. Advertisements will be placed at the beginning of March seeking applications and outlining the deadline for receipt of applications. The application period will close at the end of March.

Applications to the Stewart Island/Rakiura Visitor Levy fund must be made using the appropriate documentation provided by Council. All applications must include:

- an outline of the project or work requiring funding, including a timeline;
- if the project involves physical works, scale conceptual plans including site plans;
- any requirement for resource or building consent;
- a business plan for the project including costs and on-going funding requirements, if any;
- evidence of legal status of the applicant (eg, charitable trust or body corporate);
- an assessment of how the project is for the benefit of visitors; and
- declarations of interest.

An application can be made for funding in relation to salary and wages and it can relate to a range of things such as the development or maintenance of existing facilities, services and projects.

Applicants can indicate on their application form if they would like to be heard by the subcommittee.



Late applications will not be considered.

10.3 Allocation Process

A three step process will be undertaken to allocate funds. The three steps are:

Step 1 - Assessing if the application is eligible for funding

Step 2 - Assessing which category the application falls under

Step 3 - Allocating funds to applications from each category (using the funding allocation percentages as a guide and based on the strength of the application).

Step 1: Assessing if the application is eligible for funding

To be considered for funding, applications must be consistent with section 6(b) of the act. Section 6(b) states that revenue and levies collected must be used to:

- fund, wholly or in part, activities used by visitors or any class of excluded visitor;
- fund, wholly or in part, activities on the island for the benefit of visitors or any class of excluded visitor; and/or
- mitigate the adverse effects of visitors or excluded visitors on the environment of the island.

If an application is not consistent with section 6(b) of the act, this will be identified by a staff member or contractor.

Where appropriate, a staff member or contractor may liaise with an applicant to discuss their application (e.g. whether further information is needed, or whether there is a minor issue with the application etc). The applicant will be permitted to make minor amendments to their application in this circumstance.

If, after engaging with the applicant, the staff member or contractor thinks the application is still not eligible for funding, the staff member or contractor will communicate this to the subcommittee at the allocation meeting.

Step 2: Assessing which category the application falls under

Applications that are consistent with section 6(b) of the act will be assessed by a staff member or contractor as being in one of the following categories.

ALLOCATION CATEGORY	DESCRIPTION
Council/community owned infrastructure	Applications relating to Council's/the community's physical and organisational structures and facilities (e.g. buildings, roads, power supply etc).
Operational costs	Applications by non-profit organisations to meet their operational needs/requirements.
Community projects	Applications that do not relate to infrastructure. These applications must be made by Stewart Island/Rakiura resident/s, ratepayer/s or tenant/s.



A staff member or contractor will communicate to the subcommittee, which category they believe the application falls under. It is possible that an application will fit into more than one category.

Step 3 - Allocating funds in accordance with the funding allocation percentages and based on the strength of the application

Funding allocation categories and percentages

The subcommittee will consider the allocation categories when it allocates funding. Although it has complete discretion, as a guide, the subcommittee may allocate the funding received on an annual basis, to applications in each category in accordance with the funding allocation percentages outlined below.

ALLOCATION CATEGORY	FUNDING ALLOCATIONS
Council/community owned infrastructure	60-70% (% of the funds available annually that will be allocated to Council/community owned infrastructure)
Operational costs	20-25% (% of the funds available annually that will be allocated to operational costs)
Community projects	5-10% (% of the funds available annually that will be allocated to community projects)

The strength of the application

The subcommittee will allocate funds to applications in the allocation categories based on the strength of the application. The strength of an application will be determined by the extent it will:

- fund, wholly or in part, activities used by visitors or any class of excluded visitor; or
- fund, wholly or in part, activities on the island for the benefit of visitors or any class of excluded visitor; or
- mitigate the adverse effects of visitors or excluded visitors on the environment of the island.

The subcommittee will have regard to the extent that the proposed project will also benefit the local community.

A staff member or contractor will provide guidance to the subcommittee, on the strength of an application.

Committing to allocating funds in the future

The subcommittee can commit to multi-year funding (committing to give funds in an application round, to an applicant in future allocation rounds). This could be done by the subcommittee to commit to service loans drawn, such as to cover capital works projects. When this can occur, and for how many years, relates to the allocation category of the application, and is outlined in the table below.

ALLOCATION CATEGORIES	THE NUMBER OF YEARS THE COMMITTEE CAN COMMIT TO GIVING FUNDS TO AN APPLICANT, IN FUTURE ALLOCATION ROUNDS
Council/community owned infrastructure	Up to 10 years (the current allocation round, and the next 9 allocation rounds)
Operational costs	Up to three years (the current allocation round, and the next two allocation rounds)
Community projects	One year (just the current allocation round)

Allocations in each funding year will include those funds committed from prior years.

The subcommittee will work with staff to develop a 10 Year Funding Plan as part of each three year Long Term Plan cycle. This plan would then be approved by Council through the Long Term Plan. The plan could be used to provide forecasting around future revenue streams and also to enable the subcommittee to have a view on what proportions it might want to allocate towards multi-year commitments.

General points about allocation

Local and central government can make applications for funding.

Funding can be allocated to an applicant when he/she has received funding for the same or a similar thing, on a previous occasion.

Applicants are not required to have spent the funding that has been allocated to them previously, in order to be eligible for further funding.

The subcommittee can elect to allocate a lower level of funding to an applicant, but it cannot allocate more than what the applicant has requested.

When an application is considered by the subcommittee, the applicant will be notified within two weeks of the subcommittee meeting whether or not their application was successful, and if it was successful, the amount of funding allocated.

The subcommittee will not give further funding to applicants if they have not returned their accountability form to Council (when they have been required by this policy, to do so).

11.0 Accountability

Applicants will be required to complete and provide Council with Accountability Forms. Accountability Forms must be returned to Council before 31 March, the year after the subcommittee grants the applicant funds. If an applicant hasn't used all (or any) of the funds by that time, the Accountability Form must still be completed. An applicant also must complete the Accountability Form by 31 March each subsequent year (even if the applicant outlines that no funding has been spent), until all of the funding allocated has been accounted for by way of an Accountability Form and/or returned to Council and the fund.

Any funds that are not spent by applicants (completing what was outlined in their application), within five years of the decision to allocate the applicant funding, must be returned to Council and the fund.



If any funding is returned, information on the amount and why the funding was returned, will be communicated to the subcommittee at the annual allocation meeting.

12.0 Review

Council will review the Stewart Island/Rakiura Visitor Levy Bylaw and this policy within six years of adoption.

APPENDIX A: DOCUMENTS WHICH CAN BE USED TO CLAIM EXEMPTION OR REFUND

The table below contains a list of documents which will be accepted as proof of exemption from the need to pay the Stewart Island/Rakiura Levy.

These documents will be accepted in relation to (1) applying for a photo identification card and (2) applying for a refund.

Original documentation from both Category A and Category B must be presented concurrently. Council requires proof of both identity and levy exemption status. A current address will need to be provided to receive notice of renewals and other information.

This is not a comprehensive list and other equivalent documents may be accepted when applying for a Southland District Council photo identification card or applying for levy refund.

AT LEAST ONE PHOTO ID MUST BE PRODUCED FROM CATEGORY A (THE NAME ON THE DOCUMENT MUST BE EXACTLY THE SAME AS THE APPLICANTS NAME)	
Passport (Passports can be accepted up to two years past the expiry date)	
Proof of Age card with photo	
Drivers Licence	
Public Service Employee ID card bearing photo	
Education ID card bearing photo	
Firearms Licence	
AT LEAST ONE FORM OF IDENTIFICATION FROM CATEGORY B	
REASON FOR EXEMPTION	EXAMPLE OF ACCEPTED PROOF OF EXEMPTION
<ul style="list-style-type: none"> • ratepayers • tenants • residents 	<p>One or more of the following documents showing name and address on Stewart Island/Rakiura:</p> <ul style="list-style-type: none"> • notice of rates or VG number verified by Rates Department. Rates Notices must state that the applicant is the owner of the property to which the Rates Notice was sent and the document must be current at the time of the application. • tenancy Agreement. • utilities bill. • insurance renewal advice. • motor vehicle registration. • electoral roll number. • mortgage documents. • current land titles office records.
<ul style="list-style-type: none"> • spouses of a ratepayer or tenant. • civil union or de facto partner of a ratepayer or 	<ul style="list-style-type: none"> • application to be made in conjunction with the respective person.



tenant. • dependents of a ratepayer or tenant.	
• Rakiura Maori Land Trust beneficiaries.	• Council may be able to check property rights via the www.maorilandonline.govt.nz website or work with the Rakiura Māori Land Trust to access its database of beneficiaries.
• people under the age of 18.	• passport. • school student concession card. • birth certificate.
• owners or those working on transport vessels.	• employment documentation (eg, payslips, letter from employer).
• visitors whose visit is for 21 days or more.	• tickets or invoices showing names and dates of arrival and departure. • receipts for accommodation covering the relevant time period.

Appendix B: Appointing representatives to the subcommittee

Representative recommended by each of the Approved Operators

Council will request the Approved Operators to nominate a person to be a voluntary member on the subcommittee.

Representative for iwi

Council will, in accordance with its Charter of Understanding with Te Ao Marama Incorporated, seek an iwi representative to be a voluntary member on the subcommittee. If a willing iwi representative is not identified through liaising with Te Ao Marama Incorporated, Council will then approach other people who may be suitable for the role.

The appointment of a member to represent iwi will be reviewed every three years, after Council elections.

Representative from Stewart Island/Rakiura

Council will request expressions of interest from Stewart Island/Rakiura residents and ratepayers, to be a voluntary member on the subcommittee. A person will be selected by Council, following consideration of:

- the skills and experience of those interested
- the extent that conflicts of interest would be likely if the individual became a member (there is a preference for minimal/no conflicts being likely)
- the extent that the individual knows tourist/visitor requirements and impacts on the island.

If no-one suitable expresses interest, Council will approach people who may be suitable for the role.

The appointment of the Stewart Island/Rakiura representative will be reviewed every three years, after Council elections.



Southland District Council

Stewart Island/Rakiura Visitor Levy Bylaw

(Revision 1, 2019)

Southland District Council
Te Rohe Pōtae o Murihiku

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Document Revision

Date	Amendments	Amended by	Approved by	Approval date
2012	Original		Council	12 Dec 2012
2019	2019 review <ul style="list-style-type: none">• Adding/amending definitions of 'Approved Operator' and 'Visitor'• adding the location of the collection box• adding the infringement fee that has been set by way of regulation• removing that payment can be made on website	Council	Council	7 February 2019 – to come into effect on 1 July 2019

1 Title and commencement

This bylaw may be cited as the Southland District Council Stewart Island/Rakiura Visitor Levy Bylaw.

This bylaw shall come into force on 1 October 2013.

2 Purpose of bylaw

The bylaw is made to prescribe:

- (a) the rate of the levy that will be imposed on or in respect of visitors; and
- (b) the means by which the levy is to be collected.

This bylaw does not apply to a person who travels to or from Stewart Island/Rakiura under a contract of carriage with an 'Approved Operator' or who is otherwise excluded from the definition of 'visitor'. As at the date of this bylaw the Approved Operators are Real Journeys Limited (currently trading as Stewart Island Experience), Stewart Island Flights Limited, and ISS McKay Limited (as agent for the cruise ship operators).

3 Interpretation

In this bylaw, unless the context requires otherwise:

"Act" means the Southland District Council (Stewart Island/Rakiura Visitor Levy) Empowering Act 2012.

"Approved Operator" means a person who owns or operates or is otherwise in control of a transport vessel and who enters into a contract with the Council:

- (a) relating to the provision of a service to carry to or from the Island passengers who, but for the contract, would be visitors to the Island; and
- (b) providing for revenue to be collected from the passengers; and
- (c) that has the effect of bringing passengers carried by the operator within the definition of an excluded visitor; and
- (d) including any other terms and conditions that may be agreed from time to time by the approved operator and the Council.

"Council" means the Southland District Council.

"GST" means goods and services tax chargeable under the Goods and Services Act 1985.

"Levy" means the levy set under clause 4 of this bylaw.

"Visitor" means any person who:

- (a) travels to or from the Island, whether for a single day or for any continuous period of less than 21 days, by any transport vessel; but
- (b) is not a person who:
 - (i) for the purposes of the Local Government (Rating) Act 2002, is a ratepayer in respect of a rating unit on the Island; or

- (ii) is a resident of the Island by virtue of being a resident for electoral residency purposes under section 23 of the Local Electoral Act 2001; or
- (iii) is a tenant of a rating unit for the purposes of the Residential Tenancies Act 1986; or
- (iv) is the spouse, civil union partner, de facto partner, or dependant of a ratepayer or tenant; or
- (v) is a beneficiary of the Rakiura Māori Land Trust or who has an ownership interest in a Māori land block on the Island; or
- (vi) is an excluded visitor.

For the avoidance of doubt, as at the date of this bylaw, 'visitor' excludes a person who travels to or from Stewart Island/Rakiura under a contract of carriage with an Approved Operator or who is otherwise excluded from the definition of 'visitor'.

4 Levy for visitors to Stewart Island/Rakiura

The levy for a visitor who travels to Stewart Island/Rakiura is \$5 (inclusive of GST).

5 Surrounding islands

For the avoidance of doubt, a visitor who has paid a levy for travel to Stewart Island/Rakiura is not required to pay an additional levy for return travel from Stewart Island/Rakiura to a surrounding island.

6 Means of collection of levies

Levies will be collected:

- (a) by Council at any of its offices;
- (b) by Council at its collection box on the Main Wharf in Oban; and
- (c) by agents of the Council appointed to collect levies on its behalf.

Details of the agents who have been appointed to collect levies will be given on the signs erected by the Council at major points of entry on Stewart Island/Rakiura under section 5(3) of the act and on the Council's website.

7 Offences and penalties

A person commits an infringement offence under the act who:

- (a) evades the payment of a levy payable by that person; or
- (b) falsely claims that he or she is not a visitor.

The infringement fee for each infringement offence has been set by way of a regulation made under the act and it is \$250.

This bylaw has been made and confirmed by a resolution passed at a meeting of Council held on Wednesday 12 December 2012.

THE COMMON SEAL of the }
SOUTHLAND DISTRICT COUNCIL }
was hereunto affixed in the presence of: }

MAYOR

CHIEF EXECUTIVE

Southland Regional Development Agency Letter of Expectation

Record No: R/20/10/61960

Author: Melissa Brook, Governance and Democracy Manager

Approved by: Rex Capil, Group Manager Community and Futures

☐ Decision

☐ Recommendation

☒ Information

Purpose

- 1 The purpose of the report is to present to the Community and Strategy Committee the letter of expectation sent to the Southland Regional Development Agency (Great South) from the Mayoral Forum on behalf of the four Southland local authorities.

Executive Summary

- 2 Each year, Southland District Council and its partner shareholding local authorities set the direction and general priority areas for the Southland Regional Development Agency (Great South) through the letter of expectation.
- 3 The letter of expectation is drafted and sent by the chair of the Mayoral Forum following feedback from the Southland councils. It sets the high-level outcomes that the shareholders wish to see delivered by Great South.
- 4 Priorities raised by Council at its workshop on 7 October 2020 have been provided to the Mayoral Forum to assist in building the letter of expectation.
- 5 The quantum of funding allocated to each of these priority areas gives direction to Great South as to where Council has its focus and has been amended from the most recent instruction to Great South to align with the priorities highlighted by Council prior to the Covid-19 pandemic.
- 6 Following the receipt of the letter of expectation, Great South will prepare a draft Statement of Intent (SoI). The draft SoI will include outputs that Great South will provide to deliver on the outcomes highlighted in the letter of expectation. The draft SoI will be provided to Council for comment and feedback when received in early December.

Recommendation

That the Community and Strategy Committee:

- a) Receives the report titled “Southland Regional Development Agency Letter of Expectation” dated 30 October 2020.**
- b) Determines that this matter or decision be recognised as not significant in terms of Section 76 of the Local Government Act 2002.**
- c) Determines that it has complied with the decision-making provisions of the Local Government Act 2002 to the extent necessary in relation to this decision; and in accordance with Section 79 of the act determines that it does not require further information, further assessment of options or further analysis of costs and benefits or advantages and disadvantages prior to making a decision on this matter.**
- d) Notes that the letter of expectation has been provided to Great South and that by 1 December 2020, Great South will provide Council with a draft Statement of Intent to consider and provide comment on in accordance with the Southland Regional Development Agency’s constitution.**

Background

- 7 At its meeting on 25 September, the Southland Mayoral Forum approved the following timeline for the letter of expectation process:
- end September / early October – letter of expectation workshops held
 - 19 October – Mayoral Forum meeting to discuss letter of expectation
 - 30 October – letter of expectation provided to Great South.
- 8 Council subsequently held a workshop to discuss its priorities for Great South on 7 October 2020. At the workshop the following broad priorities were discussed:
- focus on Southland’s strengths
 - greater diversification and resilience within the economy
 - economic development, but not at the expense of compromising environmental and community outcomes
 - greater digital connectivity across the region
 - tourism projects, with an emphasis outside of the Invercargill City boundary
 - support existing business and the retention of our existing business, noting this is predominantly farming, by assisting with diversification.
- 9 The discussion was focused predominantly on economic development and business support, but tourism and events were also considered important to Southland’s regional development and the post Covid-19 recovery.
- 10 Council discussed a move back to the ‘pre-Covid’ priorities and level of investment in the areas of focus of Great South. This level of investment has been included in the letter of expectation.
- 11 Invercargill City Council has held a similar workshop and the outcomes of that workshop, the Southland District Council workshop, and feedback from both Gore District Council and Environment Southland was delivered at the Mayoral Forum meeting on 19 October 2020. From this meeting the letter of expectation has been drafted and delivered to Great South. The letter of expectation is included as an attachment to this report.

Next Steps

- 12 Having received the letter of expectation, Great South will now develop a draft Statement of Intent (SoI) demonstrating how it intends to meet the expectations set by the shareholding councils.
- 13 On receipt of the draft SoI, Council will review and provide feedback to the Great South board. The board will consider the feedback and amend the draft SoI where necessary, providing a finalised SoI to Council prior to 30 June 2021.

- 14 Prior to the finalisation of the SoI, Council, in conjunction with the other shareholding councils will need to negotiate the core costs of operating Great South with the Great South Board. As of the 2021/2022 year, a formula is included in the shareholders' agreement outlining the responsibility of meeting the costs for each council. The core costs are to be unanimously agreed by the councils. For budgeting purposes, staff have assumed that the cost to SDC will be the same as in the current financial year (\$500,000). Based on the current core costs to operate Great South, under the formula expressed in the shareholders' agreement, the likely cost to SDC would decrease, enabling redirection of that funding to contract or other priority areas of regional development.
- 15 Council has also recently undertaken discussions with Destination Fiordland regarding funding of the RTO. Should Council determine that all or any of the \$200,000 should be redirected to Great South, this will be subject to further negotiations of Council's expectations of Great South for service delivery in this area.

Factors to Consider

Legal and Statutory Requirements

- 16 Part 5 of the Local Government Act 2002 (the act) specifically refers to council controlled organisations and Schedule 8 specifically refers to statement of intent requirements.
- 17 As well as complying with the act, the parties also have responsibilities to meet with regards the Southland Regional Development Agency Ltd constitution and the Southland Regional Development Agency Ltd shareholders agreement.
- 18 These obligations have been considered and form the basis and rationale behind the process being undertaken.

Community Views

- 19 Council has previously consulted on the establishment of the Southland Regional Development Agency and associated areas of focus for regional development.
- 20 Having the draft SoI available during the development of the Long Term Plan enables the community to consider the role of regional development as a part of the whole Southland District story when engaging on the Long Term Plan.

Costs and Funding

- 21 The quantum of the allocations are consistent with previous decisions of Council and are included within the draft budgets for the 2021/2022 financial year.

Policy Implications

- 22 There are no identified policy implications.

Attachments

- A Great South Letter of Expectation 2021-22 (signed final) [↓](#)



30 October 2020

Mr Ian Collier - Chairman
Great South
ian@greatsouth.com
INVERCARGILL

Dear Ian

Letter of expectation 2021-2022

Introduction

As you are aware, the process in place requires me as the chair of the Southland Mayoral Forum to prepare this Letter of Expectation 2021-2022 on behalf of the Joint Shareholders of the Southland Regional Development Agency Ltd – trading as Great South.

This Letter of Expectation is provided to the Great South Board by the Southland Mayoral Forum on behalf of the Southland community and with reference to the recommendations and priorities identified by the shareholders through the Joint Shareholders Committee. It details the shareholders expectations for 2021-2022 and informs the Great South Board's Statement of Intent for 2021-2022, which will be received on 1 December 2020 and come into effect on 1 July 2021.

The Statement of Intent is expected to comply with the requirements of the Local Government Act 2002 (the Act) and provide a clear and strategic statement of the Board's intentions. It is regarded as a key planning document.

In developing the statement of intent, Great South should have regard to the specific content requirements outlined in Part 2 of schedule 8 of the Act, as well as the comments provided by shareholders in finalising the document prior to the start of the new financial year.

The principles for the establishment of Great South as a council controlled organisation are based on the following roles and responsibilities:

- Mayoral Forum and Joint Shareholders Committee – sets the direction and establishes the regional priority areas of focus for Great South by way of an annual letter of expectation.

- Great South board – governs, oversees resource allocation and monitors performance of the organisation by way of an annual statement of intent
- Great South management – plans, delivers and reports to the Great South board by way of an annual business plan and report.

The letter is also intended to provide an opportunity for dialogue between the Great South board and the joint shareholders, primarily through the Joint Shareholders Committee, and to support an open, constructive and co-operative working relationship.

Public Expectations

The shareholder councils (Class A shareholders) expect that Great South as a CCO is mindful of the public scrutiny that comes with being a CCO. Specifically the shareholder councils expect that their CCOs:

- a. Build accountability and constructive working practices between their organisation and the shareholders.
- b. Commit to transparency and accountability to the public. This includes fulfilling the planning, reporting and disclosure requirements of the Local Government Act 2002 as it applies to CCOs, and the requirements of the Local Government Official Information and Meetings Act 1987 as it applies to CCOs.
- c. Ensure their organisation is fiscally disciplined with expenditure.
- d. Conduct their affairs in accordance with sound business practice.
- e. Understand and consider the shareholder councils' strategic priorities as set out in their Long Term Plans 2018-2028, are aware of the draft Long Term Plan 2021-2031 priorities currently being developed, and understand any other relevant documents in setting their own priorities.

No Surprises

The shareholder councils expect Great South to keep the shareholders, through the Joint Shareholders Committee, informed on a 'no surprises' basis. We expect the board to be sensitive to the demand for accountability placed on the councils from their respective ratepayers, and that the actions of Great South have an impact on the shareholder councils. The expectations of shareholders are conveyed to the board via the Joint Shareholders Committee, and it is expected that the committee will receive regular reports from the board on progress against priorities.

Shareholder ownership feedback

The owner councils and other shareholders understand the importance of Great South succeeding. We are all in this together. Therefore it is recognised and acknowledged that Great South cannot spread itself too thinly or invest in areas that are not a regional focus or priority. The Great South board is encouraged to take this opportunity to focus its direction and resource accordingly.

The joint shareholders wish to reinforce the following points for consideration by the Great South board as part of the development of the statement of intent process:

- While some time has passed since the Southland Regional Development Strategy was released it is still the guiding document for regional development activity whether that work is undertaken by Great South or other agencies.
- Regional priorities and regional actions should remain the focus of Great South.
- The focus should be on a smaller number of high priority value added initiatives that develop the Southland region rather than individual communities.
- The focus should also be on promoting new investment to support development across the whole of the Southland region.
- Continued commitment from the Class A Shareholder councils to contribute to the core costs of Great South in the 2021/22 financial year.
- There is an understanding from the Great South board for the need to fulfil legislative requirements as a council controlled organisation and the associated monitoring and reporting obligations required by any other investment agreements it enters into.

Specific Shareholder Priorities

The following priority areas are recommended for feedback to Great South:

Invercargill City Council

- Collaboration with Central Government on the plan for **Tiwai transition**, including how the local agencies will fit into/support/lead any transition plan is requested. Aquaculture, amongst other industries, presents important opportunities and should be prioritised.
- Council requests that Great South focus on development events within the City, as part of the wider strategy to attract **domestic tourism and events**. This also reflects a focus on **supporting CBD activation, resilience and engagement**.
- **Housing** remains a focus and Council requests that Great South utilise the funding allocated to support the work of the Southland Housing Action Forum.

Southland District Council

- **Focus on our strengths**
- **Greater diversification and resilience within the economy**
- **Economic development**, but do not compromise **environmental and community outcomes**
- **Greater digital connectivity**
- **Tourism projects** with an emphasis **outside of the City boundaries**
- **Support** existing business, **retention** of our existing business (which is predominantly farming) by assisting with **diversification**

Purchaser of service investment intentions

The joint shareholders acknowledge the work undertaken by the Great South board in 2019-2020 and understand the importance of continuity and consistency in developing opportunities and priority areas of investment for the region.

The joint shareholders also acknowledge the reallocation of funding in response to the Covid-19 pandemic, in an effort to help support communities during-and-post the Alert Level 4 Lockdown. In light of the priorities for 2021-2022, the purchasing intentions and level of investment, identified by the councils as a purchaser of services, will build on the intentions signalled in the 2019-2020 Letter of Expectation. In doing so, the councils acknowledge that the priorities are intended to assist in the regional recovery.

The following high level areas of focus reflect the level of investment confirmed by contributing councils. It is expected that the Great South board will take this into account when developing its statement of intent for 2021-2022.

Council (ICC, SDC, GDC, ES) purchaser of service investment intentions to Great South 2021-2022

Area of focus	ICC	SDC	GDC	ES	Total
Regional economic development	\$275,000	\$200,000			
Regional business development	\$150,000				
Regional tourism development	\$200,000	\$210,000			
Regional events delivery	\$150,000	\$ 90,000			
Regional wellbeing	\$50,000				
Total purchaser of service investment	825,000	500,000			

It is anticipated the finalised purchasing intentions will be confirmed by investment agreements or other such contractual arrangements as determined and agreed by the respective councils and Great South.

Monitoring and accountability

The shareholders, and shareholder Councils in particular as major funders, require regular progress reporting. This is to include detail of progress towards specified key performance areas and investment agreement milestones to the Joint Shareholders Committee. The shareholders request that updated KPIs be produced by Great South in follow up to the Statement. These KPIs should be quantifiable and enable Great South and its shareholders to track performance on delivering key priorities.

It is recommended that these KPIs will also include a presentation to the joint shareholders twice yearly – at this stage this is suggested for March and September annually. This will provide a forum for all parties to discuss whether Great South is achieving the goals that the

shareholders want it to achieve and consider issues and opportunities available to all parties.

The Mayoral Forum has established an ongoing invitation for Great South to attend the Southland Mayoral Forum meetings, to continue building the relationship and ensure there remains a clear understanding of roles and responsibilities of all parties. This also provides a forum for all parties to discuss issues and opportunities and build an aligned and 'whole of region' approach to the initiatives and new directions sought. This is based on the premise of regular and relevant contact offering the opportunity for an aligned and integrated approach for all parties.

Next steps

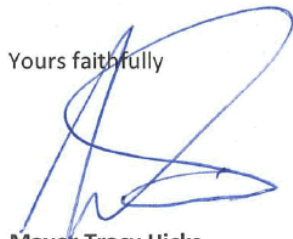
On receipt of this letter of expectation the joint shareholders request the Great South board prepare and provide its draft Statement of Intent to the Joint Shareholders Committee by 1 December 2020.

The Joint Shareholders Committee and individual shareholders will then consider the draft statement of intent and provide feedback to the Great South board by 1 May 2021.

The Great South board will then consider the feedback by and deliver the completed statement of intent to the joint shareholders by 30 June 2021.

Please contact me if you have any matters for consideration and I look forward to supporting the Great South board in advancing this process accordingly.

Yours faithfully



Mayor Tracy Hicks
Chair of the Southland Mayoral Forum

Milford Opportunities Project Update

Record No: R/20/11/64662

Author: Simon Moran, Community Partnership Leader

Approved by: Rex Capil, Group Manager Community and Futures

☐ Decision

☐ Recommendation

☒ Information

Purpose

- 1 The purpose of this report is to provide the committee with a general update on the Milford Opportunities Project (MOP).

Background

- 2 The MOP is a multi-agency project with a governance group comprised of representatives from MBIE, Department of Conservation (DOC), Waka Kotahi NZ Transport Agency, Ngai Tahu, Southland District Council (SDC), Queenstown Lakes District Council (QLDC), and Business. The group is independently chaired by Dr Keith Turner.
- 3 All funding agreements require contracting parties and SDC as a party that initiated this project has assumed that responsibility.
- 4 The MOP was initially received government funding of \$250,000 (Stage 1 – delivered by WSP-Opus) through MBIE as part of the launch announcements for the Southland Regional Development Strategy. It was quickly identified that the project was significantly larger than the amount of funding available and discussions began to have that increased. Subsequently, SDC and MBIE have signed a funding agreement for \$3 million to further develop the project. The \$3 million was allocated from the International Visitor Levy (IVL).
- 5 In 2019 a Request For Proposal (RFP) for Stage 2 was publicly tendered and was won by Stantec. Stantec are working with Boffa Miskell and other sub-contractors to complete the project

Update

- 6 In July the Milford Opportunities Project (the Project) undertook its first national public engagement campaign. The Project received over 1200 responses and there were a number of additional people who clicked onto the website for a look at what was being done albeit they didn't then respond to the survey questionnaire.
- 7 In October the Milford Opportunities Project undertook its final round of public engagement seeking comment on the options.
- 8 The focus of the recent engagement has been twofold, firstly setting up and running the second nationwide engagement campaign, which started on 5 October and finished to 30 October and secondly, carrying out one-on-one conversations with key stakeholders, both locally and nationally.
- 9 The engagement campaign, again web-based, set out the options decided on from the long list, all feedback so far and the work carried out by the programme development team. At the time of writing, there was just over 300 responses and more are expected in the next 10 days from stakeholders who are sending them in separately.
- 10 The engagement was broken down into six key areas – Te Anau, transport, the Milford Corridor, conservation, Milford Sound Piopiotahi and behind the story of Milford Sound Piopiotahi. Each

of these areas had a set of options/ideas and people were invited to comment on each one (attached is a word document version of the engagement.).

- 11 A strong advertising campaign was undertaken, with advertisements on radio, Herald online, Stuff, Kia Ora (the Air NZ magazine), in local newspapers, in the Southland App, on social media. Public meetings were also held in Te Anau, Milford Sound Piopiotahi, Queenstown and Invercargill and a meeting with national bodies was held in Wellington. During the month the five reference groups met and discussed these options as well.
- 12 The results of the engagement will feed into the final reports to and decision-making of the governance group about what will make up the master plan.
- 13 The Project's website is www.milfordopportunities.nz

Next Steps

- 14 Following the engagement the governance group will meet again on November 17 to consider the feedback received. On December 8 they will then consider the project team's recommendations on the various options and make their decision on what will be in the Master Plan. The project team will then prepare the final Master Plan (electronic and hard copy versions) including animation and the linking of the supporting information.
- 15 The Master Plan will provided the Government with the objective recommendations from the Project's governance group for the future management and development of the Milford experience including specific recommendations for Milford Sound Piopiotahi and the road corridor from Te Anau.
- 16 The Master Plan will be provided to the relevant Ministers and publicly released before the end of June 2021

Recommendation

That the Community and Strategy Committee:

- a) **Receives the report titled "Milford Opportunities Project Update" dated 3 November 2020.**

Attachments

- A October 2020 engagement [↓](#)

You can give feedback on the ideas below through one or more of the following:

- the website throughout October www.milfordopportunities.nz
- by filling in this Word document table and emailing back.
- by discussing with us ideas over the phone or in a Zoom meeting.

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It is important to understand that some things are considered as fundamentals to the master planning process and therefore do not appear as ideas for discussion and comment, such as:

- Ngāi Tahu values of mātauranga tuku iho, kaitiakitanga, tikanga, utu and manaakitanga are incorporated into the storytelling
- Ownership of Ngāi Tahu culture, practices, rituals and stories is held by Ngāi Tahu.

Equally some very valid ideas raised by people and organisations during the project's earlier stages do not appear as they are considered likely to occur as a direct result of some of the catalysts ideas that are listed here. For example, enhancing the Southern Scenic Route to Invercargill from Te Anau and strengthening connections from Te Anau east and south are most likely to occur if other proposed ideas are implemented.

Te Anau and its district – a destination

The Milford Opportunities Project sees Te Anau as the hub for visiting Milford Sound Piopiotahi and a destination in its own right. It believes it is essential to support the Fiordland Community Board, Destination Fiordland and Great South in the development of a destination management strategy and the implementation of that strategy.

We are working with Ngāi Tahu to consider how their identity will be expressed in Te Anau. These initiatives would also be subject to local authority planning management. Some ideas for the strategy work are to:

Idea	Description
Redesign the Te Anau waterfront and town centre	Making as much as possible of the Te Anau waterfront and town centre assets; this idea could see the development of such things as lakefront hot pools, walking and cycling paths and new landscaping. Initiatives would be designed to improve the year-round experience for residents and visitors alike.
Create new walking/cycling tracks connecting into Te Anau	This concept would build up the range of supplementary walking and cycling experiences (of different durations) that visitors could undertake from the town. The objective would be to strengthen the range of Te Anau-based experiences on offer and encourage visitors to see the town as both a regional accommodation and experience hub. This would lead to visitors both basing themselves in Te Anau and staying for longer.
Develop a Te Anau transport hub/bus interchange	This hub is essential for providing the starting point for a bus focused visitor transport model into Milford Sound Piopiotahi. It would enable a reduction in rental and private vehicle numbers into Piopiotahi and visitor access to be spread out more evenly throughout the day, giving a better experience and strengthening Te Anau as a regional accommodation hub.
Develop a Milford corridor and Piopiotahi experience hub in Te Anau	This hub would deliver visitors information on Fiordland's cultural significance, history, natural environment, geology and conservation. It would contain static and interactive interpretation displays, audio-visual and guided experiences. It plays an essential role anchoring the start of the Milford Sound Piopiotahi experience in Te Anau. It would be an attraction in its own right and be joined to the Te Anau transport hub/bus interchange.
Develop new family-friendly experiences in the basin	As part of a drive to strengthen Te Anau as a visitor hub, existing sites such as a Brod Bay campground could be developed into family friendly short stay or short stop experiences. This could see the inclusion of additional short

Idea	Description
	loop walks, toilets, observation points, a forest observation tower at canopy level, and linkages to adjoining sites of interest, such as the Hidden Lakes.

Develop new transport models to manage visitor flows.

The Milford Opportunities Project governance group is recommending controlling access into Milford Sound Piopiotahi. The development of new transport models will help to manage visitor flows. Two general models being looked at are shown in the table below. Note: Ngāi Tahu whānui, recreationists that require private vehicles (such those with boats, heavy equipment, or hunters, walkers and trampers) and commercial services for Piopiotahi would be provided access under both models.

Idea	Description
Mixed access option A	<p>This option is largely public transport focused with a mix of tour bus, hop-on hop-off and non-stop buses designed to support a more immersive visitor experience on both the Milford Corridor and in Milford Sound Piopiotahi. Low or zero carbon buses would be used.</p> <p>However, under this model some pre-permitted self-drive visitor parking would still be retained at Milford Village (potentially 60% less than current levels) and along the Milford Road corridor. Access to parking at key visitor locations could be balloted and/or priced in advance of arrival to reduce congestion. Those camping or staying at accommodation would also be allowed private vehicle access.</p> <p>New infrastructure improvements to the road corridor would be required to facilitate safer overtaking/stopping to accommodate larger visitor numbers to destinations along the corridor.</p>
Mixed access option B	<p>Under this option the vast majority of visitors would be required to access Piopiotahi and the Milford Road corridor via bus (with some limited exceptions where this is entirely impractical). This is a public transport model focused on a mix of tour bus, hop-on hop-off and non-stop buses designed to support a more immersive visitor experience on both the Milford Road and in Milford Sound Piopiotahi. Low or zero carbon buses would be utilised.</p>

Idea	Description
	Under this model no self-drive visitor parking would be retained at Milford Village. Those camping or staying at accommodation would be allowed permitted private vehicle access only as far as their pre booked accommodation location.

Give visitors choice on the Milford Corridor

Creating a Milford Corridor experience for visitors is another goal for the governance group. It is suggesting the Milford Corridor experience be improved to strengthen the options available to visitors. Ideas under consideration include:

Idea	Description
Create a strong national park entry where the road enters Fiordland National Park	The objective of this idea is to clearly define the transition into Fiordland National Park and give visitors a sense of crossing a threshold. This crossing over experience comes with an expectation on visitors that they will adopt appropriate behaviours when inside the park because they are now somewhere different – somewhere special. The threshold could be marked in many different ways such as with sculptural elements, kūwaha, signage and/or landscaping.
Develop the Knobs Flat experience hub	Knobs Flat has the potential to be a key interpretive hub for the Milford Road experience. This could involve the development of a series of covered shelters containing interpretation displays, pūrākau, interpretive nature trails, observation points and a network of loop tracks. Much of the current footprint at Knobs Flat is already highly modified but is close to forests of high conservation value.
Develop the Knobs Flat accommodation hub	Because of its location and modified site footprint, Knobs Flat has the potential to become a key accommodation location along the Milford Road. With improved landscaping the site could be developed to accommodate tent and campervan sites and simple cabins. Potential also exists for a lodge to be developed and for cultural elements to be expressed via the built landscape.
Create a super track head within the Divide area	<p>This iconic new visitor node would include interpretation, toilets and a shelter and new track sections. It centralises access, linking numerous longer tracks together. It also potentially facilitates access to a series of shorter walks and key observation points, such as Key Summit.</p> <p>For mana whenua it represents a modern reinstatement of the Whakatipu Trail and serves as a wānanga (living classroom) for Ngāi Tahu. It recognises ngā ara tawhito (trails) which are an integral part of Ngāi Tahu culture.</p> <p>The technical challenges of achieving this concept are significant and implementation would be dependent on a detailed feasibility analysis.</p>

Idea	Description
Upgrade short stop options along Milford Road corridor	Increase the range and quality of short-stop areas that visitors can stop at. In most instances these sites are already established close to the road but lack appropriate interpretation, (e.g. Lake Gunn Walk) small loop tracks, viewing areas and cultural narrative. Improvements would be aimed at enabling greater accessibility for those with mobility restrictions (such as disabled, older adults and children). An objective would be to let the widest possible range of visitors feel the wairua (spirit) of the place.
Enhance the Cascade Creek campsite	Camping opportunities along the Milford Corridor are in high demand. Through improved landscaping and some additional infrastructure, such as toilets, existing camping opportunities can be expanded and enhanced at Cascades Creek. Because of flooding risks this site is not considered appropriate for other facilities (such as small cabins).
Investigate options in the upper and lower Hollyford Valley	In appropriate locations minimal impact road end/track enhancements, extensions and/or new tracks could be established. This could form part of reconnecting the Whakatipu Trail. It also links to the idea of creating a super track head.
Homer Tunnel portals (short stop)	This strong well engineered observation portal (sheltered from rock and avalanche risks) would offer a safe viewing location on the Milford Sound Piopiotahi side of the Homer tunnel. It would offer good sightlines over the alpine environment and into Piopiotahi and the best opportunity for passive (non-interactive) observation of kea

Conservation supported by tourism

A key pillar of the Milford Opportunities Project is conservation and using funds raised by tourism to meet costs of improved conservation, access, infrastructure, operations and mana whenua aspirations. To achieve this the governance group is considering:

Idea	Description
Tourism funding conservation	Charges could be applied to support a broad range of conservation and land management initiatives. These initiatives would likely include predator control, the reintroduction of native fauna (such as kakapo and tieke) following successful predator control, weed management, marine biosecurity surveillance, soil control, conservation research into key ecosystems and species, and mana whenua narration costs. Charges could also be used to support the visitor experience in areas such as infrastructure maintenance, visitor interpretation, visitor safety and emergency response.

Encouraging visitors to experience the full Milford Sound Piopiotahi story

The Milford Opportunities governance group wants to encourage visitors to stay longer in Milford Sound Piopiotahi and contribute to the local economy by developing a compelling suite of experiences and redesigning the Milford village to reflect its world-class status. Options being looked at include:

Idea	Description
Create a compelling sense of arrival into Piopiotahi	This sense of arrival can be achieved through better landscaping (naturally framing key viewshafts), clearing visual pollution and potentially the introduction of pou whakairo.
Establish a new Piopiotahi visitor hub	This facility plays multiple roles serving as a place of arrival and departure (via bus), a location for booking visitor experiences, a place to eat, a refuge from inclement weather and natural hazards and a place to learn about the wonders of Piopiotahi. It also provides mana whenua a purpose-built space for active transfer of knowledge and use of cultural materials.
Develop new visitor accommodation	This accommodation at a minimum would serve walking tours and other Piopiotahi activities. It is envisaged as being a modest scale accommodation facility (say with 125 beds) with potentially two standards catering for high end and tourist/walker standards.
Redevelop the tourist boat terminal	This idea would see the existing boat terminal redeveloped as a lower profile structure that serves as a transfer terminal building (like an airport) rather than as a visitor centre. Use of the visitor hub for ticketing/validation would reduce the time visitors are waiting in this location.
Restrict access of cruise liners in the inner sound from impacting sight lines of Mitre Peak	This would involve revising policies around cruise liners within Milford Sound Piopiotahi to reduce visual and environmental impacts, smoke emission and tsunami risks.
Remove fixed wing plane runway from Piopiotahi (via a phased withdrawal)	Undertake the phased removal (for example with a three to five-year notice period) of the fixed wing plane runway. This would free up what is very scarce flat space at Piopiotahi for a broad range of visitor uses such as a visitor hub and experience centre, spectacular viewing lines, coastal walks and tracks, and helipads. The use of helicopters would remain.

Idea	Description
Develop new walking tracks and observation points in Piopiotahi	These loop walks and observation points would afford views and cultural narration to Bowen Falls, Mitre Peak, Devils Arm, and rivers. There is potential for elevated walks (above the current hotel and to the top of Bowen Falls) that could add spectacular view points to those at sea level.
Establish an interpretive Marine Centre in Piopiotahi	This facility is envisaged to play a key marine education role. It would be used to deliver / reinforce conservation messages and interpret the marine reserve. It would contain a range of open aquarium tanks containing fish, static and interactive interpretation displays, and audio-visual experiences. Mana whenua could be employed in the delivery of mātauranga and kaitiakitanga.
Incorporate the commercial port (Deep Water Basin) into the visitor experience	This idea links the existing commercial operations into the overall visitor experience (rather than attempting to hide this activity). Through a series of walkways and observation points visitors would be able to observe activity and have it interpreted but be kept at a safe distance. The potential also exists to leverage the fresh seafood story by serving seafood.
Relocate resident accommodation	Establishing new resident accommodation would enable better quality, more compact housing to be developed in a safer location and this would free up scarce flat land for visitor purposes.

Behind the story of Milford Sound Piopiotahi

The opportunity exists to reassess how we are governing, managing, and developing Milford Sound Piopiotahi. The telling of the Piopiotahi story also needs to be brought together in a fresh coherent and visionary way. The area's infrastructure needs to protect both the natural environment and visitors to ensure it remains a world class natural environment. To achieve this, we are considering the following ideas:

Idea	Description
Development and management decisions could be led by one governance entity	In order to streamline management and development decisions associated with Milford Sound Piopiotahi and the Milford Road corridor, a single governance entity could be established.
Rebrand to recreate the Piopiotahi story	Milford Sound Piopiotahi would benefit from a rebranding initiative that ideally would form part of a wider full redesign of the sub-regional tourism proposition. This would reinforce the objectives of the project and would drive home to potential visitors that there are multiple opportunities on offer rather than just a few.
Develop better facilities and infrastructure for basic services such as water, wastewater, power and communication	Much of the infrastructure within Milford Sound Piopiotahi and the Milford Road corridor is old and under pressure from visitor demands and the impacts of the natural environment. More robust fit for purpose infrastructure up to modern environmental standards should now be developed. Appropriate access and separation between users of Deep Water Basin is currently being investigated.

Public Service Reform Agenda Update

Record No: R/20/10/60974

Author: Rex Capil, Group Manager Community and Futures

Approved by: Ross McNeil, Interim Chief Executive

☐ Decision

☐ Recommendation

☒ Information

Purpose

- 1 The purpose of this report is to provide an overview to the Community and Strategy Committee on recent happenings in the broader subject area of the public service reform agenda.
- 2 This report details the central government activity that is occurring in the public service reform area which involves various parts of the public service, that may have some form of impact on local government and its function, and therefore form, in the future. There is an overall strong centralisation theme to the public service reform agenda from central government. As a result it is suggested these sorts of changes and the reform agenda may cumulatively drive the biggest change to the local government sector since the amalgamations of 1989 in upcoming years.

Context – Future of Local Government

- 3 In the management report presented to the Council meeting on 29 September 2020 a section related to the “Future of Local Government” noted:

“Local Government New Zealand (LGNZ) and Society of Local Government Managers (SOLGM) are advancing work to scope a future of local government work stream which will look at the changing role of the sector, particularly in light of the extensive changes that are likely to occur as a result of the three waters reform and resource management reform processes.

The work stream will have a particular focus on the role of local government in supporting community wellbeing and how this might further evolve in the future including the relationship between central and local government, the relative importance of the civic leadership role played by the sector and community led development.

The reducing role of the local government sector in both the infrastructure provision and regulatory service areas are likely to have an impact on the number, shape and form of local authorities in the future. This is expected to include discussion about whether it remains relevant to have a distinction between regional and territorial local authorities.”
- 4 The consistency of messaging was reinforced in the September 2020 edition of The First Edition – Southland District Council’s magazine. Specifically, some of the points noted include:

“Nobody can say for sure what local government will look like in five years, but one thing is certain – it will look very different than it is today.”

“Central government’s ongoing reforms of vocational education, the district health board model and new Public Service Act mean that as a territorial authority we are operating in a new world, with new thinking and new processes required. Work is well underway at a national level in scoping what the role of local government will be going forward, taking into account our legislative obligation to the four aspects of community wellbeing – social, economic, environmental and cultural.”

“It is a time of change for local government. He sees council’s primary role evolving from that of infrastructure management and service provision to helping to position and lead communities to meet the opportunities and challenges that the future will bring.”

“A comprehensive review of the resource management system led by retired Court of Appeal Judge Tony Randerson QC recommends the repeal and replacement of the Resource Management Act 1991 and new strategic planning legislation. The Randerson report says it’s outside our terms of reference but we strongly recommend there’s reform of local government.”

“Alongside the RMA review there is the three waters reform process through which central government has indicated a move to form multi regional water entities to take over the delivery of water, wastewater and stormwater services from local authorities. These sorts of changes will cumulatively drive the biggest change to local government since the amalgamations of 1989.”

“In terms of how that will affect local government he says there will be a much stronger focus on what are the needs of the communities, how are those needs met and how are they best delivered?”

“He believes the structural reform of local government will be the secondary issue. The bigger issue will be what is it that local government’s doing and how do we continue to define and implement that delivery piece.”

“That’s some of the opportunity – how do local authorities achieve that broader wellbeing and have that integrated planning which is hopefully more consistent and efficient across the country? It requires collaborative planning by a wide range of agencies, from council, health and justice to infrastructure providers such as NZ Transport Agency, power companies and telephone companies.”

- 5 The LGNZ sector brief received on the 7 October 2020 from Stuart Crosby, President of LGNZ again reinforced similar themes. He commented:

“... comes at a time of reform for the wider local government sector, across three waters and freshwater, as well as significant change in indigenous biodiversity and the Resource Management Act.

As part of the three waters reform discussion, a clear message from right across the sector has been that there needs to be careful consideration around how councils will continue to promote the wellbeing of their communities during and after the three waters reform process.

We’ve heard you loud and clear. This is an issue that is bigger than three waters. The future of local government, and how communities steer their individual destinies, is vital to their wellbeing and the wellbeing and prosperity of our nation.”

“Given the scale of the proposed three waters reforms, any discussion around them that does not fulsomely discuss the future of local government as a whole is not a discussion that we think is fair or acceptable.

It is National Council’s view that reform discussions have to consider what the role and function of local government will be in the future, to ensure that our system of local governance continues to function, and that communities aren’t disenfranchised by these reforms.”

“To progress this issue, LGNZ and the SOLGM have developed a joint proposal that will front foot how the sector wishes to address the question of “What is the future of local government?”

“The interregnum period during the election will be a good time to further develop this, with a view to briefing the incoming Minister of Local Government after the formation of the Government.”

Public Sector – Three Waters

- 6 The following points were highlighted in the September 2020 edition of The First Edition – Southland District Council’s magazine:

“Leading the charge is the government’s reform of three waters service delivery, which promises to bring the biggest change to the way local government operates since the amalgamations of 1989.

Three waters refers to drinking water, wastewater and stormwater, and the delivery of these services, which is currently done by territorial authorities including Southland District Council, is under the microscope.

The three waters sector faces many challenges, including rising costs, increasing environmental standards, climate change and seasonal pressure from tourism. These challenges, along with recommendations from the inquiry into the Havelock North water supply contamination incident in 2016, mean that our business as usual will have to change.

The government inquiry into Havelock North drinking water identified widespread systemic failure of suppliers to meet the standards required for the safe supply of drinking water to the public, and made a number of urgent recommendations.

This inquiry highlighted that, in many parts of the country, communities cannot be confident that drinking water is safe or that good environmental outcomes are being achieved. This work also raised concerns about the regulation, sustainability, capacity and capability of a system with a large number of localised providers, many of which are funded by relatively small populations.

The regulatory parts of the reforms are well advanced with the development of new legislation and the creation of Taumata Arowai, the new, independent water services regulator. This new Crown entity is currently being built and will become responsible for drinking water regulation once a separate Water Services Bill, currently before Parliament, is passed. This is expected in mid 2021.

In July this year, the government announced a \$761 million funding package to provide post Covid-19 stimulus across the country to improve three waters infrastructure, support a three year programme of reform of local government water service delivery arrangements and support the establishment of Taumata Arowai.

In August, Southland District Council opted into the first stage of central government’s three waters reform process. This part was voluntary but it came with the incentive of SDC getting access to \$13.5 million of that funding stimulus package, provided that we signed a memorandum of understanding and supplied a work plan on how the money will be spent. Opting in signals that Council agrees with the need for reforms and the new delivery model proposed.”

Public Sector – Resource Management

- 7 On 5 August 2020 the Minister for the Environment released the Randerson Committee’s report setting out the findings and recommendations of its review of the Resource Management Act. The committee was asked to, and has, delivered a fundamental review of the resource management system.
- 8 It is important to note that the findings are still to be considered and accepted by government, however there is a strong and collective view that there will be change.
- 9 The report recommends substantial changes to the present system with the aim of establishing more enduring solutions and to this end major new pieces of interrelated legislation are recommended:

- the repeal of the Resource Management Act 1991 (RMA) and its replacement with new legislation suggested be named the Natural and Built Environments Act (NBEA)

“The focus of the NBEA would be on enhancing the quality of the environment and on achieving positive outcomes to support the wellbeing of present and future generations. This would include recognition of the concept of Te Mana o te Taiao which refers to the importance of maintaining the health of our natural resources, such as air, water, soil, and their capacity to sustain life. This new focus would be achieved through a system designed to deliver specified outcomes, targets and limits for both natural and built environments.

Significant changes to processes are recommended including stronger national direction and the introduction of combined plans for each region.

It is expected these changes would result in clearer direction, reduced complexity and opportunity for enhanced environmental quality.”

- new legislation suggested be named Strategic Planning Act

“This would set long term strategic goals and facilitate the integration of legislative functions across the resource management system. These would include functions exercised under the new Natural and Built Environments Act, the Local Government Act, the Land Transport Management Act and the Climate Change Response Act.

This legislation is also designed to integrate land use planning with the provision of infrastructure and associated funding and investment. Regional spatial planning will play a critical part in delivering the intended outcomes for the resource management system. The new legislation would include strategic planning for urban growth and responding to change, measures to respond to the effects of climate change, and the identification of areas unsuitable for development due to their natural values or importance to Maori.”

- new legislation suggested be named Managed Retreat and Climate Change Adaptation Act

“Managing the effects of climate change has been a significant focus of the review. It concluded that the complexities of the process of managed retreat (for example in coastal areas) required new discrete legislation.”

- 10 The report also identifies the importance of providing for a much more effective role for Maori throughout the resource management system.

- it is suggested a future resource management system should provide a direct role for Maori in decision making and in the design of measures and processes to give effect to the principles of Te Tiriti
- it is also recommended the creation of a National Maori Advisory Board with a range of functions including providing advice to government and oversight of the resource management system from the perspective of mana whenua.

- 11 The report also emphasises the success of the new resource management system will depend on the capacity and capability of all involved in it. It suggests it is essential that substantially increased funding and resources be provided by both central and local government if the objectives of the new system are to be realised.

- 12 The report also raises two matters it explicitly identifies that are outside the terms of reference for the review. These are:

- reform of local government

“It has become clear to us that the resource management system would be much more effective if local government were to be reformed.

The existence of 78 local authorities in a nation of just five million people is difficult to justify. Much could be achieved by rationalisation along regional lines, particularly in improving efficiencies, pooling resources, and promoting the co-ordination of activities and processes.

Reform of local government is an issue warranting early attention.”

- rights and interests of Maori in freshwater resources

“The Panel’s view is that it would be desirable for the Crown and Maori to address and resolve this issue sooner rather than later. Without such a solution, we believe the allocation and use of water rights will continue to pose significant difficulties for all those involved in the system.”

- 13 The report is a first step in a reform process involving the potential for significant change in government policy and the form of future legislation.

Public Sector – Extending the Government Procurement Rules

- 14 The Ministry of Business Innovation and Employment (MBIE) is currently undertaking a public consultation to understand the potential benefits, opportunities and other impacts of extending the government procurement rules to a wider set of government entities in the New Zealand public sector.

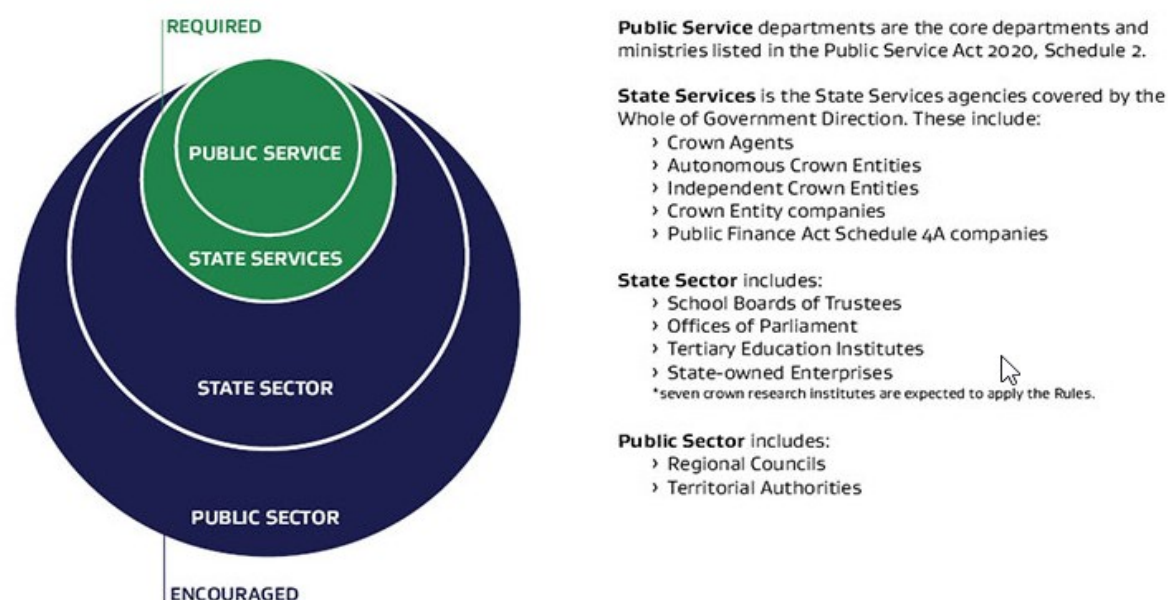
- 15 The New Zealand public sector encompasses a broad range of government entities that include:

- Ministries and departments, eg MBIE
- Crown entities, eg Accident Compensation Corporation (ACC) and district health boards
- Crown Research Institutes, eg National Institute of Water and Atmospheric Research Ltd (NIWA)
- Public Finance Act Schedule 4A Companies, eg City Rail Link Ltd
- School Boards of Trustees
- Public Finance Act Schedule 4 Organisations, eg Fish and Game councils
- Officers of Parliament, eg The Controller and Auditor General
- Universities
- State Owned Enterprises, eg KiwiRail Ltd
- Regional and Territorial Authorities.

- 16 Government procurement is regulated in New Zealand by the Government Procurement Rules. Currently it is mandatory for approximately 135 government entities to apply the rules.

- 17 Most government entities are ‘encouraged’ to apply the rules as good procurement practice. This includes a significant proportion of the remainder of the New Zealand public sector, including 2,400 school board of trustees and 78 regional and territorial authorities.

- 18 The diagram below shows that a significant proportion of New Zealand's public sector is not required to apply the rules:



- 19 In the current policy settings, Government is limited in its ability to influence government procurement policies in the State and Public Sector, implement system wide improvements to procurement practices and achieve greater public good that is spent each year by the government sector.
- 20 The public consultation MBIE is undertaking in this space will assist in informing the policy development process and advice to ministers, which directly or indirectly could impact on the local government sector in the future.

State Services – Health Service Delivery

- 21 On 16 June 2020 the Health Minister released the final report of the Health and Disability System Review which makes far reaching recommendations.
- 22 The Minister noted:
- “It sets out a path towards a better, more sustainable health system with clear lines of accountability. One that is more responsive to the needs of local communities and that better tailors services to the way that people live their lives. This is particularly important when it comes to improving health outcomes for those most in need including Maori, Pacific people, the disabled and rural communities.”
- 23 The review's recommendations include:
- shifting to a greater focus on population health
 - creating a new Crown Entity, provisionally called Health NZ, focused on operational delivery of health and disability services and financial performance
 - reducing the number of DHBs from the current 20 down to 8-12 within five years, and moving to fully appointed boards

- creating a Maori Health Authority to advise on all aspects of Maori Health Policy and to monitor and report on the performance of the system with respect to Maori
- greater integration between primary and community care and hospital/specialist services.

24 The Minister also noted:

“Cabinet has accepted the case for reform, and the direction of travel outlined in the review, specifically changes that will reduce fragmentation, strengthen leadership and accountability and improve equity of access and outcomes for all New Zealanders.

That means we are committing to an ongoing programme of reform to build a stronger health and disability system. Decisions on individual recommendations will be taken to Cabinet over coming months and into the next term of Parliament.

Make no mistake, reforming our health and disability system is a massive undertaking, and will not happen overnight. Meaningful change and improvement will take concerted effort over many years.

This is a once in a generation opportunity to back our world class doctors, nurses and other health staff and deliver a truly national health and disability system.”

Public Service – Public Service Act 2020

25 On 23 July 2020 Parliament passed the new Public Service Act 2020, which repealed and replaced the State Sector Act 1988.

26 The minister of state services noted:

“The changes in this bill lock in and expand the thinking and practices of collaboration that this government has been championing.

It is no longer possible for any one single agency to fix the really big and complex problems New Zealand faces today. Policy and operational silos take you only so far.

The State Sector Act 1988 was designed for its time and since then there have been major social, economic and technological changes, many of them on a global scale.

The new act gives the public service the tools and organisational agility to work together to tackle the most challenging, intergenerational issues and deliver services in ways that work best for New Zealanders.

The naming of the act itself also signals a shift in focus, placing a clear emphasis on service to New Zealand individuals and communities as the key focus and motivation for all public service agencies and activities.”

Recommendation

That the Community and Strategy Committee:

- a) Receives the report titled “Public Service Reform Agenda Update” dated 30 October 2020.**
- b) Determines that this matter or decision be recognised as not significant in terms of Section 76 of the Local Government Act 2002.**
- c) Determines that it has complied with the decision-making provisions of the Local Government Act 2002 to the extent necessary in relation to this decision; and in accordance with Section 79 of the act determines that it does not require further information, further assessment of options or further analysis of costs and benefits or advantages and disadvantages prior to making a decision on this matter.**
- d) Notes the central government activity that is occurring in the public service reform area may have some form of impact on local government and its function, and therefore form, in the future.**

Attachments

There are no attachments for this report.

Update on Council's Strategy Development Programme

Record No: R/20/10/61863

Author: Robyn Rout, Policy Analyst

Approved by: Rex Capil, Group Manager Community and Futures

☐ Decision

☐ Recommendation

☒ Information

Purpose

- 1 The purpose of this report is to:
 - update the Community and Strategy Committee (the committee) on work that has been completed on the strategy development work programme
 - outline that staff believe more information is required on a district vision, before staff complete Council's internal strategy development work.

Executive Summary

- 2 In July 2020, this committee endorsed staff undertaking work on a strategy development programme.
- 3 Staff have completed a stocktake of Council's strategies and plans, and have identified other relevant regional and national strategies. All of the strategies have been categorised in relation to Council's community outcomes and the community wellbeings.
- 4 While undertaking work to prioritise particular strategies for development and to amend Council's strategic framework, it has been identified that Council is missing information.
- 5 Staff believe the pinnacle of Council's organisational framework should be a district vision – a community vision for the district as a whole that outlines the aspirations of the district and what the district should be like in the future.
- 6 Council's vision should then closely align to the district vision, while also considering and encompassing the community wellbeings. This will ensure Council is not acting in a silo, and is in tune with, responsive to, and serving our community.
- 7 For these reasons, staff do not believe they can proceed to develop an amended strategic framework or accurately identify and prioritise Council's internal strategies, without more information on a vision for the district.
- 8 In accordance with a report also being presented at this meeting, staff are recommending that Council facilitate and develop a 'Vision 2050 Project' for the district as a whole. This work would modify a component of the strategy development programme endorsed by this committee on 8 July 2020– to investigate a 10-year strategy for the Southland District.
- 9 When sufficient information has been captured through the Vision 2050 Project, staff would then proceed and finalise internal strategy development plans, amend Council's strategic framework, and develop strategy implementation plans. It is anticipated this work would start near the end of next year (2021).

Recommendation

That the Community and Strategy Committee:

- a) Receives the report titled “Update on Council's Strategy Development Programme” dated 30 October 2020.**
- b) Determines that this matter or decision be recognised as not significant in terms of Section 76 of the Local Government Act 2002.**
- c) Determines that it has complied with the decision-making provisions of the Local Government Act 2002 to the extent necessary in relation to this decision; and in accordance with Section 79 of the act determines that it does not require further information, further assessment of options or further analysis of costs and benefits or advantages and disadvantages prior to making a decision on this matter.**
- d) Notes that on 8 July 2020, the Community and Strategy Committee endorsed a strategy development work programme to be undertaken from 2020 through to 2024.**
- e) Notes the work staff have been doing on the strategy development work.**
- f) Notes that staff believe the development of a district vision and wider community input is necessary to progress strategy development and implementation plans, and to amend Council’s strategic framework.**
- g) Notes that a report on this agenda, ‘Our Southland district community – Vision 2050 Project’, proposes facilitating the development of a 2050 vision for the district.**
- h) Notes that if Council endorses the Vision 2050 Project, it is anticipated staff would be able to continue progressing the development of Council’s internal strategy development programme, late in 2021.**

Background

Community future planning work

- 10 As part of the Long Term Plan (LTP) 2018-2028 process, Council (of the previous triennium) identified the need to invest in planning for the future, and endorsed an approach to undertake big picture research and analysis work.
- 11 In the LTP 2018-2028 Council confirmed that it would invest in developing a district-wide community future planning model to help make decisions about the activities and services Council will provide in the future. This work was to assist Council in preparing for the future and to begin to gather the information needed to inform decision-making for the future of Southland. In the LTP 2018-2028, funding was allocated to this work, including \$250,000 in 2021 (note - budgets will be reconsidered through the 2021-31 LTP process).
- 12 In response to the LTP decision making, the community and futures research and analysis programme of work was developed. This included strategy development work, to increase our investment in community planning, and ensure we understand, plan for and respond to the changes and opportunities for the future of the district.
- 13 A strategy sets out the vision and priorities to achieve long-term district outcomes. It is a high-level document which addresses the major issues, principles and beliefs of Council in broad terms.

Risk

- 14 In June 2020, Council adopted the top 10 strategic risks effective from July 2020. The fourth risk identified for Council is 'inadequate, incomplete or lack of strategy/policy impacts the wellbeing of the District'. The strategy development work programme is the first step in the process of mitigating some of this risk to Council.

Progression on strategy development work to date

- 15 At the end of 2019, staff from the strategy and policy team undertook preliminary discussions with consultants Rebecca McElrea and Sandra James, to discuss Council's strategy development and begin discussions around a development programme to move us forward over the next five years.
- 16 On 3 December 2019, this committee endorsed the community and futures research and analysis work programme transitioning to investigate an identified Council strategy deficit, and supported working towards a programme of work to progress strategy development over at least the next five years.
- 17 On 8 July 2020, the committee endorsed:
 - undertaking a strategy development work programme from 2020 to 2024, from which strategy development and implementation plans will be completed
 - developing an organisational framework to integrate and align the activities Council delivers to its communities (that integrates Council's mission, vision, community outcomes, strategies and implementations plans)

- investigating a 10-year strategy for Southland, that will align Council's strategic priorities to Council's vision, and link to Council's purpose and values
- presenting a comprehensive five-year strategy implementation plan to the committee by December 2020.

Issues**Completed work****Stocktake**

- 18 Staff have completed a stocktake of strategies and other high-level policy statements, standards and plans that are relevant to Council. This includes documents produced by Council, and produced by other organisations in the district, the Southland region, and other areas of New Zealand. All of these strategies have been aligned to the community wellbeings outlined in the Local Government Act 2002 (LGA) and to Council's community outcomes. Although it is likely additional documents will be found, the current stocktake includes 289 documents. Some of these documents are very relevant to people in the district and to Council, while others are of low relevance.
- 19 Council's suite of strategies is as follows.

<ul style="list-style-type: none">• Financial Strategy• Infrastructure Strategy• Open Spaces Strategy• Stewart Island Visitor Strategy 2010-2015• Southland District Council s17A Service Delivery Review Strategy Project Plan• Forest Estate Investment Strategy 2015-2025	<ul style="list-style-type: none">• Enforcement Strategy and Prosecution Policy• Roading Procurement Strategy• Inclusive Communities' Strategy 2009• The Southland District Story Strategy 2017• Around the Mountains Cycle Trail Strategy• Customer Support Strategy
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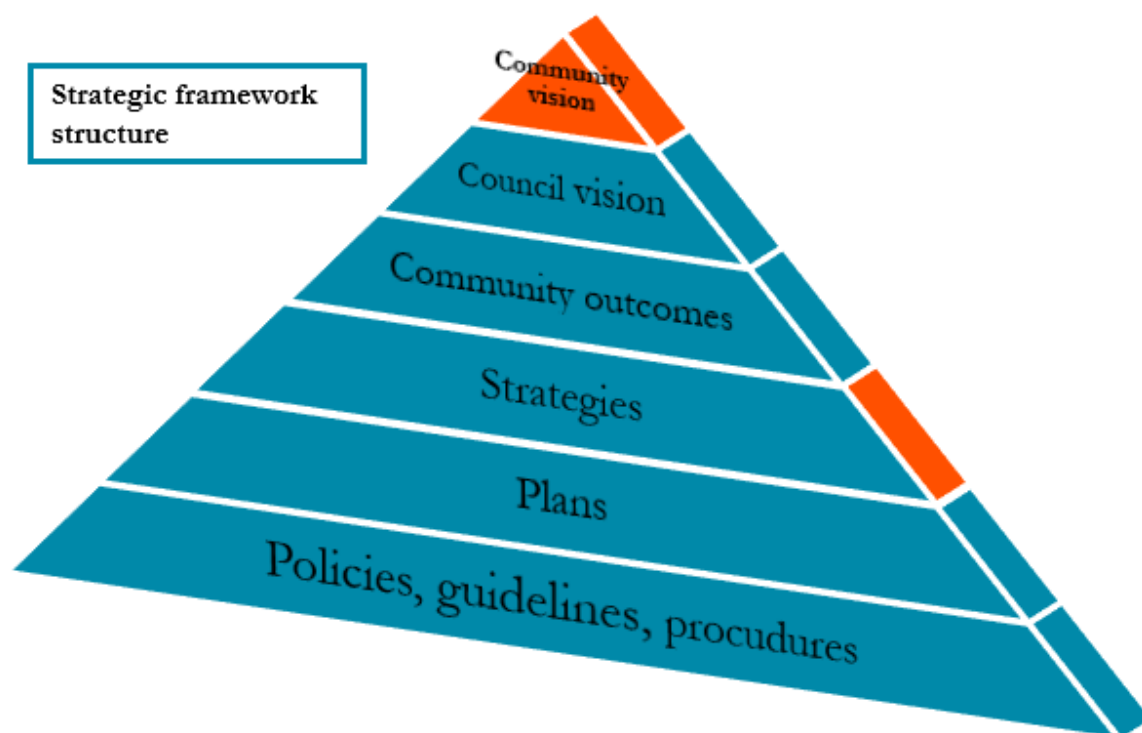
Undertaking a gap analysis for a five-year strategic development plan

- 20 Staff have also commenced work to identify the internal strategies Council might need and that should be prioritised. A list of possible strategies has been identified. Criteria have also been developed, that staff intend to apply as a prioritisation/needs assessment tool, to identify the strategies Council should develop and when. The draft criteria, to determine need and priority, are whether a potential strategy is:
- directly linked to Council's vision
 - directly linked to the community wellbeings in the LGA
 - relates to current and anticipated issues
 - already covered (guidance is given) by other district, regional or national strategies/standards/plans etc

- practical to implement and to use (the strategy can't be too specific or too high level, and the suite of strategies should provide guidance on all areas of decision making and there shouldn't be too many strategies)
- the extent that an issue is particularly complex (technical, related to other issues, diverse views on the issues, large number of stakeholders etc)
- the amount Council is likely to spend in that area
- the number of people impacted or interested in the matter
- the potential impact of a strategy (consequence if not implemented, potential for change etc).

Amending the strategic framework

- 21 Staff have also begun work to amend Council's strategic framework. It is intended the framework will incorporate potential strategies and establish a clear hierarchy for how Council will operate. Vision statements will link down to particular community outcomes Council wants to achieve, that will be visioned through strategies, and actioned through a number of plans.



More information is required

- 22 Staff believe that in order to identify and prioritise appropriate strategies, and in order to amend Council's strategy framework, more information is required.
- 23 Currently, there is not a clear community vision on where the district should be in the future. Some community views have been captured in community engagement work for the LTP and through the development of community board plans. However, staff believe this information is not sufficient to guide Council's strategy development, as an entire community perspective is required – where all stakeholders, groups, minorities, etc are involved in forming a district vision.

- 24 Staff believe that Council's vision should closely reflect the community's vision, while also considering the community wellbeings. Aligning a community and Council vision would ensure Council is not acting in a silo, and is in tune with, responsive to, and serving our community.
- 25 In terms of proceeding and amending the strategic framework, a community vision (the apex of the framework and ultimately what Council is trying to achieve) is missing. This absence makes it difficult to identify and prioritise appropriate strategies. It is also hard to determine what strategies should be developed and prioritised (completing the required gap and need assessment), as staff do not have sufficient knowledge of community views on what people in the district see as current and anticipated issues (that Council might prioritise addressing through strategy development).
- 26 For this reason, staff are proposing to facilitate and develop a 'Vision 2050 Project' for the district as a whole, and the details of this project are outlined in a report titled 'Our Southland district Community – Vision 2050 Project' in this meeting agenda.
- 27 On this basis, staff are requesting the committee note that a component of the strategy development work programme that was endorsed by this committee on 8 July 2020 may be modified (pending the committee's decision on the Vision 2050 Project). The committee previously endorsed investigating a 10-year strategy for the Southland District. Staff are now proposing to facilitate the development of the 'Vision 2050 Project' instead.

Factors to Consider

Legal and Statutory Requirements

- 28 Council is required to have an infrastructure strategy and a financial strategy as part of its LTP. Aside from these requirements, there are no other legal requirements to have strategies.
- 29 As part of Waka Kotahi/the New Zealand Transport Agency's procurement manual, Council is also required to have a Roadway Procurement Strategy, which is an additional (non-legislative) strategy requirement.
- 30 The LGA does place obligations on Council that relate to having a strategic approach.
- 31 The committee will be aware, section 10 of the LGA outlines that the purpose of local government includes promoting the social, economic, environmental, and cultural well-being of communities, in the present and for the future.
- 32 In performing its role, Council must also act in accordance with a number of principles (section 14 of the LGA). Council should:
- give effect to its identified priorities and desired outcomes in an efficient and effective manner
 - make itself aware of, and have regard to, the views of all of its communities
 - take account of the diversity of the community, and the community's interests within the District, when making a decision
 - take account of the interests of future and current communities, when making a decision

- take account of the likely impact of any decision on each aspect of well-being, when making a decision
- provide opportunities for Māori to contribute to its decision-making processes
- actively seek to collaborate and co-operate with other local authorities and bodies to improve the effectiveness and efficiency with which it achieves its identified priorities and desired outcomes.

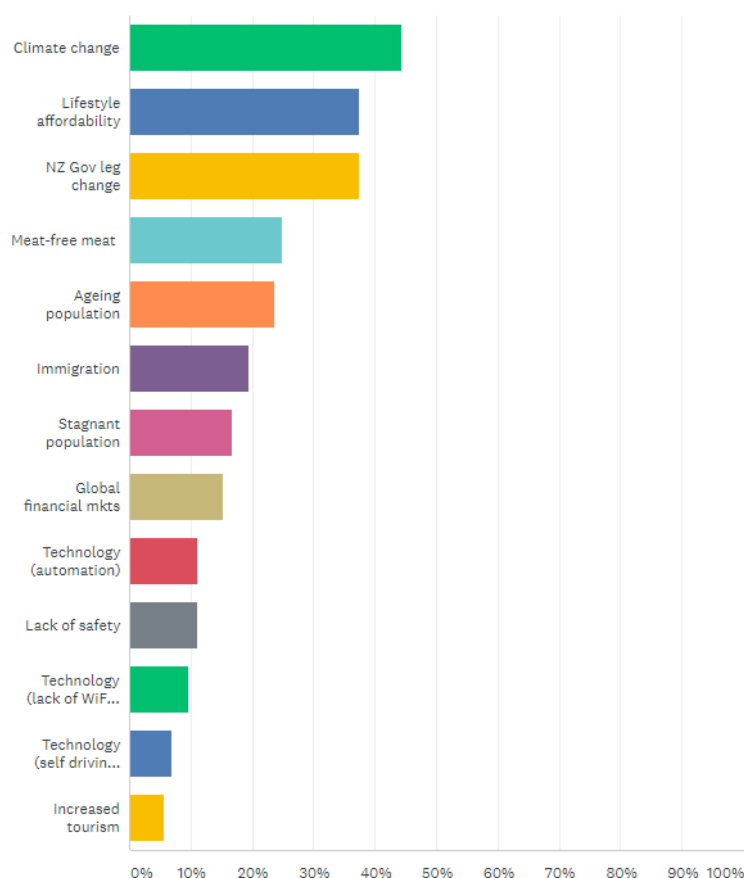
These principles outline that Council should consider a diverse range of community views and the community wellbeings when it performs its role, and consider current and future community interests. Council should also effectively and efficiently give effect to its priorities and desired outcomes.

Community Views

- 33 Some engagement work was undertaken in 2019 to prepare for the 2021-31 LTP. In a survey, 77 people from local community groups and community events gave feedback, and generated the following views on the district's future.

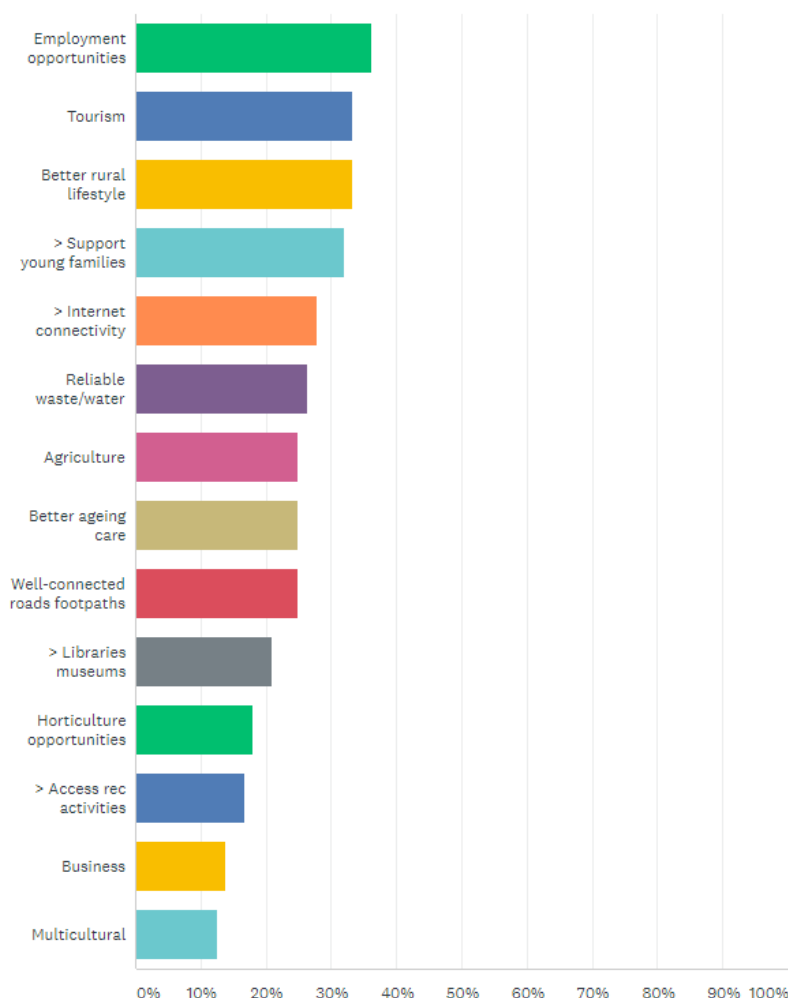
What are you worried about in the future?

Answered: 72 Skipped: 5



What future opportunities would you like to see within the District?

Answered: 72 Skipped: 5



- 34 Council is also aware of strategic thinking within our community, as community boards have been generating community board plans. These plans outline a vision for each board, the outcomes the boards would like to achieve, and action plans have been generated to try and achieve the boards' visions.

Costs and Funding

- 35 The costs associated with the development of a work programme and framework for strategy development are currently met within existing budgets allocated through Council's LTP 2018-2028.
- 36 If future funding in LTP 2021-2031 was unavailable or diminished, this would impact the quantum of work that could be completed. The implications would be less internal capacity and external resource support to undertake strategy development work.

Policy Implications

- 37 There are no policy implications in developing a programme of work for strategy development.

- 38 As work progresses and community and Council strategies are developed, there may be policy discussions to be undertaken with Council at future dates.

Assessment of Significance

- 39 This matter has been assessed as being a lower level of significance in relation to Council's Significance and Engagement Policy and the LGA.

Next Steps

- 40 The proposed next step, as is outlined in this report and in the report on this agenda about the 'Vision 2050 Project', is to facilitate the development of a long-term vision for the district.
- 41 As the Vision 2050 Project progresses, staff would resume work on Council's internal strategy development programme. It is anticipated that by late 2021, enough information would be captured on a vision and on current and anticipated issues in the district, to finalise internal strategy development plans, amend the strategic framework, and develop strategy implementation plans. Staff would then report back to this committee with a proposal, in early 2022.

Attachments

There are no attachments for this report.

Our Southland District Community - Vision 2050 Project

Record No: R/20/10/59879

Author: Michelle Stevenson, Strategy and Policy Manager

Approved by: Rex Capil, Group Manager Community and Futures

☒ Decision

☐ Recommendation

☐ Information

Purpose

- 1 The purpose of this report is to seek endorsement from the Community and Strategy Committee for Council staff to undertake the facilitation and development of the “Our Southland District Community – Vision 2050” project for the district as a whole.
- 2 This report also provides examples of similar work that has been undertaken by individual councils across the country over the past decade and how this work can be used to support and assist the development of this project.

Executive Summary

- 3 Council, as a district leader, has a role to play in facilitating collaboration and alignment across central and local government, community groups and agencies. The “Our Southland District Community – Vision 2050” project is an opportunity to lead an approach for strategic focus on community outcomes and a future vision for the district. This approach can assist Council to determine its own strategic direction that aligns with and supports outcomes to achieve the district vision.
- 4 Throughout this report there are a number of examples to illustrate the work of other councils who have worked in this space and developed a vision for their district. These examples are an opportunity for Southland District Council to view an approach of a way of working that shows the principles of small council big community in action, and to see the outcomes that this can achieve.
- 5 This approach would be a new way of working for Southland District Council, and it is important to acknowledge that it will take time and patience to work through an understanding of Council’s role in supporting the long-term aspirations of a district vision 2050.
- 6 The examples provided illustrate the relationship of a district vision to Council’s Long Term Plan process, and the commitment and alignment required for Council to invest in the infrastructure and services that support the vision of the district. The approach recognises a district vision is not implemented solely through the development of strategies and documents internally within the Council, but through close relationships with many organisations, groups and individuals that have a role to play for delivering services within the district.
- 7 For “Our Southland District Community – Vision 2050”, success would see Council’s vision closely align to the district’s vision, and the support of Council and all stakeholders in achieving the outcomes identified.
- 8 Staff recommend that the committee endorse Council staff undertaking the facilitation and development of the “Our Southland District Community – Vision 2050” project.

- 9 If endorsed by the committee, staff across community leadership, communication and engagement and strategy and policy teams will report back to the committee in early 2021 with an approach to facilitation of the “Our Southland District Community – Vision 2050” project.

Recommendation

That the Community and Strategy Committee:

- a) **Receives the report titled “Our Southland District Community - Vision 2050 Project” dated 30 October 2020.**
- b) **Determines that this matter or decision be recognised as not significant in terms of Section 76 of the Local Government Act 2002.**
- c) **Determines that it has complied with the decision-making provisions of the Local Government Act 2002 to the extent necessary in relation to this decision; and in accordance with Section 79 of the act determines that it does not require further information, further assessment of options or further analysis of costs and benefits or advantages and disadvantages prior to making a decision on this matter.**
- d) **Notes the benefit in the development of the “Our Southland District Community – Vision 2050” project to assist in leading an intergenerational, community wide, collaborative approach to long term planning for the district as a whole.**
- e) **Recognises the value in the development of the “Our Southland District Community – Vision 2050” project in assisting to position and support the alignment of future council and community aspirations; and will foster increased partnership opportunities with communities and collaboration between agencies.**
- f) **Endorses Council staff undertaking the facilitation and development of the “Our Southland District Community – Vision 2050” project as part of the strategy and policy, communications and engagement and community leadership teams’ work programmes; and being integral for the development of the Long Term Plan 2024-2034.**

Background

- 10 In response to the 2018-2028 Long Term Plan decision making, the Community and Futures Research and Analysis Programme of work was developed. This included a number of work streams such as demographic trends, technological change, economic trends and affordability, central government influence, environmental considerations and risks and intergenerational shifts.
- 11 In December 2019, this committee endorsed the Community and Futures Research and Analysis Work Programme transitioning to investigate an identified Council strategy deficit – at a Council and community level – and programme of work to progress Council’s strategy development over a five year period to ensure we, as a Council, could plan for and respond to the changes and opportunities for the future of the district.
- 12 In June 2020, Council adopted the top 10 strategic risks effective from July 2020. The fourth risk identified for Council is ‘inadequate, incomplete or lack of strategy/policy impacts the wellbeing of the district’. The strategy development work programme for Council’s internal strategies was identified as the first step to support Council in mitigating this risk and assisting it in making future informed decisions aligned to community needs, aspirations, visions and plans. This in turn will assist council in prioritisation conversations with its communities and resource allocation decisions to deliver on Council’s business.
- 13 As noted in a separate report on this meeting agenda, it is recognised this strategy development programme of work will benefit from being included as part of the Vision 2050 project proposed in this report, and should be developed once enough information towards a district vision has been captured.
- 14 In developing the Long Term Plan (LTP) 2021-2031 a number of observations have been made and feedback received from a cross section of stakeholders. This has related to the process having limited wider community involvement; limited community understanding and engagement with the process; potential lack of alignment and lack of an overall cohesive approach related to community and Council views; and limited alignment between community and Council aspirations.
- 15 Significantly, the approach to Council’s LTP has recognised a limited investment in time and process development in understanding and recognising the wider, diverse and ‘all of community’ needs, aspirations, visions and other groups and agency plans.
- 16 It should be recognised the observations and feedback received should not be taken as a criticism or failing of the past or current processes. What it represents is an opportunity to build on and adopt improvement as Council and the district communities advance on the community planning and community engagement journey to ensure our communities are best placed to progress in the future.
- 17 As part of preparing for this project a robust and extensive research and analysis approach has been undertaken with other local authorities to be informed and understand how they have developed, adapted and aligned their approach to this type of work. It is acknowledged this type of approach and work programme is not new to the local government sector with some individual councils having been involved in delivering on this approach for a decade and longer.

- 18 The concept design for this project has also considered the impending sector reform agenda recognised by Local Government New Zealand (LGNZ) and Society of Local Government Managers (SOLGM). This project will support how Council can best assist Southland district communities in preparing for the impacts and outcomes of what could eventuate as being the most significant reform seen by the sector since 1989.
- 19 The LGNZ and SOLGM approach looks to recognise the significant role of councils in assisting to position and provide political leadership to communities to meet the opportunities and challenges that lay ahead in the future. This will see the need for more innovative thinking and ways of working, including increased service delivery partnership opportunities with communities and collaboration between agencies.
- 20 The “Our Southland District Community – Vision 2050” project is the next stage of an important journey for the Southland district community and Southland District Council.

Approach

- 21 In considering the strategic planning approach and developing the long term thinking required for strategy development, it is recognised the community and Council have been on a journey over the past few years to begin to connect the dots and build the bridge between Council and community.
- 22 It is also recognised that this process is in its early stages and while progress has been made there is still further work to be undertaken. This includes developing the next stage of strategy development work to support the alignment of the Council and community focus and for the Council approach to reflect the community and wider stakeholder involvement aligned to a collaborative and multi-agency approach.
- 23 It is expected the “Our Southland District Community – Vision 2050” project will be developed and delivered to assist in informing the LTP 2024-2034 (and LTP 2027-2037 and beyond) and will reflect that Council is part of a wider system of leadership, multiagency service delivery approach and enables community led development.
- 24 This will also promote the opportunity for the district’s nine community board plans to contribute and align to the thinking around a district vision, and be agile and responsive to this vision, while also supporting and progressing outcomes through local initiatives and the LTP development.
- 25 The LTP 2021-2031 process has evolved and developed with a Council service delivery focus. On reflection this has promoted the opportunity to consider how this process can involve the community more and be more representative of the diversity that makes up the community residents and stakeholders.
- 26 This process review has also recognised the need to facilitate and initiate engagement opportunities at an earlier stage and through a variety of community engagement tools and techniques to consider the Southland District Community Vision 2050 from a whole of district perspective. Hence the need to signal early and plan in advance for the development of the LTP 2024-2034.
- 27 Council as a district leader, has a role to play in facilitating collaboration and alignment across central government, local authorities and community groups and agencies. The “Our Southland

District Community – Vision 2050” project will provide a forum for that collaboration and help identify a strategic focus on community outcomes and future vision for the district. This approach can then assist Council to determine its own strategic focus that aligns with the wider vision of the district, and all those who work, live and play within it. By working together, we will achieve more than by working separately.

- 28 This means a fundamental shift in approach from preparing a Council plan and going out to the community asking what they think of what Council is going to do; to developing a district vision with a longer term focus to 2050, from which, Council’s LTP process and development would reflect the district’s vision and recognise Council partnering with multi agency stakeholders to deliver its services as part of a wider community wellbeing approach.
- 29 The wider community wellbeing approach will mean a broader use of engagement tools and methods that reflect and recognise community diversity and enhance the capability for fair and equitable representation and inclusive involvement. This will mean the delivery of a suite of engagement opportunities over a period of time to ensure extensive coverage of community views.
- 30 A focus of engagement will be on the principles related to
- place based leadership
 - stakeholder relationship management
 - collective impact and codesign development
 - engaged communities – not just engaging with communities
 - respect for diversity and future generations
 - consideration of wellbeing of/for all.
- 31 The overall approach and concept design for the project is attached as attachment A to this report.
- 32 The attachment illustrates the approach: with the engagement techniques shown in the centre aiming to build the bridge between council and community; to support the community focus component of the project (represented on the left hand side); to then inform and support the Council focus (represented on the right hand side) to assist council with prioritisation and resource allocation decisions as part of the LTP process contributing to delivery of the district vision 2050.

Context - examples

- 33 In developing the concept design and approach to the “Our Southland District Community – Vision 2050” project a number of examples from other Councils have been sourced and considered. A snapshot of examples follows to assist in providing the context of this work and illustrate how it has been advanced by other Councils over the past decade and longer.

Rotorua Lakes Council



- 34 Vision 2030 – The Rotorua Way establishes a way forward for the Rotorua district and drives everything Council does, working with the community to achieve a positive future.
- 35 Rotorua Lakes Council is committed to delivering on its part in progressing Rotorua 2030 recognising that it is one of many stakeholders with a responsibility to do so. Rotorua Lakes Council commitment to Vision 2030 is reflected in Council’s long term plan and annual plans and assists in focussing the Council to operationalise the resource allocation and prioritisation decisions based on this commitment.
- 36 Vision 2030 - ‘The Rotorua Way provides the direction for Council guiding its long term, annual and spatial plans and aligns with other strategic approaches with other partners providing for an overall integrated planning approach. This assists Council in decision making around key projects and initiatives with the future focussed plans, key projects and initiatives being recognised as Council’s way in supporting the wider district in how it will deliver Vision 2030.



ROTORUA VISION 2030

This is our home, we are its people.
We're **the heart of Te Arawa**
and a centre for Māori culture and expression.
We're innovative and we share what we learn.
We're driving opportunity, enterprise and diversity.
We're **supporting a legacy of sustainability**
for our environment.
Rotorua is a place for everyone...
Tatau tatau - We together.

Koinei tō tātau kāinga. Ko tātau ōna tāngata.
Nā tātau tonu i ora ai te ahurea
Māori me ōna āhuatanga katoa.
He iwi auaha tātau e tuku nei i tā tātau e ako nei.
E kokiri nei tātau i te angitu,
i te hihiri me ngā rerekētanga maha.
E kaha tautoko nei tātau i whakapūmāutanga o te taiao.
Mō te katoa a Rotorua...Tatau tatau

People | Culture | Place

Supporting our vision are seven 2030 goals:

						
Papa whakatipu Outstanding places to play	Waahi pūmanawa Vibrant city heart	Whakawhanake pākihi Business innovation and prosperity	Kāinga noho, kāinga haumarū Homes that match needs	He hāpori pūmanawa A resilient community	He huarahi hou Employment choices	Tiakina to taiao Enhanced environment

Rotorua's 2030 Vision established our district's long-term goals, setting the direction for the district and for council work, services and planning. During the past few years the focus has been on issues needing immediate attention. The next 2030 chapter, The Rotorua Way, has established what's special about our place, identifying our district's strengths and setting out opportunities that will help us build on those.



The Rotorua Way identified our key strengths:

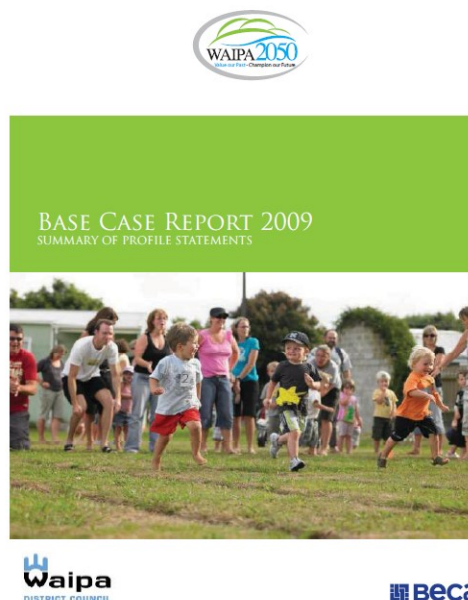
ACTIVE ENVIRONMENT Spouting geysers and crater lakes, adventurous spirit, invigorating the senses, expansive forests and farmlands
STRONG CULTURE Spirit of manaakitanga, heart of te ao Māori, contemporary expression, shared cultures and passions
EASY LIFESTYLE Essence of Rotorua, choice and wellbeing, easy living, key connections
DIVERSE OPPORTUNITIES Economic strength and diversity, top in tourism, leading the way, central business hub



Big moves ensure ongoing progress:

Some big moves which reflect what we are trying to achieve against these strengths and opportunities will be required to ensure ongoing progress towards the 2030 goals. These major projects will have a focus on one or more of our strength areas and could be delivered in a given financial year or across multiple years.

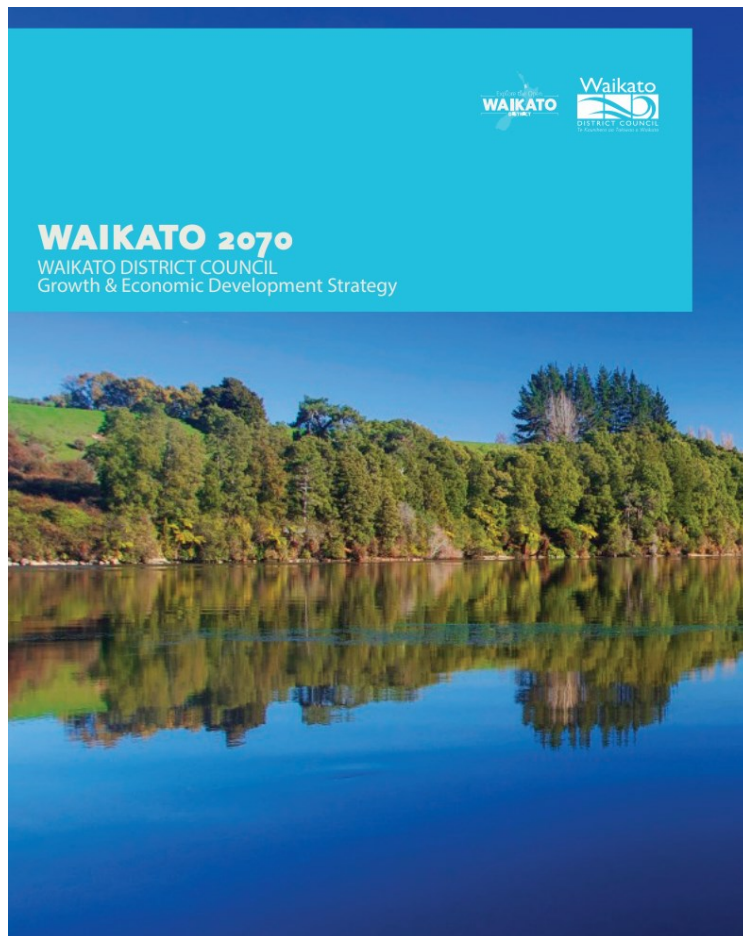
Waipa District Council



- 37 In 2009 Waipa District Council commenced a project called 'Waipa 2050' to assist in managing growth in a co-ordinated and sustainable way.
- 38 A key component of this was to identify the community's vision and plan for growth. The community visioning and engagement process followed a thorough inclusive community process and research and analysis of other informing documents. This led to the development of a "base case" report which provided a snapshot of the district footprint. It provided information on the opportunities, constraints and issues the Waipa District face. This included 14 profile statement reports which provided information on a variety of topics including demographics, social services, tourism, urban growth, waste water, water supply, stormwater, transportation, other services, economic development, culture and heritage, landscape, the physical environment, and strategic policy and planning frameworks.
- 39 The 2009 strategy was reviewed in 2017.
- 40 The Waipa 2050 strategy is also implemented within the Council's 10 year plan. The 10 year plan makes provision for Council investment for infrastructure requirements and associated work programme to service the investment areas identified in the Waipa 2050 strategy.
- 41 It also recognises that Waipa 2050 will not be implemented solely through the development of strategies and documents internally within Waipa District Council but it will be implemented through a close relationship with the organisations, groups and individuals that have a role to play for delivering services in the district – including tangata whenua, community service providers, government agencies, transport providers, utility providers, private sector providers and neighbouring authorities.

42

Waikato District Council



- 43 Waikato 2070 has been developed to provide guidance on appropriate growth and economic development that will support the wellbeing of the Waikato district.
- 44 The growth strategy is a guiding document that Waikato District Council uses to inform how, where and when growth occurs in the district over the next 50 years. The growth indicated in Waikato 2070 has been informed by in-depth analysis and combines economic, community and environmental objectives to create liveable, thriving and connected communities. The growth direction within Waikato 2070 will ultimately inform long term planning and therefore affect social, cultural, economic and environmental wellbeing.
- 45 The strategy takes a broad and inclusive approach to growth over the long term, taking into account its economic, social, environmental, cultural and physical dimensions. Waikato 2070 is concerned with the growth and development of communities throughout the district, including rural and urban environments.
- 46 Waikato 2070 is unique, it takes an integrated approach to future growth in the Waikato district, combining economic and community development with future land use and infrastructure planning. The document will inform rural and urban communities, businesses, investors, iwi, governments, neighbouring local authorities and council itself, to help deliver and achieve the communities' vision. Whilst enabling growth, Waikato 2070 aims to do this in a way that protects the environment which is essential for the health and wellbeing of the people.

Queenstown Lakes District Council

A unique place. An inspiring future. He Wāhi Tūhāhā. He Āmua Whakaohooho.

VISION BEYOND 2050

We aspire to be a community that holds true to the values that collectively define what is unique about Queenstown Lakes District – our home. These vision statements underpin everything we do.

THRIVING PEOPLE
| WHAKAPUĀWAI HAPORI



EMBRACING THE
MĀORI WORLD
| WHAKATINANA
| TE AO MĀORI



OPPORTUNITIES FOR ALL
| HE ŌHAKA TAURIKURA

BREATHTAKING CREATIVITY
| WHAKAOHOOHO AUHATAKA



DEAFENING
DAWN CHORUS
| WARAKI

ZERO CARBON COMMUNITIES
| PARAKORE HAPORI



DISASTER-DEFYING RESILIENCE
| HE HAPORI AUMANGEA

PRIDE IN SHARING OUR PLACES
| KIA NOHO TAHI TĀTOU KĀTOA



- 47 In 2018, the Queenstown Lakes District Council mayor convened a diverse group of thinkers to reflect the many voices in the district and key concepts, including tākata whenua, the rich heritage of the area, today's diverse communities, and the business and tourism perspectives. This progressed to a group of approximately 50 people in a bigger workshop environment including perspectives from disabled people, voices from both young and the elderly, iwi, farming, community support and development services, ethnic minorities, and representation from central government.

- 48 Further community engagement delivered the resulting community vision - titled 'A Unique Place. An Inspiring Future | He Wāhi Tūhāhā. He Āmua Whakaohoo'. In March 2019, the Council unanimously agreed to commit to the vision as a guiding document to inform future decision making and planning.

Issues

- 49 As discussed in a report earlier on the agenda by Mrs Rout 'Update on Council's strategy development programme', Southland district does not currently have a clear vision on where it should be in the future. And while there are some initial views captured in community engagement work for the LTP and through the development of community board plans, this is not adequate, nor appropriate to determine an all of district vision.
- 50 The lack of a district vision makes the work of Council in developing its own strategies more difficult, and potentially ill-informed. In an ideal process, Council would understand the priorities and aspirations of the district to then align both its strategic direction and work streams to support accordingly.
- 51 There is an opportunity through development of the "Our Southland District Community – Vision 2050" project for Council to facilitate a district vision, formed through codesign with all stakeholders, groups, minorities and interested parties that will support the alignment of future Council and community aspirations.
- 52 The examples from other councils identified above show the value of longer term, intergenerational, strategic thinking and planning processes. It is important all involved do not underestimate the time and resource commitment required to deliver these extensive community engagement type projects alongside multi agency partners.
- 53 The opportunity to connect the local, district, regional and national planning frameworks and processes to support the wellbeing of the Southland district people and places will highlight a variety of issues and opportunities. It is important to recognise these issues will take time to work through and stakeholder relationship work will take time to partner and collaborate. It is important stakeholder management opportunities are not forced and roles, responsibilities and expectations are defined at the start of codesigning the process.
- 54 While it is the intent to build the approach from early in the 2021 calendar year aiming to inform the LTP 2024-2034 process, it is important to recognise that the LTP 2021-2031 is being completed in this time period also, so the two programmes of work will be delivered concurrently. While this is not necessarily seen as an external facing issue it may cause internal resourcing pressures which will need to be managed.
- 55 The concept of developing a wider vision for and with the Southland district as a whole has not been undertaken previously. This concept leads into aligning the Council approach to reflect a broader community approach and will take time and education to assist in understanding the approach and associated way of working.
- 56 As part of this project and the associated programme of work it is also important for Council and the communities to remain abreast of any broader local government sector reform agendas involving LGNZ and SOLGM and the government. Without predetermining and speculating what a potential reform agenda might look like it is important the functions and purpose of local government are understood to ensure Council best represents its communities considering any

changes and disruptors on the horizon. This project will assist with that and provides an opportunity for engagement that can be inclusive of all in the Southland district community.

Factors to Consider

Legal and Statutory Requirements

- 57 There are no legal or statutory requirements to undertake this longer-term strategic thinking and community visioning type project. However, section 10 of the LGA outlines that 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.
- 58 In performing its role, Council must also act in accordance with a number of principles (section 14 of the LGA). Council should:
- give effect to its identified priorities and desired outcomes in an efficient and effective manner
 - make itself aware of, and have regard to, the views of all of its communities
 - take account of the diversity of the community, and the community's interests within the district, when making a decision
 - take account of the interests of future and current communities, when making a decision
 - take account of the likely impact of any decision on each aspect of well-being, when making a decision
 - provide opportunities for Māori to contribute to its decision-making processes
 - actively seek to collaborate and co-operate with other local authorities and bodies to improve the effectiveness and efficiency with which it achieves its identified priorities and desired outcomes.
- 59 These principles outline that Council should consider a diverse range of community views and the community wellbeings when it performs its role, and consider current and future community interests.

Community Views

- 60 Community views have not been explicitly sought on this matter. However, this is consistent with the 'investing in community futures' work stream that was consulted on as part of the LTP 2018-2028 and which has been resourced accordingly as a result of that consultation process.
- 61 A significant amount of community engagement will occur as part of the programme delivery over the course of the project in the next three to five years.
- 62 Some preliminary strategic thinking within our individual communities, and through community boards generating community board plans has already begun. These plans outline a vision for each board, the outcomes the boards would like to achieve, and action plans to achieve the boards' visions. These plans would be reviewed in line with a district vision, and any other

stakeholder, agency and group plans that will help guide the board with their 10 year planning for the LTP 2024-2034.

Costs and Funding

- 63 The project will be managed to be delivered within existing allocated budgets.
- 64 If any extra support is required by the need to engage with technical experts for subject matter specific work that is unable to be delivered in house then this will be brought back to the committee for consideration.

Policy Implications

- 65 There are no policy implications associated with this project.

Analysis**Options Considered**

- 66 There are two practicable options for Council to consider. These are:

Option 1 – endorse Council staff undertaking the facilitation and development of the “Our Southland District Community – Vision 2050” project

Option 2 – do not support Council staff undertaking the facilitation and development of the “Our Southland District Community – Vision 2050” project

Analysis of Options**Option 1 – Endorse council staff undertaking the facilitation and development of the “Our Southland District Community – Vision 2050” project**

<i>Advantages</i>	<i>Disadvantages</i>
<ul style="list-style-type: none">• Council will have a greater understanding of the long-term vision of the district• Council will understand a vision derived from a wide spectrum of the district including broad stakeholders, wide spanning demographics, minority groups, interest groups, and cross TLA boundary groups operating in the district, amongst others• promotes buy-in to a codesign approach in achieving the district vision• Council will show commitment to being an agile, and responsive partner and facilitator within the district• in aligning to a district vision, Council can operate a way of working that mirrors how the district functions and what our people aspire it to be	<ul style="list-style-type: none">• Council’s internal strategy development work programme will be delayed by approximately 18 months• delays amending Council’s strategic framework• lack of strategic focus in the short to medium term, may compromise informed and strategic decision making

<ul style="list-style-type: none"> • endorsing the facilitation and development of the vision 2050 project is in keeping with Council's approach to small council, big community • aligns with evolving changes in local government, and anticipated legislative changes • captures views from groups and minorities that council may not normally hear from which better informs council business • leading the district in identifying and achieving long term and intergenerational wellbeing 	
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Option 2 – Do not support Council staff undertaking the facilitation and development of the “Our Southland District Community – Vision 2050” project

<i>Advantages</i>	<i>Disadvantages</i>
<ul style="list-style-type: none"> • staff resource across community and futures group can be reallocated to other work streams 	<ul style="list-style-type: none"> • Council's vision may not reflect a district vision • Council is at risk of operating in a silo and not in tune with or responsive to the communities it serves • misses an opportunity for Council and community relationship building • may not be acting in accordance with all principles under section 14 of the LGA • Council misses an opportunity to show leadership through facilitating a district vision

Assessment of Significance

- 67 This matter has been assessed as being a lower level of significance in relation to Council's Significance and Engagement Policy and the LGA.

Recommended Option

- 68 Staff recommend option 1, that the committee endorse Council staff undertaking the facilitation and development of the “Our Southland District Community – Vision 2050” project.
- 69 As identified in the report from Mrs Rout earlier on this agenda ‘Update on Council's strategy development programme’, staff request the committee to consider that Council's vision should closely reflect the district's vision. In aligning a district and Council vision, Council would not be operating in a silo, and ensure it is in tune with, responsive to, and serving the district.

Next Steps

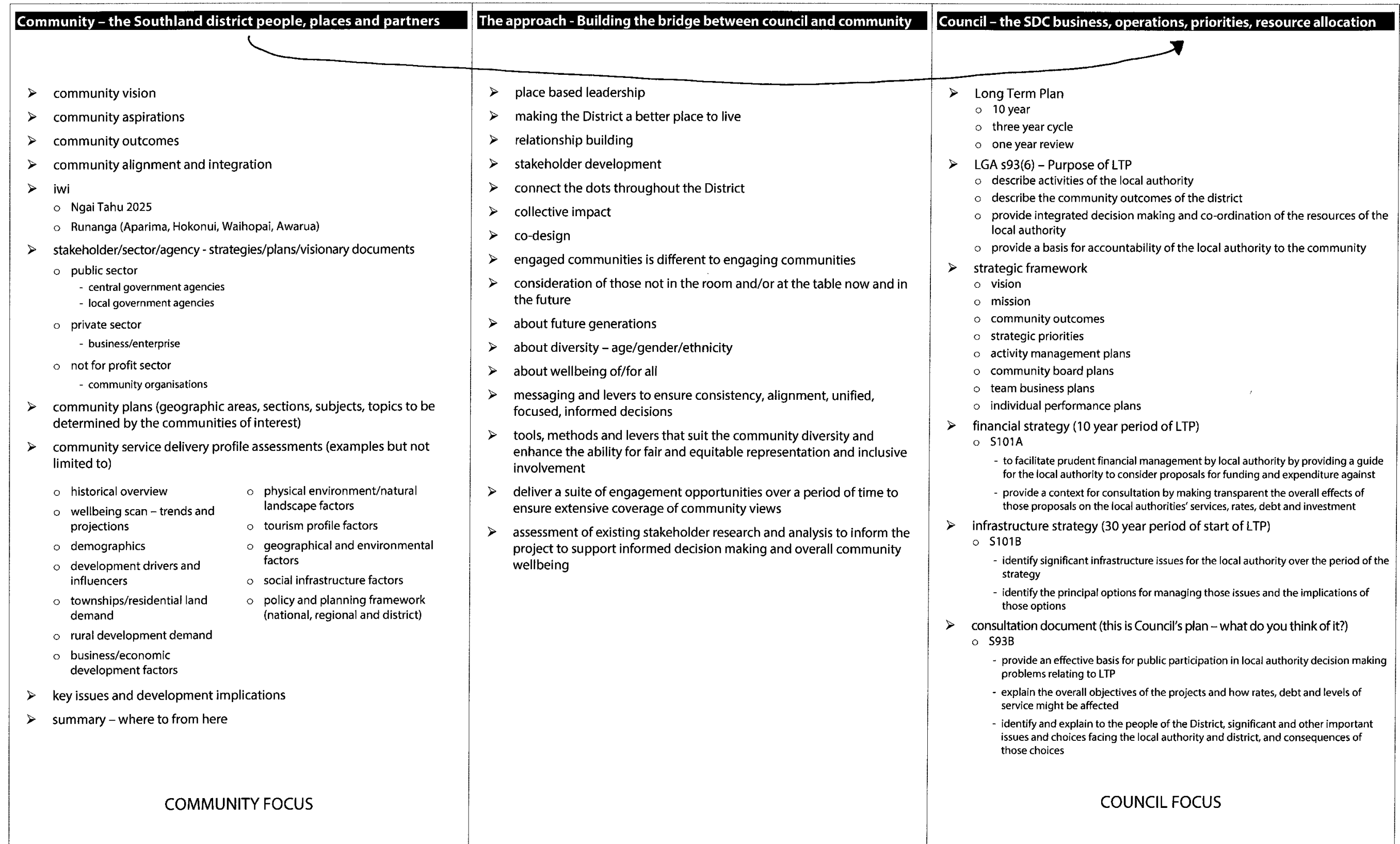
- 70 If endorsed by the committee, staff across community leadership, communication and engagement and strategy and policy teams will develop an approach to facilitation of the “Our Southland District Community – Vision 2050” project, and report back to the committee early in 2021.
- 71 A significant amount of community engagement will occur as part of the programme delivery over the course of the project in the next three to five years.
- 72 As the vision 2050 project progresses, with this committee’s endorsement, staff would look to resume work on Council’s internal strategy development by early 2022, once enough information of a district vision has been captured.

Attachments

- A Our Southland District Community - Vision 2050 Project A3 [↓](#)

Our Southland District Community – Vision 2050 Project

- to lead an intergenerational, community wide, collaborative approach
- to connect the local, district, regional, national networks to support the wellbeing of our people and places



Community Well-beings and Strategic Issues Overview - October 2020

Record No: R/20/10/61186

Author: Rex Capil, Group Manager Community and Futures

Approved by: Ross McNeil, Interim Chief Executive

☐ Decision

☐ Recommendation

☒ Information

Report Purpose

- 1 This community well-beings and strategic issues overview report is prepared and presented to the Community and Strategy Committee as part of its standard order paper each meeting, as far as is practicable.
- 2 This report is intended to inform the Committee of recent developments, points of interest and points for consideration as part of the overall strategic context and community well-beings (social, economic, environmental, and cultural) discussions that Council is part of – nationally, regionally and locally.
- 3 This report recognises the purpose of local government, as per section 10(1)(b) of the Local Government Act 2002, is to promote the social, economic, environmental, and cultural well-being of communities in the present and for the future.
- 4 The report is also used to provide insight of ‘happenings’ nationally and/or from other regions that maybe of interest and relevance to the District. This provides a wider strategic context on a national and regional scale to assist in Council’s understanding of issues and topics of impact occurring elsewhere.
- 5 Importantly, the report aims to initiate discussion and conversation amongst councillors and communities to support the opportunity to participate and contribute to Council’s direction setting and positioning with regards to the multi stakeholder environment it operates in.
- 6 The format and content of the report is divided into five headings – reflecting the four well-beings plus other national/regional happenings. The topics covered under each of the headings are a selection of recent articles and publications and are summarised with the associated link attached from where the information is sourced and/or the full document attached when relevant.

Social Well-being

- 7 For the purpose of this report we consider social well-being to reflect topics related to how people and communities engage in work, study and social activities.
- 8 The following is a summary of a selection of recent articles and publications relating to the social well-being topic.

Place and community: building a fair recovery

- 9 LGIU (Local Government Information Unit) is a local authority membership organisation which the GM Community and Futures receives updates from. The members are councils and other organisations with an interest in local government from across England, Wales, Scotland, Ireland and Australia.

- 10 Place and Community is the second pillar to be launched of the LGIU's Post Covid Councils project. It follows Sustainable Futures and the two are related in many ways – the principle of sustainability underpinning recovery, globally, nationally and locally.
- 11 The Place and Community theme is fundamentally about relationships – relationships between place, local economies and people, and between place, people, communities and equality.
- <https://lgiu.org/publication/post-covid-councils-place-and-community/>

Community mobilisation – unlocking the potential of community power

- 12 This report offers a how-to guide for public bodies - particularly local authorities - interested in mobilising the communities that they work with. It defines a mobilised community as one that knows what it wants, knows what resources it has at its disposal, and has a plan for how to use them. Getting communities to this point is the first stage in unlocking 'community power'. By this we mean communities' ability to – with support – deploy their own skills and resources to define and address many of the challenges they face.
- 13 The full document is attached as attachment A.

Dear Jacinda, please lead a transformative government

- 14 The article acknowledges the major shift taking place in public attitudes, from accepting what governments do as being the prerogative of governments, to increasingly wishing to be engaged with decisions which affect them.
- <https://www.linkedin.com/pulse/dear-jacinda-please-lead-transformative-government-peter-mckinlay>

Election 2020: Local Government's HUGE responsibility

- 15 It has been suggested New Zealand electors have just put in place the most powerful central government for decades.
- 16 So how does this create a huge responsibility for local government? Every single one of Labour's major policy initiatives directly or indirectly involves working with communities and co-opting local government as an important delivery agent. Think affordable housing, think three waters, think RMA reform, consider what may be the top priority, addressing the recommendations of the Simpson review of the health and disability system with its emphasis on community led health prevention as the new focus.
- 17 Each of these goes directly to the heart of the question how best to promote community well-being and for that matter, what constitutes communities?
- <https://www.linkedin.com/pulse/election-2020-local-governments-huge-peter-mckinlay>

Economic Well-being

- 18 For the purpose of this report we consider economic well-being to reflect topics related to how financial and human made physical assets impact on how people live, deliver services and work together as a society.
- 19 The following is a summary of a selection of recent articles and publications relating to the economic well-being topic.

Initiative for dairy sector

- 20 An article in Dairy Farmer describing how Agritech NZ founder Peter Wren-Hilton has been working with various agencies over the past 18 months to grow the agritech sector in New Zealand and is now eyeing international growth opportunities for Agritech NZ.

https://farmersweekly.co.nz/section/dairy/view/initiative-for-dairy-sector?utm_source=GlobalHQ&utm_campaign=9f5706f2a0-DF_EMAIL_CAMPAIGN_2020_05_10_CMS&utm_medium=email&utm_term=0_4f497899e6-9f5706f2a0-193644923

The future of travel – discover the next normal and travel with purpose in regional Australia

- 21 A new report from Wander, a transformational travel company with a network of luxury, eco-aware accommodation in Australia. Founded on the knowledge and science of travel having transformative power, Wander provides a space that reconnects guests with nature and invites them into the story of the local community.
- 22 This paper is the collaboration of current research and discussion on how the travel industry must look forward and re-invent itself in an uncertain world.
- 23 It explains how regional travel might be just the thing we need to kick start economic renewal, and how nature-based tourism can provide what we need to transform and reconnect as human beings.

https://wander.com.au/wp-content/uploads/2020/09/THE-FUTURE-OF-TRAVEL_2020_WANDER.pdf

Environmental Well-being

- 24 For the purpose of this report we consider environmental well-being to reflect topics related to how the natural environment impacts on how communities align resources and support resource allocation and usage required to live a sustainable life.
- 25 The following is a summary of a selection of recent articles and publications relating to the environmental well-being topic.

Our Atmosphere and Climate 2020

- 26 Our Atmosphere and Climate 2020 is the latest in a series of environmental reports produced by the Ministry for the Environment and Stats NZ.

https://mcusercontent.com/ebef9501bcd56a598aa9f357/files/057dc747-5be1-453f-ab90-2541c3969e5d/our_atmosphere_and_climate_2020_embargoed.pdf

https://mcusercontent.com/ebef9501bcd56a598aa9f357/files/3d92ed3c-8865-4e89-9e77-2cd10620d540/OAC2020_summary_english_version_embargoed.pdf

<https://www.mfe.govt.nz/overview-our-atmosphere-climate-2020>

In 2021 we must focus on how we travel, not where

27 B Corp Intrepid Travel identifies five factors redefining the new era of travel. These are:

- Go slower
- Go into the wild
- Go on your own terms
- Go to regenerate, not just sustain
- Go on a human-powered adventure

<https://bthechange.com/in-2021-we-must-focus-on-how-we-travel-not-where-c0984edb955c>

Cultural Well-being

28 For the purpose of this report we consider cultural well-being to reflect topics related to how people live and work together and includes cultural and community identity, traditions and customs and common values and interests.

29 The following is a summary of a selection of recent articles and publications relating to the cultural well-being topic.

Northland councils making history by considering Maori wards together

30 Northland is making New Zealand local government history as neighbouring councils look at whether to bring in new Māori wards.

31 Dr Mike Reid, Local Government New Zealand (LGNZ) principal policy adviser, said having Northland's four councils considering Māori wards at the same time was a first.

<https://www.nzherald.co.nz/northern-advocate/news/northland-councils-making-history-by-considering-maori-wards-together/XOITFZPJ3BUR2GCJMRMPT4XRVI/>

Justice Joe Williams on te reo Maori, and synthesising Aotearoa law

32 Supreme Court Justice Joe Williams grew up aware of the inherent conflicts within Project Aotearoa, our growing nation, every day.

33 He hails from an iwi called Ngāti Pūkenga. He was asked about the integration of Māori kaupapa, tikanga, into the modern legal system and about te reo Māori.

https://i.stuff.co.nz/national/122794406/justice-joe-williams-on-te-reo-mori-and-synthesising-aotearoa-law?fbclid=IwAR2K_-ggsunBYEHXjZ5LoiPoswFUQkmZxAsPOMQT-S-e_JHQYJf-irhv6qY

Coming home

34 New Zealanders are cutting their overseas adventures short, packing up their lives in more exciting locations, running from rolling lockdowns and heading home. They're bringing connections and skills. The kiwi diaspora is reversing.

<https://www.rnz.co.nz/programmes/the-detail/story/2018767639/coming-home>

National/Regional Happenings – The future is already here

- 35 This section aims to provide information recently highlighted relating to an area/region elsewhere in New Zealand or a topic or initiative of national interest.
- 36 The link below highlights a presentation from Melissa Clark-Reynolds for Audit NZ where she talks about digital disruption and makes observations relevant to the Covid-19 situation and our communities and various sectors.

<https://auditnz.parliament.nz/good-practice/information-updates/2020/future-is-already-here>

Recommendation

That the Community and Strategy Committee:

- a) **Receives the report titled “Community Well-beings and Strategic Issues Overview - October 2020” dated 27 October 2020.**

Attachments

- A Community-Mobilisation-FINAL [📄](#)

COMMUNITY MOBILISATION

UNLOCKING THE POTENTIAL
OF COMMUNITY POWER

Luca Tiratelli



New Local Government Network (NLGN) is an independent think tank that seeks to transform public services, revitalise local political leadership and empower local communities. NLGN is publishing this report as part of its programme of research and innovative policy projects, which we hope will be of use to policy makers and practitioners. The views expressed are however those of the authors and not necessarily those of NLGN.

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Any errors or omissions are my own.

Luca Tiratelli
July 2020

FOREWORD

Not in living memory for most of us have we faced a crisis of the magnitude posed by COVID-19. Local authorities up and down the country have been stepping in to provide vital community support, which, even in better times, is restricted by other commitments to the communities they serve.

Community mobilisation can and should play a central role in the life of local communities. Acting as a facilitator and an enabler, local authorities can reap the widespread benefits of an empowered community. By building relations with community groups, local authorities can equip these groups to better the areas they live in, thereby improving the lives of residents.

As this report from the New Local Government Network highlights, benefits are widespread when local representatives and councils grasp the opportunity to enable the communities they serve. With case studies and recommendations, this report is a helpful guide on how to unlock the potential of community power.

Catherine McGuinness

Chair of Policy and Resources, City of London Corporation

Dhruv Patel CC

Chair of the City Bridge Trust

EXECUTIVE SUMMARY

When communities come together, they have the power to do extraordinary things.

Rarely has this been so apparent as in the COVID-19 pandemic. Many of us have been inspired by local Mutual Aid groups rapidly mobilising to ensure that the most vulnerable in their communities have what they need to make it through the crisis.¹

In so doing, communities eased the pressures on frontline services, and made an invaluable, preventative contribution to this country's fight against coronavirus.² Perhaps more significantly, they also offered a glimpse of what a more democratic, more caring and better society could look like.

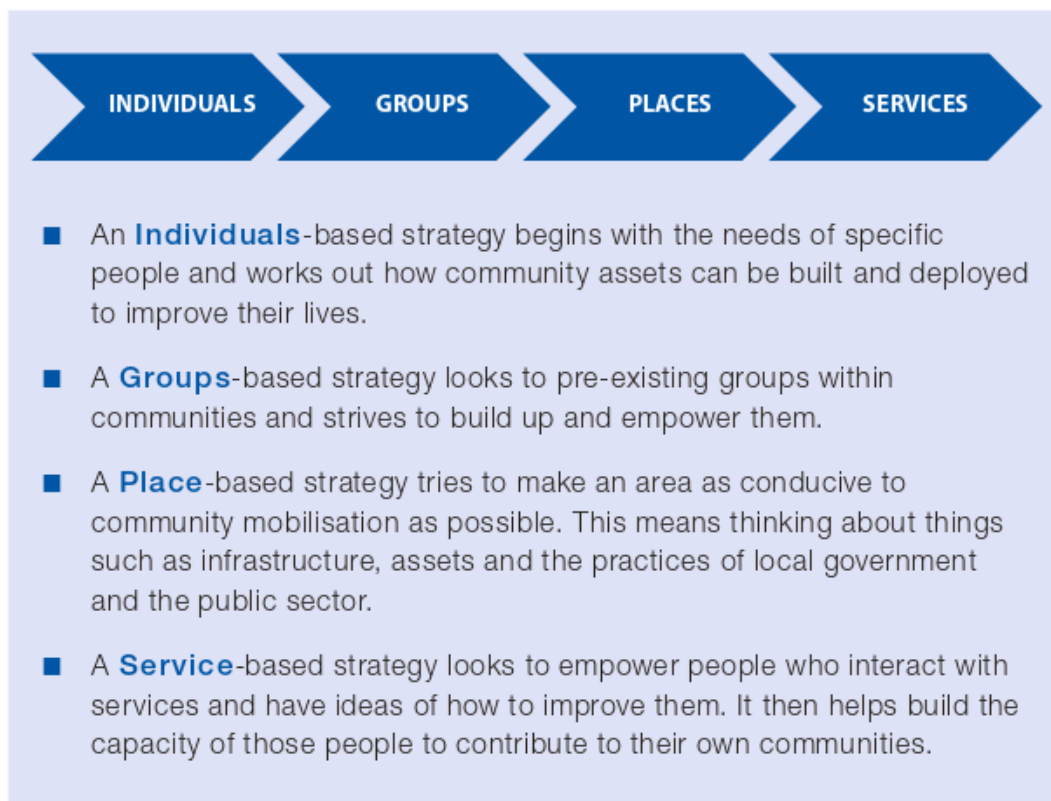
This report offers a how-to guide for public bodies - particularly local authorities - interested in mobilising the communities that they work with. We define a mobilised community as one that knows what it wants, knows what resources it has at its disposal, and has a plan for how to use them. Getting communities to this point is, we believe, the first stage in unlocking 'community power'.³ By this we mean communities' ability to – with support – deploy their own skills and resources to define and address many of the challenges they face.

In order to bring these types of communities about, we have created the following typology of strategies that would-be mobilisers can employ:

¹ Solnit, R. (2020). '[The way we get through this is together': the rise of mutual aid under coronavirus](#)'. *The Guardian*.

² From interviews author conducted for this research.

³ Lent, A. (2020). '[Community Power and the Triple Crisis of the New Decade](#)'. NLGN.



These approaches are illustrated within the report with detailed case studies, covering ideas like community organising and local area coordination, and projects such as community land trusts and participatory platforms.

Using insights gleaned from the case studies and wider research, this report also offers four take home messages for public bodies interested in community mobilisation in practice. They are:

- **CATALYSE, DON'T LEAD:** Communities direct; mobilisers facilitate. It is not the role of representatives from public sector bodies to lead communities to a predetermined destination – their efforts are better focussed on helping communities get to wherever it is they themselves want to be.
- **LISTEN:** A central theme to come out of this project is that true mobilisation can only occur around issues that are genuinely salient to the communities in question. These are not easily identified by external

actors, and as such, listening is key. Listening is also crucial for building the trusting, positive relationships between representatives of public bodies and communities that are a prerequisite for successful projects.

- **BUILD SOMETHING:** Successful community mobilisation initiatives build something that was not there before. This may be something physical, like housing or infrastructure. It might also involve less tangible assets, such as new networks or bonds between people and institutions.
- **HAVE CLEAR GOALS:** Despite the fact that it is up to communities themselves to direct the process of mobilisation, it remains the case that in order to successfully design a project, public bodies need to have an idea of what they want to achieve. This does not have to be something overly specific – but simply being clear about whether, for example, the main focus is to reduce frontline demand, or to reform a particular service. This will help the approach come together.

If these ideas are successfully embodied, any of the approaches to community mobilisation outlined in this report have the power to transform places for the better. When done well, the process of mobilisation can bind people together, create new types of public services, and recast the relationship between citizens and the state. It can also create resilience and ensure that communities have the power to address and withstand the challenges of today.

Mobilisation is, then, essential work if we want to see our communities thrive beyond the COVID-19 pandemic and into the future.

INTRODUCTION

The idea of community power is becoming increasingly mainstream among policy makers. It can be seen in all manner of developments, from the proliferation of local citizens' assemblies on climate change, to the NHS's 'Health as a Social Movement' programme. Most recently, we can see it in councils' rush to harness the power of the Mutual Aid groups that have sprung up in response to the pandemic.⁴

However, despite the interest in it, community power remains a somewhat misunderstood concept. It can be invoked as a goal in and of itself, or it can be seen as a means of addressing systemic crises. NLGN's *The Community Paradigm*⁵ is an example of the latter. It sets out that the current, market-dominated model of public service delivery – with its unaccountable and opaque systems of power – alienates people and breeds distrust towards institutions. At the same time, the report critiques the lingering dominance of 'state paradigm' paternalism, and argues that we need to free the system of its residual behaviours. The shift towards preventative approaches needed for the long-term viability of services can only occur if communities are empowered to have much more control over commissioning, design and delivery.

As such, *The Community Paradigm* clearly positions community power as a way of countering two major challenges facing the country: demand on public services and declining trust in democracy and institutions.

The medicine prescribed – an agenda of empowering people, democratising and localising public services – represents a major reorientation of the state. It goes without saying that making this happen will carry substantial risks.

One such risk is that communities lack the capacity to take on the kind of power that *The Community Paradigm* envisions. Without paying attention to community capacity to take on power, there is a risk of exacerbating, rather than solving crises in public service response to need. Another risk is that

⁴ Tiratelli, L & Kaye, S. (2020). 'Communities versus Coronavirus: [The rise of Mutual Aid](#)'. NLGN.

⁵ Lent, A & Studdert, J. (2019). [The Community Paradigm](#). New Local Government Network.

INTRODUCTION

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the agenda fails to live up to its own radicalism, and simply empowers the sorts of 'usual suspects' who have dominated decision making for decades. This would render *The Community Paradigm* incapable of addressing the issue of declining trust in institutions, as the vast majority of people would have no more power over them than they did before.

For community power to be fully realised then, the focus cannot just be on the role and actions of public services, important though they are. Communities must be considered too. They need to be networked, so that all voices can be heard, and in order that a transfer of power to the community truly benefits everyone within it. They need to have sufficient organisation and capacity to allow them to take responsibility for the things that come along with power. And they need to be engaged in political and democratic questions, to such an extent that they have a vision for what they want to do with the power that they have.

Getting communities to this point is where community mobilisation comes in. Indeed, mobilisation can be seen as a necessary precondition for bringing about the kind of revolution in relationship between citizens and the state that *The Community Paradigm* envisions.



DEFINING COMMUNITY MOBILISATION

A mobilised community knows what it wants, what resources it has at its disposal, and has a plan for how to use them.

Community mobilisation is a highly contested concept, with no consistent definition or theoretical framework underpinning it across all policy areas⁶. Nonetheless, there are some relatively discrete ideas that are always present in conversations about the term, and from these it is possible to define it.

Mobilisation tends to be conceived of as the first stage in the process of a community taking action. It involves people coming together to identify the things they want to change, working out what resources they have at their disposal and formulating a plan for how they can use them to be successful.⁷

As the word 'mobilisation' suggests, this is an active process, related to creating dynamism where there was previously inaction. Sometimes this may be a totally organic process, where a community mobilises itself. However, often,⁸ community mobilisation involves some kind of external agent. This may come in the form of representatives from local government, NGOs, charities or from professional community organisers.

Such actors are there to serve as catalysts in the process of mobilisation, not lead it. One of the key themes that emerges from the literature is that community mobilisation is about starting "where the people are".⁹ For it to be a productive process, communities must mobilise around issues that are relevant and salient to them. It may be that such a process is oppositional in nature, and communities mobilise through social unrest against groups, institutions or aspects of the state they perceive as working against them.

⁶ Jamieson, W. (2008). [Factors Related to Successful Mobilization of Communities for Crime Prevention](#). IPC Review, 2, 11-33.

⁷ [Community Mobilization Sector Approach](#). Mercy Corps, (2009).

⁸ Cummings, C. (2016). [Is community mobilisation a myth? Experiences from Niger](#). ODI.

⁹ Minkler, M & Pies, C. (2005). "Ethical Issues and Practical Dilemmas in Community Organization and Community Participation" in Minkler, M (ed.) *Community Organizing and Community Building for Health*. Rutgers University Press, 116-135. Quote p.118.

Alternatively, it may be that such a process is more emergent, and reflects deeper, and less immediate, structural issues.¹⁰ Either way, an external actor is unlikely to be able to identify these from afar.

This does not mean that a mobilised community is a leaderless entity.¹¹ Indeed, identifying leaders is often a key part of the process of mobilisation. These would be people who can leverage the assets that a community has and take people with them in their campaign, whilst remaining accountable to the wider community.

Overall then, a mobilised community is identifiable by the following characteristics. It has a clear set of priorities, an understanding of the tools it has at its disposal, and a plan of how it wants to achieve its goals. It is led by accountable figures from within itself, and it is inclusive of the entire body that it seeks to represent. It may have some degree of formal structure, but it is unlikely to be defined through any single public, voluntary or private sector institution. In these ways, a mobilised community is the opposite of an atomised community.

TABLE 1: MOBILISED VERSUS ATOMISED COMMUNITIES

A mobilised community	An atomised community
In active dialogue together	No ongoing process of dialogue
Has a clear set of priorities as a collective	A collection of individuals with separate concerns
Has developed a shared agenda	No shared agenda
Accountable leadership from within	No-one with a legitimate ability to speak for others
Aware of assets, and has a plan for how to use them	Insight into the community is under-developed
Is networked into local stakeholders and coordinates engagement	Individuals may engage with local stakeholders ad hoc, but this is not a coordinated process

¹⁰ From interviews author conducted for this research.

¹¹ [Five Steps to Successful Community Engagement and Mobilization](#). *Global Communities*, (2015).

If public services are to be revolutionised, with huge amounts of power being devolved to local communities, it is essential that these communities are resilient, organised and have the capacity to take advantage of the new opportunities opened up to them. As table 1 (page 12) demonstrates, there are certain attributes that can identify a mobilised community, which set it apart from an atomised community. The process of handing power to a mobilised community would be conducive to having a wide, positive impact, catalysing further the dialogue and collective relationships that exist, and realising a shared agenda in practice. On the other hand, the process of handing power to an atomised community would have a shallow impact since there is too much space between its members. This leaves open the risk of individual agendas coming to the fore, or trust breaking down before it has had a chance to build.

In this sense, community mobilisation can be seen as a necessary first step in unlocking community power. However, we also see a significant level of intrinsic value in community mobilisation, and believe that fundamentally, a mobilised community is a happy one.

CONTEXT

As a concept, community mobilisation has tended to be invoked in the Global South, largely in relation to public health projects.¹² In the Global North, it is either ignored, mistakenly used to refer to very basic interactions with communities,¹³ or confused with related terms such as community organising or community engagement. This section explores these terms, in order to set out how they are related to community mobilisation in practice.

COMMUNITY ORGANISING

Community organising is a concept with a rich history in places like the US, and has an accompanying, rich body of literature. A useful definition of the concept comes from former President Barack Obama, who worked professionally as an organiser in the late 1980s:¹⁴

“Organising begins with the premise that (1) the problems facing inner-city communities do not result from a lack of effective solutions, but from a lack of power to implement these solutions; (2) that the only way for communities to build long-term power is by organising people and the money [they raise] around a common vision; and (3) that a viable organisation can only be achieved if a broadly based indigenous leadership – and not one or two charismatic leaders – can knit together the diverse interests of their local institutions [and ‘grassroots’ people].”

This definition draws out the contrast between community organising and community mobilisation quite helpfully. Firstly, community organisers, particularly those who follow the approach of influential theorist Saul Alinsky,¹⁵ tend to have a strong focus on ‘local institutions’, and often start there, rather than with people on the ground. Secondly, with its focus on ‘knitting together’ interests, organising tends to concentrate on coalition and consensus-building, rather than on mobilising around issues which emerge more organically.

¹² “[Community Mobilisation](#)”, World Health Organisation.

¹³ From interviews author conducted for this research.

¹⁴ Matthews, D. (2016). [Who is Saul Alinsky, and why does the right hate him so much?](#) Vox.

¹⁵ Alinsky, S. (1971). *Rules for Radicals*. Random House.

Community organising then, with its relatively specific focus, can be seen then as a more discrete concept than community mobilisation, and potentially, as a subset of it. It is one possible approach that an external actor can take in order to bring about a more mobilised community.

COMMUNITY ENGAGEMENT

Community engagement is a more common term in the UK.¹⁶ This is a much shallower process than either mobilisation or organising, and is more concerned with seeking permission, or getting feedback from communities before continuing with a predetermined project.

It does not tend to involve deep and meaningful interactions with communities, or handing over power in any meaningful sense. Indeed, when one considers the features of mobilised and atomised communities (see table 1 on page 12), it is perfectly possible to 'engage with' an atomised community since it is simply a bilateral discussion between the individual and the institution. The process of engagement in and of itself does not require the collective traits of a mobilised community, and does not seek to develop them.

More significantly, we know that some community groups are far harder to 'engage' than others, so without a proactive effort to mobilise these harder-to-reach groups, 'engagement' activities may simply reinforce existing inequalities, as only the 'usual suspects' will get to have their say.

In the context of the challenges related to the Covid-19 pandemic and its aftermath, the need for us to go further than mere engagement has never been clearer. Community mobilisation has been a critical factor¹⁷ in supporting the most vulnerable through the crisis. Local practitioners and national policymakers alike will need to actively foster the conditions where this kind of behaviour can thrive, and where latent community power can be unlocked to ensure resilience in the future.

¹⁶ The vast majority of English Local Authorities have published Community Engagement strategies.

¹⁷ Cox, E & Bamber, C. (2020). ['Why mutual aid groups and the NHS volunteer 'army' must work together to save lives'](#). RSA.

PRACTICAL STEPS FOR COMMUNITY MOBILISATION

ENABLERS AND BARRIERS

How, then, can communities be mobilised in practice? The first thing we need to do to answer this question is to consider which factors enable and block the process. Would-be mobilisers need to consider how any enabling factors present in the communities they are working with can be foregrounded, and how any barriers present can be overcome.

The factors that we have identified here are based on a range of conversations with practitioners and community figures alike, reflecting on the problems they have encountered during their work, and the things that have allowed them to succeed.

Factors which **enable** community mobilisation include:

- **LEADERSHIP:** Strong leadership within the community is vital for ensuring the legitimacy of any mobilised movement. It creates a sense of internal accountability which should increase their chances of success. This is why many historic instances of community mobilisation, from the Montgomery Bus Boycotts on, have invested so much importance in leveraging religious leaders.¹⁸ Leaders are also vital¹⁹ for mobilised communities' ability to negotiate with power, be that in the form of the state or any other actor, and as such are an essential ingredient to bringing about meaningful change.
- **EFFECTIVE COMMUNICATION STRATEGIES:** For mobilisation to be a meaningful process, it must be inclusive of the entire community, rallying support from all corners. One of the keys to achieving this

¹⁸ King, ML. (1999). *The Autobiography of Martin Luther King, Jr.* Little, Brown and Company.

¹⁹ [Community Organizing: Important strategies to keep in mind](#). Callhub.

is making sure that communications reach everyone and speak to them in such a way as to win their support. This means tailoring communications to the specifics of the community you are dealing with. It will be important to think about everything from using appropriate language to using the appropriate channels, so that people can be brought together. The combination of leaflets, WhatsApp chats and Facebook groups that have formed the backbone of the COVID Mutual Aid movement²⁰ are a good example of how a diversified strategy can ensure that you reach the widest possible number of people. Generating quick wins and communicating successes²¹ can also really help get mobilisation efforts going. When community initiatives are achieving tangible results, publicising them and creating momentum behind projects can ensure wide-spread buy-in.

- **ATTITUDE OF THE PUBLIC SECTOR:** Local authorities have a perhaps unique ability to make or break community initiatives. From the perspective of the community, having receptive people in key positions in councils can make all the difference, as the case studies on page 22-35 demonstrate. Where there is strong political leadership, open-mindedness to community power at all levels,²² and staff with the capacity to engage, community mobilisation is far more likely to be successful. The attitude of frontline workers across all public services is also important in building the kinds of relationship with people that is conducive to mobilisation.
- **HAVING SOMETHING TO OPPOSE:** Community organising theorist Saul Alinsky believed that mobilisation was easiest in the face of a common and identifiable enemy – an institution, law or group who could be fought and opposed. Mobilisation through opposition then creates the opportunity to form symbols and structures to rally around as a local movement, which can bind nascent community bodies together. Coming together in the face of adversity is key here, and arguably helps explain the origins of the Mutual Aid Group movement that we have witnessed in this pandemic.

²⁰ <https://covidmutualaid.org/>

²¹ From interviews author conducted for this research.

²² From interviews author conducted for this research.

- **PHILANTHROPY:** The availability of financial capital is a great enabler of community mobilisation. The money most likely to be available to organisations and projects interested in mobilisation comes in the form of grants and charitable funding. Areas where this is more easily available will be more conducive to community mobilisation. Some will have schemes that support 'place-based giving', which look to harness the resources of philanthropists, corporate donors, local authorities and national funders in order to make positive change for local, place-based communities.²³ By creating a resource of available money for would-be mobilisers, 'place-based giving' initiatives increase the likelihood of mobilisation taking hold in a given area. The London Borough of Islington is an example of a local authority that has created infrastructure of this kind for its residents. Through its partnership with Islington Giving, grants are available to local groups that want to improve things in the area.²⁴

On the other hand, factors which act as **barriers** to community mobilisation include:

- **SCALE:** Communities dispersed over large distances, in rural areas for example,²⁵ may prove hard to mobilise, due to issues of communication and connectivity. Related to this are issues of scale,²⁶ be they geographic or demographic. Mobilising very large communities can prove difficult, as the group may not exist as a coherent whole on the ground. However, focussing efforts on mobilising only a very small community can prove redundant, as the small group may lack the capacity to achieve or sustain real change. Finding the right balance here is a crucial challenge for would-be community mobilisers.
- **CHARACTERISTICS OF COMMUNITIES THEMSELVES:** Communities afflicted with internal divisions²⁷ – be they along the lines of things like class, race or age, or less structural factors – will have a much harder

²³ Kay, L. (2018). 'DCMS offers £600,000 to grow place-based giving schemes'. *Third Sector*.

²⁴ <https://islingtongiving.org.uk/>

²⁵ *Engaging Communities Toolkit: A practical guide to community engagement*. West Lothian Community Planning Partnership.

²⁶ From interviews author conducted for this research.

²⁷ Zakocs, R & Edwards, E. (2006). *What explains community coalition effectiveness? A review of the literature*. *American Journal of Preventive Medicine*, 30(4), 351-61.

time mobilising. Similarly, poorly networked communities, and ones that have little by way of established leadership may also find mobilisation challenging, as the infrastructure that helps people pull in one direction will be lacking.

Particularly deprived or marginalised communities may encounter their own specific set of barriers, including things like:

- **FATALISM:** A sense of fatalism leaves people believing any fight for change will be futile. This relates to another barrier which all communities face – what economists would call ‘the free rider problem’²⁸, which means that individuals face limited incentives to get involved in things where their individual impact will only be relatively marginal. This sense of fatalism is heightened in marginalised communities.
- **TIME AND RESOURCE:** People in marginalised communities are less likely to have the time or resource to devote to getting involved in community activities – another major barrier to mobilisation.
- **TRUST AND CONFIDENCE:** Marginalised communities are also likely to be more distrustful of representatives of the state or voluntary sector who may be seeking to enable mobilisation, presenting a further challenge for those trying to make change.²⁹ They may also have lower levels of confidence in their ability to achieve positive outcomes.³⁰

Overcoming these barriers with marginalised communities is likely to be a delicate process. The ways around them involve building things within communities themselves – namely, a belief that change is possible, and a belief that people themselves have the power to bring it about. Fostering these kinds of attitudes comes from the relationships that form between mobilisers and communities.

²⁸ Gram, L, Daruwalla, N & Osrin, D. (2019). [Understanding participation dilemmas in community mobilisation: can collective action theory help?](#) *Journal of Epidemiology and Community Health*, 73(1), 90-96.

²⁹ Ramsbottom, A et al. (2017). [Enablers and Barriers to Community Engagement in Public Health Emergency Preparedness: A Literature Review](#). *Journal of Community Health*, 43(2), 412-420.

³⁰ From interviews author conducted for this research.

GENERAL PRINCIPLES

Drawing on the lessons above, and from consistent themes in our research more widely, what general principles can we identify for successful community mobilisation? These principles should be thought of as basic pre-requisites for success and should be embodied both in the design of initiatives, and in the day-to-day work of mobilisers.

We have drawn out three such principles:

- **BE CLEAR ABOUT YOUR ROLE:** Public and voluntary sector practitioners are there to act as catalysts to community mobilisation, not direct it. Their role, to a large extent, is concerned with joining things together. The work of community mobilisation is fundamentally about connecting; connecting people with similar concerns; connecting those concerns to resources; and connecting those resources to institutions. Another key function is to act as a bridge – someone who can link together local government or public institutions with community groups. Fulfilling this role requires having a deep and embedded knowledge of both sides of that divide.
- **MOBILISE AROUND RELEVANT ISSUES:** It is impossible to force a community to mobilise around an issue artificially. The issues that rally a community may be hard to recognise from afar and need to be identified by communities themselves. All that an external agent can do is aid this process of identification. The issues that are important to people may seem relatively small – such as the desire to save a local shop, for example. However, social movements can snowball, and after uniting around one specific issue, community groups can flourish and start to take on broader issues.
- **BUILD TRUST:** Mobilising communities relies on trust – and this is something that those wishing to advance the process must be proactive about building. Listening is an important part of doing this, as is showing recognition of what the community wants to achieve, how they want to do it, and then proceeding on those terms. Trust within communities themselves is also vital. Making sure that a coalition

encompasses all parts of a community, and that they are all given a voice, is important for success. Ensuring that structures and feedback loops exist for community leadership to be accountable to the people they represent is also something that mobilisers need to think about.

TOWARDS A TYPOLOGY FOR COMMUNITY MOBILISATION

Bearing these enablers, barriers and principles in mind, what strategies are available for those wishing to promote community mobilisation? The following section develops a typology of different potential approaches – each of which will be illustrated with a detailed case study.

There are numerous variables for public bodies to consider as they formulate plans for community mobilisation – for example, the extent to which a strategy requires active levels of engagement on the part of the strategy-maker. However, the primary factor that differentiates approaches to community mobilisation is their unit of focus. Strategies can focus on:

- **INDIVIDUALS:** Approaches that begin with the needs of individual people and work out how community assets can be built and deployed to improve their lives.
- **GROUPS:** Approaches that look to pre-existing groups within communities and strive to build up and empower them.
- **PLACES:** Approaches that try to make an area as conducive to community mobilisation as possible. This means thinking about things such as infrastructure, assets and the practices of local government and public institutions.
- **SERVICES:** Approaches that look to empower people who interact with services and have ideas of how to improve them. They then help build the capacity of those people to contribute to their own communities.



CASE STUDIES: COMMUNITY MOBILISATION IN PRACTICE

What do each of these approaches look like in practice? The following section will provide detailed case studies to illustrate each one.

Each of these case studies here are operating independently of each other, but what they have in common is that they are all inspiring examples of what is possible when mobilisation is done right. Operating at a range of scales and on a variety of policy issues, taken together, they display the full breadth of potential mobilisations approaches outlined above.

INDIVIDUALS

An individuals-based approach to community mobilisation starts with the needs of people on the ground, and looks at how community assets can be deployed, or built, in order to meet these needs. This means actively creating connections between people and between people and institutions, creating a more networked and resilient whole in the process.

Local Area Coordination provides an example of this in practice. Originating in Australia, it provides an asset-based approach to community building, mobilisation and public service reform, and emphasises reducing demand at the front line. Through the Local Area Coordination Network,³¹ numerous local authorities in this country have adopted this kind of approach, including the London Borough of Haringey.³²

³¹ <https://lacnetwork.org/which-way-next/>

³² [Local Area Coordination: parenting support activities](#). London Borough of Haringey.

CASE STUDY 1: LOCAL AREA COORDINATION

Local Area Coordination offers a way of reaching people who fall through the cracks of existing service provision. It exists to prevent people reaching that crisis point at which they might call on frontline services and help people with problems at the earliest possible stage. By doing this, money can be saved on expensive acute needs later down the line. This contributes to evaluation findings showing that for every pound spent on coordination, there is a four pound³³ return on investment in the borough.

Coordinators provide a universal offer, accepting 'introductions' from anyone - be they friends, family or neighbours - about any resident. There are no criteria for who they work with or what kinds of problems they are interested in. They are person-centred and focus on individuals' personal visions of 'a good life'. As a first port of call, they look to solve problems by mobilising and building community groups and assets.

In Haringey, coordinators were initially employed as part of the public health team which, as discussed earlier on, is where much work on community mobilisation begins. They now sit under the umbrella of Connected Communities, but this does not reflect any change in the kind of work that they do, which has always been far broader than just health. Coordinators operate in individual 'patches', areas covering approximately 12,000 residents. Each patch has its own specific set of challenges and opportunities, and coordinators are deeply invested and networked within their assigned area.

ACTIVITIES

When first meeting a resident, coordinators try to take a different approach than traditional public services. Rather than presenting themselves as an expert, already in possession of the answers,

³³ Gamsu, M. (2019). *Haringey Local Area Coordination Programme – A Formative Evaluation of Implementation*. Leeds Beckett University.

they strive to have conversations on an equal footing. Instead of focussing on deficits – ‘what can’t you do’ - they focus on assets and capabilities: what the resident can do for themselves; what they can do with the resident, and how the wider community can be involved. The end goal is always specified by the resident themselves. It is their vision for a better life and potential to make a contribution in the community that frames and directs the relationship.

A big part of the coordinator’s work is to network people with community groups. Often, people’s needs can easily be met by individuals or groups working in the community, but the problem is that these needs and these groups never come together. Coordinators make that happen, by using their deep knowledge of the communities that they serve.

The metaphor coordinators use to describe the support they offer is one of a bus – people can hop on or off at any time, but they are always open for service. They think about the residents they work with on two levels. ‘Level One’ covers people who have a fairly discrete, short-term need that can easily be resolved. ‘Level Two’ includes people who have more complex, overlapping needs and may require much more ongoing and personalised support. However, the fundamentals of the approach remain the same for both categories of resident.

As well as working with residents with needs, another aspect of a coordinator job is ‘to be the best friend of the voluntary sector’.³⁴ They work with them to increase capacity and grow existing community and voluntary organisations, while providing a vital bridge between the voluntary sector and the local authority. Particularly for the smallest community initiatives, they act as ‘the human face of the council’,³⁵ and are able to relay their concerns to the highest reaches of local power.

Coordinators can also set things up from scratch, where they sense a need. One coordinator reported finding a wide variety of people

³⁴ From interviews author conducted for this research.

³⁵ From interviews author conducted for this research.

across their 'patch' all discussing the need for more local provision around menopause, but no existing services were taking the lead. They decided to convene some of these interested parties and agreed a plan to train local people to become 'menopause champions' in their areas. These champions would then go on to set up whatever kind of services they felt were necessary in their communities, with support coming from coordinators where needed.

This is an excellent example of how coordinators mobilise communities – they listen, they network and they support local people to take the lead in addressing issues relevant to them.

CHALLENGES

One of the positive effects of Local Area Coordination in Haringey has been the ripple effects across the wider local authority. Coordinators report that their person-centred, strengths-based approach to working with people, and their style of addressing residents on an equal footing, are both starting to be adopted elsewhere within the council. Yet because Local Area Coordination aims to drive changemaking and wider public service reform, this has led to certain low-level tensions emerging as newer working habits encounter more entrenched practice.

Managing relationships with community groups, has also at times, been challenging for coordinators in Haringey. Sometimes the fact that they are employees of the council can work against them when engaging with local initiatives, as there is an assumption that they are there to take it over or shut it down. Coordinators report having to think carefully about how to present themselves in these kinds of interactions. When helping projects get off the ground, there are also occasionally issues of trust, and of ensuring that communities themselves feel like they are still the ones that 'own' projects. These kinds of issues can only be overcome through the hard work of building trust and forming deep, meaningful relationships with people across the borough and across communities.

GROUPS

A groups-based approach to community mobilisation starts with the premise that pre-existing geographic communities have interests, needs and aspirations, and that these need to be seriously engaged with. This, most of the time, means measures being taken by external agents, who try to bring these interests together and out into the open.

The London Community Land Trust (London CLT) is an example of an organisation that has such an ethos hardwired into their activity. They use a community organising based model of delivering affordable housing, and in so doing try to meet the needs of urban communities. They do this through creating CLTs, which are vehicles for communities to develop, own and/or manage homes, or other physical assets.

CASE STUDY 2: LONDON COMMUNITY LAND TRUST

Citizen's UK, a charity whose work includes community organising, spent years hearing people raise concerns about housing during its work in London. In order to be able to take forward the kinds of projects that could really help communities deliver solutions in this area, they realised that they needed people with expertise on construction, project management and budget management – things that they did not have internally. In order to facilitate this, they set up London CLT. Whilst a separate organisation, London CLT remains very much attached to Citizens UK, with staff regularly moving roles between the two.

There is a feeling among community organisers that this kind of radical approach is particularly necessary in housing policy, as development tends to have been something that local authorities have done to communities, rather than with them. People have been priced out of the areas in which they live, or watched massive changes take place around them, led by forces over which they have no control. Community organising has emerged as a way of mobilising communities around housing. CLTs, for their part, have emerged as

a way of delivering results, and the need for them reflects the ways in which housing associations have moved from being community institutions to being something far more corporate.

To date, London CLT has helped successfully establish five Community Land Trusts across the capital. All of these provide, or will soon provide, affordable homes for local communities, and have the added benefit of disrupting the status quo of housing and development.

ACTIVITIES

‘Listening projects’ are the community organising technique that represent the first stage on the road to forming a CLT. Citizens UK trains local community leaders (for example priests or teachers) to have open-ended conversations with people in their networks, focussed on broad questions such as ‘what is the biggest issue facing you and your family?’. These conversations, which occur both with individuals and with small groups, reveal the key challenges facing communities. This is followed with a second round of conversations exploring the causal factors behind the initial findings. Housing is something that may come up either as a major issue in and of itself, or as a causal factor in communities where other things, such as mental health, are identified as the key challenge.

Either way, if housing emerges as a key issue, organisers then get to work in trying to pull together a steering group of ten or so interested and committed local people. If this group decides they would like to form a CLT, it is at that point that London CLT get involved.

London CLT’s role is to support the group of community leaders through the process, offering advice, guidance and expertise, but not to lead the process. They also work to bridge the gap between the community and the local authority, who they lobby and try to ensure a supportive approach from. One of their key roles is to get involved in formal negotiations between the community and the council, providing expertise and support to both sides.

CHALLENGES

Managing the relationship between nascent community housing movements and local authorities can be challenging in numerous ways. One issue is local authorities occasionally approaching CLTs in a cynical manner, viewing them as a convenient means for unlocking sites for development, rather than engaging with them seriously on the issues that led them to form the CLT in the first place.

Another issue concerns some local authorities' approach to representatives of the community. Some councils are initially supportive of a CLT that has formed in their area, but then only want to engage and speak to representatives of London CLT or Citizens UK. This excludes the very people who are actually leading the process – the community themselves. This is revealing of certain hang ups about professionalism and sometimes dismissive attitudes about residents that can exist in some councils. When such issues arise, real progress can be difficult.

Despite these challenges, however, the idea of CLTs is beginning to take hold in local government. Councils are generally, organisers tell us, more supportive of proposals than they used to be. Nonetheless, it remains the case that the success of these projects tends to hinge on there being one or two committed individuals inside the council who can push it through.

The London CLT model relies on having a small team of community leaders to steer the project, and as such, another major challenge is around ensuring genuine community representativeness. In order to overcome this, CLTs encourage local people to become members of the Trust, hold open meetings and even sometimes go door-to-door trying to rally and mobilise harder to reach groups. Fundamentally, however, organisers believe that this issue is self-filtering – if there is insufficient genuine grassroots support for a community housing project, it will fail. There is simply too much work to do for it to be handled by a small and unrepresentative elite.

PLACES

A place-based approach to community mobilisation attempts to make an area as conducive to community mobilisation as possible. This means carefully considering everything from physical infrastructure and assets, to the attitude and working practices of public institutions. At its heart, it refers to approaches concerned with creating places in which community activity is able to flourish.

An example of such an approach comes from the 'Every One Every Day' project in Barking and Dagenham, which is run in partnership with Participatory City.³⁶ The project has created a platform which supports an entire ecosystem of community activity. It provides support for initiatives of all scales and focuses on maintaining and growing that ecosystem – generating a participation culture rather than boosting particular projects.

CASE STUDY 3: EVERY ONE EVERY DAY

The 'Every One Every Day' project marked the coming together of two organisations that had both been on long journeys towards trying to build more mobilised communities. Participatory City was born out of a history of experimenting with different models of participation and community empowerment. In 2014, they led a project in Lambeth called 'Open Works',³⁷ which mobilised over 1,000 local people to get involved in their local area. An obvious evolution after this was to develop this model of participation and mobilisation by operating on a bigger and broader scale.

Around the same time, Barking and Dagenham Council were experiencing a change in leadership. One of the first things that the new team did was appoint an Independent Growth Commission, which recommended a focus on improving how they worked with residents,

³⁶ <http://www.participatorycity.org/>

³⁷ Cathcart-Keays, A. (2015). [How do you create a city for all? The answer lies in West Norwood](#), *The Guardian*.

and efforts to move beyond a paternalistic working model. This was something that the local authority wanted to change, so that they could support the flourishing of local communities, meaning people could set their own agendas and pursue their own ideas and projects. The chance to work with Participatory City and build a project to address exactly these concerns came along at exactly the right time.

‘Every One Every Day’ – the initiative that Barking and Dagenham and Participatory City have built together – has a budget of over £7 million,³⁸ and sits alongside other programmes that promote community mobilisation in the borough, such as a crowd funding platform,³⁹ and a local lottery,⁴⁰ which both provide grants for small-scale community projects.

ACTIVITIES

The ‘Every One Every Day’ project aims to create a platform that can support people as they come together to change things locally. In practice, the platform consists of a range of infrastructure, including four high street ‘shops’ – where people can go with their ideas looking for support – and one workshop, where projects can be developed. ‘Every One Every Day’ offers expertise, experience, advice, materials and facilities to those with ideas that could improve their communities. It does not, however, offer grants. This allows the team to work with groups that do not have committees or bank accounts, ensuring that they can work at the kind of micro-scale that can prove challenging for local authorities.

Approximately 30 people work in the project team. They have “a very liberal attitude to ideas”,⁴¹ and work to support and develop all manner of resident initiatives. This includes projects where residents share skills with one another, like cooking, DIY or environmental projects, as well as things like batch cooking and community meal preparation.⁴²

³⁸ <http://www.participatorycity.org/welcome>

³⁹ <https://www.crowdfunder.co.uk/funds/barking-dagenham-community>

⁴⁰ <https://www.lotterybd.co.uk/>

⁴¹ From interviews author conducted for this research.

⁴² <https://www.weareeveryone.org/every-one-every-day>

Whilst day-to-day activities involve supporting these projects, the overall goal is to create an ecosystem of participation and mobilisation in the borough. This ecosystem is intended to foster a sense of individual and collective agency. The raft of projects that exist at any one time constantly changes and evolves in order to respond to people's ideas and energy. Some projects may grow; some may go dormant. But the platform means that stability is created through the whole, building resilience and inspiring people to participate in their communities.

Evaluation⁴³ has found that the project has mobilised at least 6,000 people to partake in community initiatives and launched over 146 projects. It has also calculated that the project has facilitated over 47,000 hours of people working and learning together in neighbourhood projects, and some 1,065 individual community events. More recently, it has been found that in every peer-to-peer session run as part of the initiative, people speak to an average of six new people from different cultures and backgrounds,⁴⁴ creating new bonds within the community.

CHALLENGES

One of the major challenges that 'Every One Every Day' encountered in their early days was building trust with the local community. They had to convince residents that they could be trusted, and that they understood their concerns – something made, at times, difficult by the historic relationship between communities and the council. When the high street 'shops' first opened, residents used to come in and ask staff who they were, what they wanted, and who they worked for, with a certain degree of scepticism.

Perceptions have since shifted and trust has grown. Once successful projects started getting off the ground, people came to understand what 'Every One Every Day' was all about, and goodwill towards it

⁴³ Tools to Act', *Participatory Cities*, (2020). And we can link to this <http://www.participatorycity.org/tools-to-act>.

snowballed. These days, many local residents are shocked to find out that the kind of resources available to them through the project are not available to people everywhere across the country.⁴⁵ As such, the project has clearly become an embedded part of the community.

SERVICES

A services-based approach to community mobilisation begins with people who have ideas about how to improve local public services, and looks to empower them – building their capacity to deliver for their communities. It focuses on potential changemakers, and tries to create space for them to be unleashed.

Community Catalysts⁴⁶ is an organisation that provides a good example of how such an approach works in practice. They employ ‘catalysts’ to work in local areas, facilitating people to set up small enterprises, ventures and initiatives that operate within the social care sector. By tapping into local knowledge, they aim to fill the gaps in existing services, improve the care offer available to local people and create wider systems change.

CASE STUDY 4: COMMUNITY CATALYSTS

One local authority that has commissioned Community Catalysts to work in their area is Central Bedfordshire. They wanted to improve the quality of care in their area, and to increase the range of options available to those in need. This is because, prior to the partnership with Community Catalysts, it was felt that there was insufficient scope for personalised approaches, with people having to adapt their lives around the timetables and offers of large care companies, rather than the other way around. In addition, there was a need for the council to respond to the general fragility of the home care marketplace, recognising that this does not work well for either customers or staff.

⁴⁵ From interviews author conducted for this research.

⁴⁶ <https://www.communitycatalysts.co.uk/>

Community Catalysts has now been active in Central Bedfordshire for 19 months and worked to create and/or upscale 42 local social-care social-enterprises.⁴⁷

ACTIVITIES

When a Community Catalyst connects with an individual or group who have an idea of how to improve the care system in their local area, the first thing they do is build confidence. By explaining how things can be done and demonstrating the road map towards success, they can demystify what might otherwise be a daunting process.

They also offer them extensive administrative and bureaucratic support, as these are the kinds of concerns that can otherwise crush the passion and enthusiasm of local people. In practical terms, this means things like:

- Helping people put policies in place around things like safeguarding.
- Showing them which regulations apply to their work and how they can be navigated.
- Helping them get things like DBS checks or insurance where necessary.

They may also offer practical advice about funding that may be available, as well as signposting to other resources, such as discounted offices or workspace.

Another major part of the role of the catalyst is to network these would-be change-makers. They introduce them to relevant figures in the local authority, so that mutual trust can be developed. Just as importantly, they introduce them to other local social entrepreneurs. Through holding regular networking events and creating things like WhatsApp groups to connect these important local figures together,

⁴⁷ At time of interviews (in early 2020).

social enterprises have the chance to learn from each other, and to hold each other to high standards.

CHALLENGES

The major challenges that arise from this kind of work come from managing relationships. Most obviously, a vital set of relationships are those between the catalysts and the local people who are trying to make change. For successful, productive relationships to exist here, managing the issue of ownership and control over projects are key. Catalysts have observed that this can be a particularly fraught issue, as people who start their own initiatives tend to be proud of what they have built and are understandably wary of ceding power to an external agent.

Accordingly, a successful Community Catalyst has to act in a supportive and facilitative way, rather than by assuming ownership of anything. In practical terms, this means offering advice, rather than telling people how to do things. Building up trust and ensuring use of appropriate language are also important here.

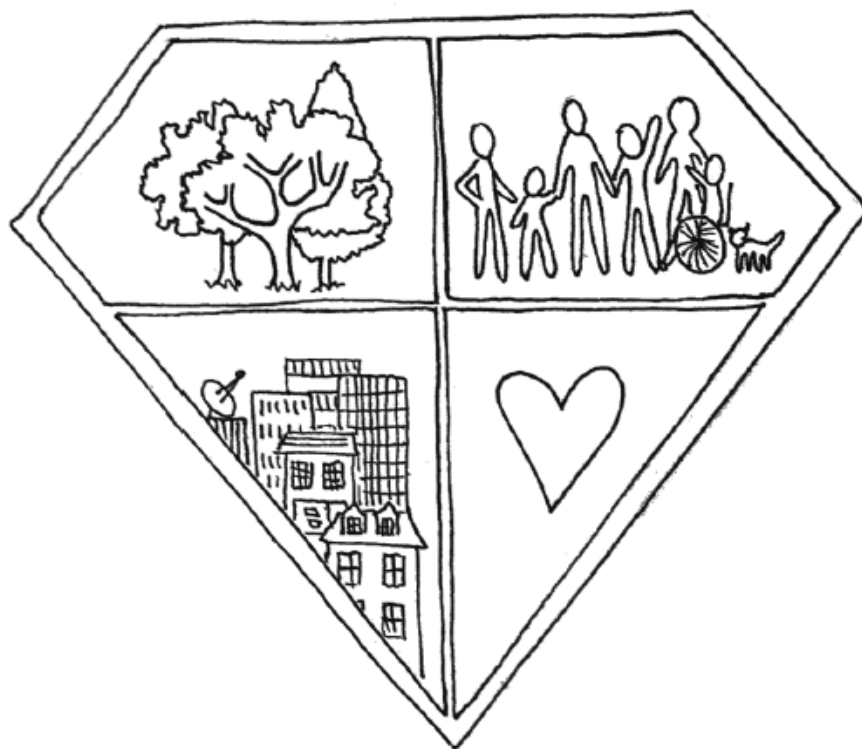
By managing these relationships, a catalyst can create an environment where people know that there is help available if they have ideas on how to make things better for their community. This can start a virtuous cycle of mobilisation.

Another important relationship for catalysts to manage is between local changemakers and the local authority. Of course, it was the council that commissioned Community Catalysts to work in their area, as there was a longstanding institutional recognition that they had an issue around the scarcity of providers in rural areas, meaning few options for personalised care for residents.

However, when Community Catalysts started working in Central Bedfordshire, there was still a degree of scepticism towards community initiatives, and specifically micro-enterprises, from some within the council. Fundamentally, this was an issue of trust – trust

that community groups and small enterprises could deliver high quality services.

In order to overcome this issue, Community Catalysts led a culture change workshop for local social work teams, where they discussed and explained ways in which this kind of work can deliver improved outcomes for citizens. What made the most difference in terms of changing the culture at the council was getting a few 'quick wins' for the catalysts. Once positive feedback started coming in from people on the ground, momentum quickly started to build. Indeed, when social workers met with micro-enterprise leaders face-to-face, they immediately saw how their flexible, creative solutions worked for residents. This helped them re-connect with the values that brought them into the sector in the first place, and was a positive experience for all.



CONCLUSION AND RECOMMENDATIONS

In this report, we have argued that community mobilisation represents the first stage of unlocking community power. It is a process of bringing people together, identifying things they want to change, and coming up with a plan for doing just that.

Community mobilisation is an active, dynamic process, which is in large part about energising and empowering people. Mobilisation creates the sense that change is possible, and that a better reality is available to local people. We have identified four separate approaches that organisations can take in order to mobilise communities, and illustrated them with case studies.

These approaches can be summarised as:

- An **Individuals**-based strategy, which begins with the needs of specific people and works out how community assets can be built and deployed to improve their lives.
- A **Groups**-based strategy, which looks to pre-existing groups within communities and strives to build up and empower them.
- A **Place**-based strategy, which tries to make an area as conducive to community mobilisation as possible. This means thinking about things such as infrastructure, assets and the practices of local government and the public sector.
- A **Service**-based strategy, which looks to empower people who interact with services and have ideas of how to improve them. It then helps build the capacity of those people to contribute to their own communities.



We also, in the first half of this report, identified some general design principles for community mobilisation, and presented a discussion of factors which enable the process. If we take those insights, and combine them with what we have learned from the case studies discussed in the previous section, we can offer the following four key take-home messages for would-be community mobilisers:

- **CATALYSE, DON'T LEAD:** One thing that all our case studies have in common is that within them, communities direct and mobilisers facilitate. This demarcation is perhaps most clearly visible in the 'Every One Every Day' project, where the focus of the councils is simply to create the infrastructure that allows projects to flourish organically. However, even in more focussed projects, such as the work of 'Community Catalysts' in Central Bedfordshire, it remains the case that people at a local level create and shape the new care-sector initiatives, and that Catalysts simply work to make their lives easier. If community mobilisation is to be genuine, authentic and impactful, then adhering to this principle is key.
- **LISTEN:** Issue salience is key to mobilisation. People in communities have to genuinely care about a cause if they are to mobilise around it, and an external actor is not going to be able to identify these issues from afar. Consequently, a key part of any process of mobilisation is listening. This is most explicit in our London CLT case study, who run "listening campaigns" as part of their organising process – however, it is also evident in the other outlined approaches.
- **BUILD SOMETHING:** In all the case studies presented above, a common theme is that the community mobilisers involved in them are engaged in a process of building something. Whether that something is a platform for participation, networks between residents, new care-sector services, or physical buildings - community mobilisation should result in the creation of new community assets.

- **HAVE CLEAR GOALS:** Given the emphasis that has been placed on not leading the process, and on listening to residents, the idea that public bodies should have their own clear goals during a process of community mobilisation may seem counter intuitive. However, you need to know what you want to achieve in order to select which strategy of mobilisation you want to pursue. Are you looking to find a way of meeting acute need and reducing demand, or are you trying to reform an entire area of public services? Being clear about this helps the process of formulating an approach. It does not mean that during the work of mobilisation external agents should attempt to take over, or act in contravention to the wishes of communities, but it does mean that you know what you want to achieve through the process.

If we bear these lessons in mind, and exhibit them as behaviours throughout our work, any of the approaches identified in this report have the potential to transform local areas and communities, building new models of working and new relationships between people and state.

Addressing any of the myriad problems we face as a society today – from rebuilding trust in institutions, to building the resilience needed to withstand external shocks like pandemics – requires strong, networked and powerful communities. Mobilisation marks the first stage in creating these.

Quite simply, if we want to build a new kind of society, or to bring about a **Community Paradigm** in public service delivery, then we need to get mobilising.

APPENDIX: METHODS

The first half of this report was informed by two principle methodological approaches. These were:

- **A REVIEW OF RELEVANT LITERATURE** – including work on community mobilisation, community organising, community engagement, community dynamics, and the relationship between community organisations and state power.
- **INTERVIEWS WITH EXPERTS ON THE TOPIC OF COMMUNITY MOBILISATION**

The case studies were informed by a combination of desk research and interviews. For each case study, we spoke to at least two people who were involved in the projects in different ways, so as to ensure a rounded perspective. The COVID-19 pandemic, and ensuing lockdown, unfortunately meant that plans to visit some of the case study projects had to be abandoned.

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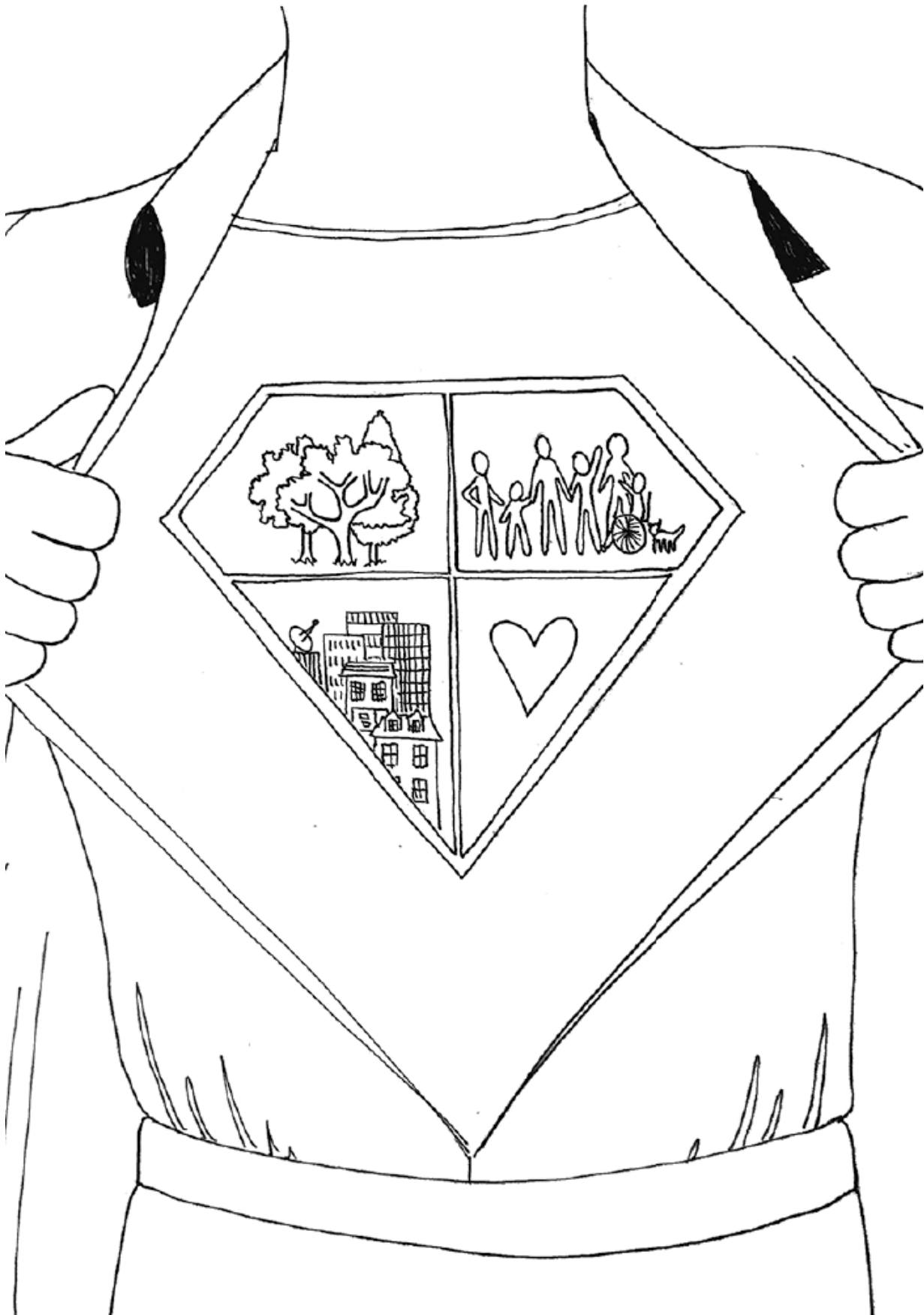
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When communities come together, they have the power to do extraordinary things.

This is something that is increasingly being recognised across the public sector. Public bodies of all kinds are realising that they can no longer go it alone, and that they do their best work, and make their most robust decisions, when they are working hand-in-hand with the communities they serve. But how can we develop communities to the point at which their potential can be fully realised?

This is where community mobilisation comes in – the process of building communities into cohesive wholes, with clear objectives and clear plans. This report offers a how-to guide for organisations interested in this process, illustrating a range of potential approaches that can be taken to build active, networked and powerful communities.

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