Public Health in New Zealand
Local Government’s Contribution to Wellbeing
# Acknowledgements

The Ministry of Health gratefully acknowledges the contributions of the following agencies.

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Local government terms

Local authorities: This includes all 85 councils in New Zealand. These comprise 73 territorial authorities and 12 regional councils. There are some core functions within these roles, although the Local Government Act 2002 does enable flexibility in which activities are undertaken by territorial authorities and regional councils. Local authorities have widely varied circumstances and capacity.

Territorial authorities: There are 73 territorial authorities, comprising the 57 district and 16 city councils in New Zealand. Territorial authorities are typically based around communities of interest. Core activities include: public health and safety; building control; civil defence; infrastructure, including local roads; recreation and culture; and resource management.

Regional councils: There are 12 regional councils in New Zealand. They are primarily based on catchment areas and have an environmental focus. Responsibilities include regional resource management functions, contaminated land, regional land transport planning and passenger services, biosecurity and civil defence.

Unitary authorities: Four of the territorial authorities are unitary authorities that also undertake regional council roles.

Local government organisation means a local authority, council-controlled organisation or a subsidiary of a council-controlled organisation (for example, one that provides water services).

Health related terms

District Health Boards (DHBs) are organisations established by the New Zealand Public Health and Disability Act 2000, responsible for ensuring the provision of health and disability services to populations within a defined geographical area. DHBs have existed since 1 January 2001 when the Act came into force. There are 21 DHBs, 15 in the North Island and 6 in the South Island. DHBs receive public funding from the Ministry of Health on behalf of the Crown, based on a formula that takes into account the total number, age, socioeconomic status and ethnic mix of their population.

Public health is defined in the New Zealand Public Health and Disability Act 2000 to mean 'the health of all of – (a) the people of New Zealand; or (b) a community or section of such people'.
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Executive Summary

Health is central to wellbeing because the state of people’s health affects their productivity and ability to participate in social interaction, work, education and other activities.

Public health is influenced by the four aspects of wellbeing: cultural, economic, environmental and social. Each of these factors influences the ability to maintain good health in individuals and communities. Public health activities have considerable synergies with the roles and activities of local authorities because a key purpose of local government is ‘to promote the social, economic, environmental, and cultural wellbeing of communities, in the present and for the future’.1

The purpose of this document is to highlight good practice that is occurring in the public health sector. By encouraging more effective working relationships between health and local government agencies, more efficient action should develop at a local and regional level to support people in adopting healthier lifestyles.

Role of local authorities and other organisations in community wellbeing

Local authorities frequently undertake activities influencing public health and wellbeing and facilitate or support similar activities done by others. These roles vary among local authorities, and the roles of regional councils and territorial authorities are likely to differ in most cases.

Local government has core responsibilities in some activities that are discussed in section 2. In other areas, local authorities may have picked up roles as leaders, supporters, communicators or facilitators because of their local strengths and abilities to link to other people and projects. They often work in partnership with health agencies, other government and non-governmental organisations, business leaders and the community.

Organisations working in the community may have similar aims or be able to use their tools or networks to complement each other’s aims. Activity to promote outcomes in one area of wellbeing often has flow-on effects in other areas of wellbeing. Bringing together difference skill sets and perspectives can also help strengthen planning. Support for joint work can provide opportunities to support other work, identify potential tensions, make better use of resources and improve community outcomes across more than one area.

Local authorities and their communities have varying strengths, community outcomes and priorities. They also have differing roles and activities. However, local authorities can directly consider demographic diversity and cultural influences and establish relationships with iwi/Māori, ethnic and age-based groups, community and business groups, and other influencers in their community.

1 Section 10 of the Local Government Act 2002.
Content of this document

Section 1 provides background information to give readers who are unfamiliar with public health and wellbeing issues a context for this document.

Section 2 discusses the variety of activities local authorities may be involved in that affect public health, including examples of innovative or interagency approaches to particular issues.

Section 3 looks at the broader context of interagency work to spur thought on what is working and what else might be needed to support joint planning and activity.

Section 4 provides a quick reference guide of key steps for working together.

Further background information and resources are located in the appendices.

Purpose of this document

It is recognised that many of the complex interactive determinants of health and wellbeing appear at the level of community, and solutions involve input from a spectrum of agencies and institutions. Key players include health boards, local authorities, broader community planning partnerships, third-sector organisations, community-based organisations and communities themselves.

The document provides a selection of intersectoral examples of work that local government is involved in to aid understanding and for local authorities and other agencies to consider what might be useful to apply in other districts.

The purpose of this document is to highlight local government contribution to wellbeing in New Zealand and include good practice examples that are occurring in the sector. It is not a comprehensive review of everything local authorities do to benefit public health; it acknowledges the multiplicity of roles local authorities have and the work they participate in (including work with other partners).

The Ministry of Health and Department of Internal Affairs will make the information gathered through this document available to local government and others including health agencies, other government and non-government organisations, business leaders and the community working together to improve health outcomes in their communities.
Introduction

The Ministry of Health recognises local government as a key local influence on public health and the contribution of its work to national public health outcomes. The Ministry is utilising this document to identify how to progress further collaboration, support and linkages. It seeks to:

- acknowledge the broad public health role of local government
- explore some of the many ways local government influences public health and wellbeing
- identify some of the formal and informal links and working relationships between local government and other parts of the health sector.

The extent to which local government implement legislative requirements and undertake other activities varies widely across local authorities.

The populations within local government areas range from 650 people in the Chatham Islands to 1.4 million people in the Auckland region. This affects local authorities’ rating and other income and consequently, the resources they have available. Residents’ socioeconomic circumstances, predominant age groups and ethnic mix also vary greatly across the country. City, town and rural problems and solutions differ. These diverse circumstances can affect what is needed, what is practicable and what roles might be appropriate in each local authority area.

This document is an overview, rather than a comprehensive stocktake, of local authorities’ public health-related activities. It uses intersectoral examples to illustrate the breadth of current activity.

This document is divided into four main sections with supporting appendices and references, and a submission form.

- Section 1 provides background information about public health and wellbeing, and overviews of the health-related roles of local authorities and other organisations.
- Section 2 discusses the roles of and the work local authorities commonly undertake and then looks briefly at areas, requirements or drivers for involvement, the resources available to support work, and examples of innovative practice.
- Section 3 discusses working together, including joint strategic planning, shared information and monitoring, communications and other issues.
- Section 4 is a quick reference guide of key steps for working together.

The appendices provide further information about public health challenges, identified action areas, additional resource information and case studies, non-communicable disease control steps, health services and the structure of local government. A draft table for policy work (drawing on systematic ways of identifying the potential impacts on the wellbeing and health of the population of any proposed policy, strategy, plan or project, prior to implementation and the relationship to wellbeing).

A list of abbreviations used in this document and a glossary of local government terms are on page iv.
Methodology

This document refers to previous documents related to the role of local government roles in public health including:

- Local Government New Zealand's submission on *Emerging Issues for Public Health in New Zealand* (LGNZ 2004d)
- opinion papers prepared for the Public Health Advisory Committee in 2004 (for example Megan Courtney's (2004) paper on the future interface between public health and local government).

Examples and feedback have also been drawn from the literature, websites, meetings and discussions with key informants. Organisations that have contributed to the document are noted in the acknowledgements page iii.

Scope and context of this document

This document focuses on the public health roles of local government. In particular, it considers roles that have a population focus, relate to community health promotion or prevention, and involve partnerships with other agencies and the community. It identifies and discusses areas of public health where local authorities have provided leadership, support and/or innovation.

The document does not fully describe each area of activity. This information is covered in detailed publications on particular topics. In particular, core territorial authority regulatory functions such as rubbish collection, drinking-water provision and the treatment and disposal of wastewater are explored elsewhere (for example Local Government New Zealand's KnowHow Guides and the New Zealand Society of Local Government Managers' (SOLGM) good practice toolkits). This document notes many of those sources but does not seek to replicate them.
1 Background Information

Meaning of ‘public health’

Health is a state of physical, mental and social wellbeing and not merely the absence of disease or infirmity (WHO 1946).

A commonly used definition of ‘public health’ is ‘the organised local and global efforts to prevent death, disease and injury, and promote the health of populations’ (Beaglehole and Bonita 2004).

The key components of modern public health practice include (Beaglehole and Bonita 1997):

- a focus on whole populations
- an emphasis on prevention
- a concern for addressing the determinants of health
- a multi-disciplinary approach
- partnership with the populations served.

Public health is about population groups rather than medical treatment of individuals, and looks beyond health care services to the aspects of society, environment, culture, economy and community that shape the health status of populations. Good public health is based on creating conditions that enable people to contribute and participate and requires the input of agencies beyond the health sector agencies.

The ‘determinants’ of the health of a community include factors such as water supply, waste disposal, food safety, exercise, diet, housing, social integration, safety, stress, education, employment, income, transport, access to facilities.

The Ottawa Charter for Health Promotion, which the World Health Organization developed in 1986, considerably broadened the scope of public health by acknowledging the importance of adequate housing, a liveable income, employment, educational opportunities, a sense of belonging, a sense of being valued and a sense of having control over life (WHO 1986).

The Ottawa Charter reinforced the need for an integrated range of actions to improve health outcomes, including:

- healthy public policy (that is policy developed considering health and other impacts)
- creating supportive environments and communities
- strengthening community action by increasing ownership of public health issues and responsibility and resourcing for solutions
- developing awareness and skills for healthy living across a variety of settings (for example home, school, work, community)
- fostering a collaborative and proactive approach to health promotion across a wide range of sectors and organisations (Courtney 2004).
Definitions of ‘health’ can reflect cultural differences. For example, the Māori word for health ‘hauora’ includes tinana (body), wairua (spirit), hinengaro (mind/mental) and whānau (family), and elements such as land, environment, and language (Durie 1998, quoted in Courtney 2004: 20). In a New Zealand context, rivers and other water bodies have spiritual as well as environmental significance to Māori, so care of waterways has even broader affects on public health impacts for Māori.

Government and others agencies including health agencies, other government and non-government organisations, and business leaders have roles in policy, education, services and empowerment but in many cases individuals and communities are best placed to support local community actions and attitudes. The context and needs of different groups such as Māori, Pacific peoples, people with disabilities, women, young people and older people also need to be considered.

The Jakarta declaration in 1997 emphasised the role of private businesses and participation by people in finding their own solutions to problems. On the website The Jakarta Declaration on Health Promotion into the 21st Century, the World Health Organization states:

‘There is a clear need to break through traditional boundaries within government sectors, between government and non-governmental organisations, and between the public and private sector. Co-operation is essential. Specifically, this requires the creation of new partnerships for health on equal ground.’

The National Health Committee on Health and Disability (1998: 3) found that ‘social, cultural and economic factors are the main determinants of health’ and recommended a wide range of interventions and other actions. Many of these interventions and other actions have been introduced and improved, such as the extension of smokefree environments, increased immunisation, initiatives to address substandard housing and work to improve urban design.

Further discussion of some of the global and national health challenges that set the context for health concerns in New Zealand is in Appendix 1.

**Relationship between public health and wellbeing**

Public health, wellbeing, and sustainability are interrelated (Courtney 2004). The definitions of public health discussed in terms of the Ottawa Charter highlight the factors that affect health. It is these factors that people largely identify with wellbeing.

As noted through this document, different areas of wellbeing are closely linked; a company’s ability to find, train and retain staff can be influenced by the services in a community, the availability of housing and the health of workers and their families as well as the wages and conditions offered by the company. The health of the population affects people’s productivity and their ability to participate in education, work, social engagement and cultural activities.

There can be tensions between different community outcomes and areas of wellbeing. Good planning work to achieve sustainable results, therefore, requires recognition of
other impacts and issues, careful analysis a balancing of options. Working collaboratively can help achieve better outcomes by ensuring:

- sharing information on other work that could be linked is shared
- identifying the best options are identified
- foreseeing potential unintended consequences are identified
- noting tensions between wellbeing areas are noted
- each agency supports other’s activities and leverages resources.

Sustainability is a key concept throughout this document. It is woven throughout the four areas of wellbeing (social, cultural, economic and environmental) and in the consideration of the needs and impacts on both present and future generations within the community.²

Sustainability is a core driver for local government, and is implicit in approaching public health. A community’s current and future social, environmental, economic and cultural circumstances affect people’s ability to attain and sustain good physical and mental health.

Before the national focus on sustainability in the Local Government Act 2002 several local authorities were signed up to Agenda 21, an international programme with aims similar to those of the Act.³ The ability of local government to show leadership and innovation has been enhanced through the Local Government Act 2002.

The Local Government Act 2002 has clarified the role of local government in promoting sustainable community wellbeing and broadened the scope of local authorities to lead local and regional community outcomes processes. It enables, but usually does not require local authorities to undertake activities beyond the traditional spheres of local government work and has provided opportunities for local authorities to more creatively use the range of local skills available in their communities.

**Health-related roles of local authorities**

**Overview**

In New Zealand, local government has an important role to play in protecting the public health through its core roles, and the many other activities it undertakes or supports. The direct and indirect effects for communities if local government had no public health role would be enormous.

Local government was a founder of public health. Since the 19th century the provision of clean drinking-water and the removal and safe disposal of rubbish and wastewater have contributed to more lives saved than any other public health practice, or any health

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² Sustainable development means ‘meeting the needs of the present without compromising the ability of future generations to meet their own needs’ (United Nations 1987).

³ Agenda 21 was an outcome of the United Nations Conference on Environment and Development at the Earth Summit in Rio de Janeiro in 1992. It is based on sustainable development for the present that does not compromise the ability of future generations to meet their needs. Processes in the Local Government Act 2002 processes are consistent with Agenda 21’s approach.
treatment. ‘Water and sanitation are among the most important determinants of public health. Wherever people achieve reliable access to safe drinking-water and adequate sanitation they have won a major battle against a wide range of diseases’ (WHO 2004b).

Local government’s core activities that promote public health include resource management, the provision of drainage, sewerage works drinking-water, recreation facilities and areas, refuse collection, and a range of other activities that directly or indirectly influence the health of the population. Some of these activities are undertaken by regional councils and others by territorial authorities.

Local authorities were traditionally bound by the specific activities statute prescribed for them, but the general empowerment to promote community wellbeing conferred by the Local Government Act 2002 has allowed their role to increasingly encompass proactive initiatives to promote community wellbeing. The nature of activities undertaken will vary between regional councils and territorial authorities and depending on council resources and priorities. Proactive work is undertaken in addition to local authorities’ statutory obligations such as those set out in section 23 of the Health Act 1956 and clause 19C of the Public Health Bill. Where new initiatives are undertaken it is often in partnership with, or in support of, other agencies, groups and people within communities.

Local government contributes in leadership or support roles in a vast range of activities that advance public health outcomes, providing services, facilitating access to communities or links between agencies, providing training or information and in many other ways. At other times local authorities might simply provide an information conduit or funding link between the community and Government or other agencies in supporting the implementation of other agencies’ action plans for example.

As an example, the youth transition services set up in selected territorial authorities since 2004 in conjunction with the Ministry of Social Development may not have been established without leadership from the Mayors’ Taskforce for Jobs and a partnership with local government to plan and implement the services.

Legislative requirements
Legislation providing for the public health roles and duties for local authorities includes the:

- Building Act 2004
- Food Act 1981
- Hazardous Substances and New Organisms Act 1996
- Health Act 1956
- Land Transport Management Amendment Act 2008
- Local Government Act 2002
- Resource Management Act 1991
- Sale of Liquor Act 1989

Such as the Ministry of Social Development’s local services mapping action plans.

The Health Act 1956 states that it is the duty of every territorial authority to improve, promote and protect public health within its district. A concept central to the Health Act 1956 are provisions for local authorities that relate to 'nuisances'. Certain circumstances relating to residential, commercial and industrial premises can cause a nuisance to others. A nuisance is deemed to be created when a situation is offensive or likely to be injurious to health. It is important for all individuals and businesses to avoid creating a nuisance for the health and wellbeing of the whole community.

The Local Government Act 2002 provides opportunities that many local authorities and other agencies can explore to enhance co-ordination and collaboration to promote community outcomes. This Act (and other statutes) provides local government with a sustainability role and focus.

The Local Government Act 2002 sets out the planning framework for local authorities and their communities.

The key documents and processes that make up the framework are:
- the long-term council community plan (LTCCP)
- the annual plan
- the annual report
- community outcomes processes.

The planning framework requires local authorities to:
- describe what New Zealanders want for their local communities (community outcomes)
- facilitate a community planning process to establish the activities of the council, central government, non-government organisations and others that will contribute to the community outcomes. This long-term council community plan (LTCCP) provides a long term focus for the council's decision-making
- describe each year through the annual plan how the Council accounts for the money provided to it by its ratepayers and by financial institutions and government agencies. It shows how the Council is delivering on the outcomes its community wants
- explain the actual activity of the Council through the annual report in the past financial year, and compare this with the intended activities and level of performance described in the LTCCP. The annual report tells the community whether the local authority did what it said it would do and what progress the community is making towards achieving its outcomes (through the community outcomes monitoring report).

Local authorities also have planning responsibilities under the Resource Management Act 1991 which promotes the sustainable management of the environment, and specifically refers to health in the Act’s purpose section.

The Land Transport Management Amendment Act 2008 aims to achieve an integrated, safe, responsible and sustainable land transport system. It also requires local government to consider the protection and promotion of public health when developing a region's land transport strategy.
The purpose section of the Building Act 2004 refers to buildings that contribute to the health, physical independence and wellbeing of people who use them, and requires that they be designed, constructed and able to be used in ways that promote sustainable development.

**Guidelines for policy affecting local government**

The Department of Internal Affairs' policy guidelines provide useful guidance for agencies developing policy or activities impacting on local authorities.

**Prescriptive or discretionary approach to public health**

In some circumstances public health promotion work at a national level has guided what is or can be done and has provided options, opportunities, tools and support. Local authorities and other partners assess how things are implemented at local and regional levels. Ideally, much discussion occurs between national and local parties during the policy, planning and design stages and through to the implementation and evaluation stages.

Local government often needs to be able to use a discretionary approach to apply local solutions to local problems, rather than a prescriptive approach. If a prescriptive approach is required or implied, using local government or another party as a contracted agent may be more appropriate.

**Resourcing**

The responses of different local authorities to their public health roles and opportunities varies, because of the diverse nature of their communities, partnerships, community outcomes and priorities, resourcing, capacity and needs. Local authorities include regional councils with over a million, primarily urban, ratepayers and small district councils that may have only hundreds (Chatham Islands) or a few thousand (Kaikoura and MacKenzie) and large rural areas.

Local government may be seen as an appropriate partner or vehicle for a project or activity because of their location and capability. While such a partnership can be useful, particularly where other agencies do not have a local presence, sustainable resourcing needs to accompany any new roles imposed on local government.

The extent to which local authorities are involved in other activities affecting public health will often depend on local priorities, resources and the commitment of other partners. Concern has been expressed that the expansion of local government mandates has stretched resources and put pressure on ratepayers in some areas.

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6 See for example Whittington (2005). Note that local government responsibilities vary in different countries and in Australia and the United Kingdom they have some additional roles, accompanied by central Government funding.
However, it should be noted that this concern was not borne out by the Local Government Rates Inquiry, which found that pressure on ratepayers did not stem from any expansion of local government priorities (Local Government Rates Inquiry Panel 2007). Instead, the inquiry found that there were circumstances where pressure on ratepayers resulted from the need to maintain infrastructure that had been neglected for years and an unwillingness to borrow to spread the cost of the infrastructure over the time it would be used. In addition, in most circumstances where new roles have been given to local government they have been able to recover all costs from users.

The Department of Internal Affairs' policy development guidelines for regulatory functions involving local government refer to funding and resources. These guidelines are being promoted to Crown agencies to make them more widely and effectively used.

Central agencies and others with a role in public health

The Ministry of Health has a lead role in promoting public health. The principal public health statute administered by the Ministry is the Health Act 1956. Under this Act, the Ministry of Health has a function of protecting public health (section 3A), and territorial authorities have a duty to protect public health (section 23). The Health Act also provides for the appointment of designated officers (medical officers of health and health protection officers) and the appointment of environmental health officers by territorial authorities to carry out health functions. In 2007, it was amended to include specific requirements for drinking water supplies namely the Health (Drinking Water) Amendment Act 2007.

The New Zealand Public Health and Disability Act 2000, provides that one of the objectives of district health boards is “to improve, promote, and protect the health of people and communities” and one of the functions of district health boards is “to promote the reduction of adverse social and environmental effects on the health of people and communities”.

District health boards are required by legislation to produce the following plans:

- **Health Needs Analysis**
  Prior to completing a District Strategic Plan a DHB must assess the health status of its population, any factors that the DHB believes may adversely affect the health status of that population, the needs of that population for services, and the contributions that those services are intended to make towards the health outcomes and health status sought for that population.

- **District Strategic Plan (DSP)**
  The DSP sets out the DHB’s strategic objectives and or desired DHB population outcomes for 5 – 10 years. The District Strategic Plan must be reviewed at least every three years and must not be inconsistent with the National Health Strategy and National Disability Strategy that have been produced by the government.

- **District Annual Plan**
  The DAP sets out what the DHB intends to do over the financial year, how much is to be spent and how it will measure its success. The DAP must not be inconsistent with the District Strategic Plan. It is agreed with the Minister within
the authority of the New Zealand Public Health and Disability Act 2000 (section 39).

- **Statement of Intent (SOI)**
  The SOI is the means by which the DHB demonstrates its accountability to Parliament. Within this context the Minister has legislative power to provide direction to DHBs through the process of agreeing the SOI.

- **Annual Report**
  At the end of each financial year DHBs must prepare an annual report, the requirements for which include:
  - a statement of service performance; and
  - annual financial statements.

In addition to these specific legislative requirements, district health boards are required to provide public health services (through public health units), including environmental health services and the associated regulatory functions of designated officers namely medical officers of health and health protection officers. The overall goal for all of the services relating to the physical environment is to achieve a social and physical environment which improves, promotes and protects public health and whanau public health. However, it cannot act alone or with only local government support.

The Ministry of Health's health impact assessment support unit is seeking to work with local authorities and look at systematic ways of identifying the potential impacts on the wellbeing and health of the population of policy and projects prior to implementation and has identified funding to assist in this work and capacity building. These assessments can assist in identifying the health effects of different options and approaches to the provision of utilities, urban design and other activities.

The Ministry of Health plays an active role in supporting health-related work by providing resources. It is interested in further opportunities to support other agencies' work and to assist in providing information, monitoring and communicating the links.

Many central government agencies influence, directly and indirectly, public health through their activities and responsibilities. Agencies in the areas of, for example, transport, justice, education, social development, environment, economic development, culture and heritage, Māori, Pacific and ethnic affairs all have key roles.

Iwi/Māori, Pacific groups, religious groups, community groups, trusts, businesses and individuals all make significant contributions to the state of public health, social context and opportunities to improve outcomes.

The agencies, roles or individuals undertaking particular roles in different projects and places is likely to reflect local priorities, needs, skills and resources, and the passion and commitment of particular people.

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2 Exploring Local Authority Public Health Roles

Introduction
This section overviews the various roles of local government in the context of public health. The section covers (where applicable):
- drivers and requirements
- funding, tools and resources in terms of central government funding and resources available. It is recognised that councils make significant contributions to funding and resources in each subject area but that this publication does not document or provide examples of this in relation to each subject covered.
- examples of intersectoral work.

Under the Local Government Act 2002 local authorities must consider the impact of activities on their population’s cultural, economic, environmental and social wellbeing and take a sustainable development approach. Local authorities may consider how to support or monitor community wellbeing, if they deem this to be appropriate or necessary in their district. Many activities, such as those primarily intended to improve communities’ social or economic wellbeing, are enabled (that is, they are optional) rather than prescribed (that is compulsory) under the Act. This review focuses on the prescribed activities and generally does not discuss the legal framework in relation to optional activities.

This review is not a comprehensive stocktake of local authorities’ roles as they influence public health and wellbeing. It merely aims to give readers a flavour of the roles, the resources available and examples of interagency or innovative work may be involved in. Examples are provided in this section as a resource and to provide a picture of activity under way in some areas. References to collections of other identified case studies are in Appendix 3.

The examples provide a picture of activity under way in:
- infrastructure
- regulatory functions
- health, safety and social wellbeing
- economic wellbeing.

For additional case studies see Appendix 3.

Infrastructure

Water supply
Healthy drinking-water is crucial to good health. Adequate monitoring and treatment of drinking-water is needed to prevent a range of diseases. A large body of medical

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8 For further information on local government see Guide to Local Government (LGNZ 2004) and Local Government Structure and Efficiency (McKinlay Douglas Ltd 2006).
evidence supports the fluoridation of drinking-water, as a low-cost and highly effective oral health intervention (National Advisory Committee on Health and Disability 1998).

Drivers and requirements

Clean drinking-water is important for communities so the local authorities' role is critical in this area.

National environmental standards for maintaining sources of drinking-water quality are set in the Resource Management (National Environmental Standards for Sources of Human Drinking Water) Regulations 2007, under the Resource Management Act 1991. The Health Act 1956 also has provisions making it an offence to pollute a water supply and allowing local authorities to be required to manage polluted water courses.

The National Environmental Standard for Sources of Human Drinking Water was gazetted on 20 December 2007. This Standard is intended to reduce the risk of contamination to drinking-water sources (such as rivers and groundwater) by requiring regional councils to consider the effects of activities on drinking-water sources when making decisions.9

The Health (Drinking Water) Amendment Act 2007 requires drinking-water suppliers to take all practicable steps to comply with national standards, develop Public Health Risk Management Plans, to assess and manage drinking-water quality and to advise consumers of risks.10

The Public Health Bill, if passed will allow the Director-General of Health or any Medical Officer of Health of a District Health Board (DHB) as presently drafted an area in the region of a regional council, to ask the council to prepare a written report on any matter concerning its functions as they affect public health. The Bill specifically includes as matters that may be reported on the management of water sources to be used as drinking-water in the region and the sanitary state of those sources. Territorial authorities may also be required to give similar reports.

The Local Government Act 2002 requires territorial authorities from time to time to conduct a detailed assessment of the provision of water services within their districts or regions. This assessment must include an outline of any current or possible health or environmental impacts in relation to the water supply within the district or region.

Local authorities must continue to provide existing water services to communities within their district or region, except for services to fewer than 200 people where affected parties and the Medical Officer of Health support the services' closure or the transfer of the services' ownership.11

9 The regulations creating the standard are available from the Ministry for the Environment’s website, Resource Management (National Environmental Standards for Sources of Human Drinking Water) Regulations 2007 http://www.mfe.govt.nz/laws/standards/nos-drinking-water-regulations.pdf
10 This includes a requirement to warn consumers twice yearly about risks from heavy metals in drinking-water (Ministry of Health 2005a).
11 For more information on obligations and restrictions related to water services, see sections 130–137 of the Local Government Act 2002.
A local government organisation may contract out the operation of all or part of a water service or enter into a partnership with a non-local government organisation, for up to 15 years. A local government organisation may also enter into a partnership with other local government organisations to provide water services jointly. In these situations, the local government organisation must retain control over all matters relating to the pricing of water services, management of water services, and the development of policy related to the delivery of water services, and retain ownership of all infrastructure within its district or region that are associated with the water service.

Under the Local Government Act 2002, local authorities may restrict water supply to a person's land or building in any manner they see fit, if the person fails to comply with any local authority bylaw relating to water supply, fails to undertake agreed measures relating to the person's water supply, or refuses entry to, or obstructs, an enforcement officer. However, such a restriction must not create unsanitary conditions.

Under the Local Government Act 2002, local authorities may stop water services temporarily to respond to a situation or an event that is or may become a nuisance or danger to public health. The Health (Drinking Water) Amendment Act 2007 contains a similar provision.

Local authorities may cover the cost of supplying drinking-water with a separate targeted rate or within general rates. Charging people for the amount of water they use, using water meters, could conflict with public health requirements. Water charges could reduce water consumption, reduce treatment costs, reduce the environmental effects of providing a drinking-water supply and reduce demands on limited supply. However, water charges could also induce low-income households to reduce their water use to an extent that compromises their health and hygiene. Alternative methods of charging may help to balance these risks.

**Funding, resources and tools**

In 2005, the Government set up the Drinking-water Assistance Programme to provide technical support and capital assistance funding. The programme committed $150 million (GST inclusive) over 10 years to assist with improving drinking-water supplies in small communities (Ministry of Health 2008c).

The public health units in DHBs have trained drinking-water assessors who can provide technical assistance to small water suppliers. Local authorities and water suppliers may participate in the Technical Assistance Programme to improve the management and operation of their water supply. They may also apply to the Capital Assistance Programme for funding to upgrade their water supplies.

Housing New Zealand Corporation’s Rural Housing Programme provides local authorities with loans in some instances (see the section ‘Wastewater, sewerage and stormwater’).

However, a disconnection of the water supply requires the authority to prove to a Medical Officer of Health that no health risks will result, so it is a highly unlikely occurrence for residential properties.
Local Government New Zealand provides guidelines for assessments of Water and Sanitary Services.\(^{13}\)

Ingenium (an organisation of engineers for public assets) has a water information management steering group to assist with co-ordination, information and tools (Ingenium 2004).

The Ministry of Health offers a subsidy to cover some of the cost of installing fluoridation systems to drinking-water supplies in eligible communities. This is under the Drinking-water Assistance Programme and the Sanitary Works Subsidy Scheme (discussed in the section 'Wastewater and Sewerage'). The fluoridation subsidy is available to all local authorities to meet 50 percent (or more at the Minister of Health’s discretion) of the eligible capital works costs. The subsidy does not cover chemicals or ongoing operating costs.

Some local authorities are reluctant to fluoridate water because they believe it to be a Ministry of Health responsibility (so the Ministry should cover the cost), or their communities are resistance to fluoridated water. Ashburton, for example, stopped fluoridating its water in 2002 following a strong anti-fluoridation campaign (although the issue remains contentious).\(^{14}\)

**Intersectoral examples**

**Waitomo District Council and the Ministry of Health – upgrading water supply**

Waitomo District Council and the Ministry of Health have jointly contributed to upgrading Benneydale’s water supply under the Drinking-Water Assistance Programme.

Benneydale is an ex-mining community. Its water was piped through concrete pipes with perished rubber rings, so the community was losing about half of this water. A $650,000 subsidy helped to replace the pipes and fix the source delivery works.

This will improve the health of the community and help to ensure the water supply meets the drinking-water standards.

**Hokianga Health Enterprise Trust – various projects**

After floods in 1999, the Ministry of Health, through the Hokianga Health Enterprise Trust, funded a project by the Whirinaki community to construct a safe water supply. In addition the Northland Regional Council and Far North District Council worked with the community on flood-prevention work. They also advised on engineering, resource and environmental issues. However organisations other than local authorities often make a significant contribution in small communities. In this case Hokianga Health Enterprise Trust, a Primary Health Organisation (PHO), has undertaken several projects, including installing 36 water-treatment systems at marae and two community supplies (at

\(^{13}\) http://www.lgnz.co.nz/library/publications/order-docs.html

\(^{14}\) http://www.ashburtonguardian.co.nz/index.asp?articleid=7944
Whirinaki and Pakanae) (some of which were affected by the 1999 flood) and providing ongoing logistic support, risk management advice, and monitoring assistance.

**Wastewater, sewerage and stormwater**

The safe treatment and disposal of wastewater is necessary for controlling disease and protecting the environment.

Along with the provision of clean drinking-water, sewerage work has been one of the most important services for improving public health.

Stormwater management reduces risks from heavy rain, such as slips, floods and pooling water that can be a breeding ground for disease and pests.

**Drivers and requirements**

The Local Government Act 2002 requires territorial authorities to conduct a detailed assessment of the provision of wastewater services within their districts. This assessment must include a description of how wastewater is disposed of within the district. The assessment should also outline any potential or existing health or environmental impacts relating to wastewater.

The Minister of Health can, under section 25(2) of the Health Act 1956, require any territorial authority to provide, alter or extend for the benefit of its district or region any sanitary works the Minister of Health requests.

Section 146 of the Local Government Act 2002 empowers territorial authorities to make bylaws relating to wastewater management and onsite wastewater disposal systems.

The Ministry for the Environment is scoping a national environmental standard that centres on options for an inspection and maintenance regime for managing on-site wastewater systems and their effects. A discussion document about the options was released for public consultation in July 2008 (Ministry for the Environment 2008a). The Ministry’s website contains useful information on wastewater control.

Under the Camping Ground Regulations 1985 owners of camping grounds must provide drainage systems for removing and disposing of foul water, waste water, and storm water in accordance with the Building Code (or to the satisfaction of the local authority, if appropriate) (see also section ‘Control of public health nuisances’). Territorial authorities have a duty to enforce these regulations.

Appropriate standards for wastewater treatment and disposal are likely to vary according to factors such as geographical location, soil conditions, and whether a site is rural, remote or urban. For example, the Department of Conservation (DOC) would use engineers to develop suggested systems for remote huts and camping areas that would protect the environment, suit the level of use and location, and address logistical issues.

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15 Section 124 of the Local Government Act 2002 defines ‘wastewater services’ as ‘sewerage, treatment and disposal of sewage, and stormwater drainage’.

16 See the Ministry for the Environment’s website, Wastewater http://www.mfe.govt.nz/issues/waste/wastewater/
which would vary considerably from what is practicable and recommended in cities. Territorial authorities and other organisations can use good practice to ensure these types of variation in circumstances are considered.

**Funding, resources and tools**

The Sanitary Works Subsidy Scheme, which the Ministry of Health administers, was introduced in 2003 to assist territorial authorities, marae committees, ratepayer associations and rural water supply groups. It can assist with costs for residential connections for small, largely rural, communities who are unable to fund the necessary upgrades to meet public health and resource consent requirements. Funding was approved at a rate of $13.3 million per year (excluding GST) for 10 years. Most of the funding available for the scheme up to 30 June 2013 has now been spent or allocated.

Enquiries for the Sanitary Works Subsidy Scheme were directed through the Ministry of Health, with advice on applications received from the local Medical Officer of Health (Ministry of Health 2003). The funding currently available for this scheme is targeted at small, low-income communities. It does not cover operation and maintenance costs, which could be an issue for sustainability and the future impact on rates in some communities. In June 2009, the Government closed the scheme to new applications.

So far, 142 communities have applied for subsidies through the Scheme. Since implementation Ministerial approval has occurred for 64 separate subsidies at the provisional and final stages amounting to $125.4 million for communities with a total population of 63,400. Many of these communities have a high level of socioeconomic deprivation, as measured by the New Zealand index of deprivation.

Housing New Zealand Corporation’s Rural Housing Programme to reduce substandard housing can provide infrastructure suspensory loans and essential repair suspensory loans to assist with the provision of drinking-water supplies and sanitation. The Rural Housing Programme is primarily available in Northland, the East Coast and Eastern Bay of Plenty, although from July 2004, activities for essential repair suspensory loans were extended to areas outside Northland, East Coast and Eastern Bay of Plenty. Housing New Zealand Corporation works with local councils, the Ministry of Health, iwi and other partners on projects relating to substandard drinking-water supplies and sewage systems (Housing New Zealand Corporation 2007).

Water New Zealand is a national non-profit technical and educational organisation with a network of members in many disciplines (including local government). The organisation provides a neutral forum for discussions about environmental management issues and it makes submissions to Parliament on behalf of its members focusing on the sustainable management and promotion of the water environment and encompassing the three waters – fresh, waste and stormwater.  

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17 See the Water New Zealand Water website, About Us http://www.waternz.org.nz/about.html
Intersectoral examples

Christchurch City Council and local communities – Waterway Enhancement Programme

The Waterway Enhancement Programme is a partnership between Christchurch City Council and local communities to protect natural areas, restore native habitat, enhance ecosystems and develop green corridors. A stream planting guide has been developed to help people know what and how to plant in different areas. Landcare Research and Lucas Associates in Christchurch helped develop the programme’s resources. The programme contributes to enhancing water quality and public amenity values.

Christchurch City Council and iwi – enhancing waterways and restoring cultural values

Drainage is no longer the Christchurch City Council’s primary focus, so it has been integrated with other ‘values’ (ecology, landscape, recreation, heritage and culture) to form the foundation of a philosophy that is multidisciplinary and sustainable. For example, the council undertook a project to enhance drainage and waterways while also restoring cultural values when it worked with iwi to redevelop the junction of Saint Mary’s Stream and the Ōtākaro (Avon River). (See also the section ‘Provision and support of cultural wellbeing’.

Hokianga Health and Institute of Environmental Science and Research – opportunities and barriers for Māori

Hokianga Health worked with the Institute of Environmental Science and Research (ESR) to investigate opportunities and barriers to community development for Māori communities. It used wastewater management at marae as the case study. The study is entitled Te Riu o Hokianga: A kaupapa Maori approach to improve marae onsite wastewater treatment and disposal.

Environment Southland and Department of Conservation – granting wastewater discharge permits for huts

Environment Southland has granted wastewater discharge permits for Department of Conservation huts in Fiordland. After discussions with department staff, several methods appropriate to local conditions for managing wastewater from the huts were agreed. Ongoing monitoring of water supplies and wastewater in this area is necessary, so the Department of Conservation monitors the supplies and wastewater and reports to Environment Southland on several conditions identified in the discharge permits.

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18 For more information about the Waterway Enhancement Programme, see the Christchurch City Council website, Parks: The Environment http://www.ccc.govt.nz/Parks/TheEnvironment/streamside.asp

19 For more information, see the ESR website, Te Riu o Hokianga: Environmental health through Māori community development http://www.esr.cri.nz/aboutus/ourorganisation/Pages/hokiangawaterresearch.aspx
Transport and roads

Good transport is critical for the economy, the environment and people’s quality of life. These factors are key determinants of public health and wellbeing. Transport includes buses, trains, private vehicles, cycles and pedestrian traffic. Transport can help people get to work, get to essential goods and services, and make social connections. Good transport connects people to health services, jobs, education, child care and outdoor recreation. Good transport is of particular importance for the health and wellbeing of rural people, particularly those living in remote areas, due to their isolation from primary and secondary health services. However, transport can also have negative influences on public health as a result of high traffic volumes and traffic congestion that contribute to air pollution and stress and reduce the time available for work and leisure.

See also the section ‘Road safety’.

Drivers and requirements

Local authorities have a relationship with the New Zealand Transport Agency (NZTA) a Crown entity established on 1 August 2008, under the amended Land Transport Management Act 2003, bringing together the functions of Land Transport New Zealand and Transit New Zealand to provide an integrated approach to transport planning, funding and delivery. The New Zealand Transport Agency has five primary functions:

- promoting an affordable, integrated, safe, responsive and sustainable land transport system
- managing the allocation of funding to transport activities
- planning, building, maintaining and operating the state highway network that is about 12 percent (10,894 kilometres) of all New Zealand’s roads, which account for about half of the national annual vehicle kilometres travelled by vehicles
- investigating and reviewing accidents and incidents involving accidents on land
- regulating and managing access to the land transport system.

Territorial authorities are responsible for the building and upkeep of local roads and spend approximately $840 million per year doing this. They have a variety of roles which include ownership and maintenance urban and local roadways, managing rural and street numbering systems, providing street lighting and traffic lights, and installing traffic control and calming measures. Rural numbering systems are of particular importance to enable the prompt location of rural people in emergencies.

Regional councils must prepare regional land transport strategies (section 175 of the Land Transport Act 1998). These strategies consider, among other things, freight traffic, public passenger transport, cycling and pedestrian traffic, economic development, safety and personal security, access and mobility, the protection and promotion of public health, and environmental sustainability. These strategies must include any regional passenger transport plan the regional council has prepared.
Public Health in New Zealand: Local Government’s Contribution to Wellbeing

Local authorities are typically expected to consider accessibility issues when undertaking activities such as designing footpaths, access ways, roads and crossings or selecting or modifying bus or train services.

To recommend activities for the National Land Transport Programme, territorial authorities must develop land transport programmes (or include the matters in their long-term council community plan or annual plan) (Land Transport Management Act 2003).

Local authorities are encouraged to give effect to the Government’s Positive Ageing Strategy when developing policy (Office for Senior Citizens 2007). One of the major goals of this strategy is affordable and accessible transport options for older people. Many local authorities already run programmes incorporating this goal. For example, Kapiti Coast District Council runs Safe with Age courses and has produced a booklet about retiring from driving.\(^{21}\)

**Funding, resources and tools**

The Government funds and maintains the state highway network. It also provides funding contributions for the maintenance of territorial authority transport networks. The size of the contribution is based on the financial assistance rate formula. The formula provides a base level of funding (43 percent) that has an adjustment for affordability based on costs and rateable land value. The financial assistance rate funds about 50 percent of the cost (varying from about 43 percent to 68 percent) and covers maintenance and operational costs and some capital investment.\(^{22}\)

The Government also contributes to the cost of providing public transport services.

The NZTA has recently updated its research strategy for 2009–12 (NZ Transport Agency 2008). The NZTA uses a Research Reference Group (RRG) to advise it on research proposals. The RRG is chaired by the NZTA and comprises persons from key stakeholder groups with appropriate expertise that include territorial authorities, regional councils, public health interests.

Information on walking and cycling is available from the Ministry of Transport (Ministry of Transport Getting there – on Foot, by Cycle).\(^{23}\)

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\(^{21}\) For more information, see Kapiti Coast District Council’s website http://www.kapiticoast.govt.nz.
\(^{22}\) A further adjustment is made for the Chatham Islands, which increases its funding to 84 percent.
The New Zealand Transport Agency and the Ministry of Health co-ordinate and administer the Bike Wise programme to promote safety and provide in-kind resources to support local authorities who wish to participate in the programme.\(^{24}\) Funding assistance for cycle and walkway projects is calculated on a formula that takes into account factors such as the growth in usage, safety and promotion.

The New Zealand Utilities Advisory Group Charter of Understanding was signed in 2004 by key utilities, several local authorities, former Transit New Zealand and industry bodies (New Zealand Utilities Advisory Group 2004). These groups made a commitment to work together to better manage roading corridors. The agreement includes co-ordinating roadworks for maintenance and repairs to water pipes, wastewater pipes and other infrastructure (gas, electricity and telecommunications) (New Zealand Utilities Advisory Group 2004).

**Intersectoral examples**

**Canterbury Active Transport Forum and Canterbury Regional Transport Active Transport Working Group – working collaboratively**

The Canterbury Active Transport Forum was set up to work collaboratively with the Canterbury Regional Transport Active Transport Working Group. The working group was established under the auspices of the Regional Land Transport Committee. It promotes walking and cycling and aims to ensure cars and roads are not the only focus for transport investment (Environment Canterbury 2008).

**Upper Hutt City Council – eROAD programme**

Upper Hutt City Council has signed up to the eROAD programme to help to co-ordinate road works. It allows (and will require) people to use an online system when planning road works.\(^{25}\) It aims to ensure less damage to services and much better co-ordination. When applications for road works are made, the system will automatically identify what services are in the area and notify all affected parties by email.

**New Plymouth District Council and Land Transport New Zealand – extended coastal walkway**

New Plymouth’s award-winning coastal walkway is being extended with a substantial funding contribution from Land Transport New Zealand. The walkway is designed to support walking and cycling and provide a safe cycling link between Bell Block and the city. As part of a holistic approach to wellbeing to ensure the most benefit from the project, a bridge over the river and other design elements will be used to set off the local landscape and the Rewa Rewa Reserve’s cultural and archaeological significance. This will be undertaken in consultation with the local hapū. The aesthetic, social and practical nature of the walkway already provides an impetus for physical activity and social interaction for thousands of people a day. It has been observed that walkway

\(^{24}\) See the Bike Wise website, *Bike Wise* [http://www.bikewise.co.nz](http://www.bikewise.co.nz).

\(^{25}\) See Upper Hutt City Council (2008).
users typically smile and acknowledge each other, building a sense of community unity and pride and creating other positive flow-on effects.26

**Auckland City Council – walking school buses**

Walking school buses help to increase school children’s safety and encourage healthy walking habits while also reducing parental car use. Auckland City Council provides resources for volunteers who want to set up walking buses, including bus-stop signs, bag tags and sashes (Auckland City Council 2007b).

**Auckland Regional Council – fostering school travel plans**

The Auckland Regional Council is developing a long-term programme to support and foster school travel plans, which co-ordinate walking school buses and provides other solutions to school travel problems (DecisionMaker Publications 2004).

**Transit New Zealand, North Shore City Council, Auckland City Council and Auckland Regional Transport Authority – Northern Busway.**

Auckland’s Northern Busway is a collaboration by former Transit New Zealand (now part of the New Zealand Transport Agency), North Shore City Council, Auckland City Council and the Auckland Regional Transport Authority. The busway is a dedicated road for bus transport. It aims to make bus travel faster and more attractive for parents with school children for example compared with private vehicle use. It also aims to reduce congestion, reduce the need for additional roads, and improve the environment. Auckland Regional Council rates, the North Shore City Council and Auckland Regional Transport Authority contributed to building the bus stations along the busway.

Former Transit New Zealand built the road, using funding from the then Land Transport New Zealand. The Auckland Regional Council provides ongoing funding for the bus services. Regional funding is matched by grants from Land Transport New Zealand.27

**Rubbish removal and recycling**

Regular rubbish collection affects public health by reducing the incidence of disease and nuisance. However, rubbish that is dumped into landfills produces methane and leachates, which negatively affect the environment and people’s health and quality of life. Recycling, therefore, can help to promote people’s wellbeing by reducing the amount of rubbish that is put into landfills.

26 For more information, see the New Plymouth District Council website http://www.newplymouthnz.com/CouncilDocuments/NewsReleases/ExtensionOfNew+PlymouthsCoastalWalkwayGetsTheGoAhead.htm

27 For more information on the busway, see the Northern Busway website, Welcome to the Northern Busway http://www.busway.co.nz and Auckland Regional Council website, Rapid Transit http://www.arc.govt.nz/transport/rapid-transit
Drivers and requirements

Developing new landfills and managing existing and closed landfills creates challenges for public and environmental safety and amenity values. It is, therefore, useful to reduce the amount of rubbish produced, and reuse, or recycle waste when possible.

territorial authorities must have regard to the New Zealand Waste Strategy when preparing their waste management and minimisation plan

As specified by the Waste Minimisation Act 2008,28 a waste management and minimisation plan (WMMP) must incorporate the following disposal options, listed from the most desirable to the least desirable:

- reduction
- reuse
- recycling
- recovery
- treatment
- residual disposal.

Local authorities may undertake or contract out any activity they consider appropriate for efficient and effective waste management. Section 43 of the Waste Minimisation Act 2008 lists activities that may be appropriate for a district’s waste management. This list is broad and includes:

- provision for the collection, reduction, reuse, recycling, recovery, treatment or disposal of waste
- provision of waste disposal facilities
- promotion of waste minimisation education.

The Waste Minimisation Act 2008 (section 44) requires that territorial authorities “have regard to” the New Zealand Waste Strategy (2002), or other such policy that is subsequently developed, when preparing a WMMP. The regulatory tools provided by the Waste Minimisation Act 2008 enable New Zealand to improve how the New Zealand Waste Strategy can be implemented and how its targets can be measured.

The waste assessment, as prescribed in section 51 of the Waste Minimisation Act 2008, plays a key role in determining the content of a WMMP. Section 51 also includes a statement stating how proposals will ensure that public health is adequately protected.

The Ministry for the Environment has developed a resource dedicated to working with territorial authorities on implementing the Waste Minimisation Act 2008.29

28 See section 5 of the Waste Minimisation Act 2008 for definitions.
Funding, resources and tools

A variety of work streams support recycling. Some streams have been set up privately, some through local or central government initiatives, and some to address industry issues.

ZeroWaste Ltd is a charitable organisation dedicated to a sustainable New Zealand and reducing waste. The majority of local authorities in New Zealand have adopted a Zero Waste Policy.

The Glass Packaging Forum (established in 2006) purchased a mobile crusher in 2007 to assist in providing support to a number of local authorities and community recyclers involved in processing recovered glass. The crusher is a unit which has been designed and developed to sit on a skip bin or trailer and can be manually feed and as a result provide colour separated glass. This is an inexpensive unit that will allow for purchase by local operators who will then be able to deal with incoming collections without the need to store in volume before processing.

The Enviroschools Foundation is a charitable trust that provides support and strategic direction for a nation-wide environmental education programme. In the Enviroschools programme students learn about reducing waste and how to reuse and recycle waste. About 42 regional and territorial councils support the Enviroschools programme.

The Government has provided support for public recycling facilities through its Recycling in Public Places initiative. Initially, funding was provided to the Christchurch City, Kaikoura District, Wellington City and Far North District Councils for pilot schemes to test the effectiveness of having recycling bins in public places. This programme has been extended and is available until 2010. It is aimed at high-usage areas. Councils may apply for funding through the Ministry for the Environment. Although there is funding to assist with the operation of the scheme until 2010, funding for ongoing maintenance and operations has to be found locally (Ministry for the Environment 2008b).

Several organisations support sustainable waste management through education and awareness-raising and through waste exchanges that are designed to connect unwanted products with people who will be able to use them. There are also facilities for recycling specific types of waste such as computer and electronic parts.

33 See the Enviroschools website, Learning for a Sustainable Future http://www.enviroschools.org.nz.
34 See the ZeroWaste website, Who Are We? http://www.zerowaste.co.nz/default,zw.smj;sessionid=7C363275D8B0808F336002C3B0F8EBC9 and the WasteMinz website, Waste Management Institute of New Zealand http://www.wasteminz.org.nz/about.htm
36 See the ComputerRecycling.co.nz website, Home http://www.computerrecycling.co.nz
Intersectoral examples

Ministry for the Environment and local authorities – Sustainable Living Programme

The Sustainable Living programme (formerly Sustainable Households) is an education and action programme local authorities developed throughout New Zealand. The Ministry for the Environment’s Sustainable Management Fund assisted this programme for its first three years. In 2007/08, the partner authorities secured funding to develop links with the Ministry’s initiatives on household sustainability.

Among other things, these programmes provide courses and information on several aspects of sustainable living, including waste reduction. Territorial authorities and regional councils have participated in the programme.

Mana Community Enterprises, the Sustainability Trust and Porirua City Council – Trash Palace

Trash Palace is operated by Mana Community Enterprises in partnership with the Sustainability Trust and Porirua City Council. It is a purpose-built recycling centre that achieves multiple goals on one site. Trash Palace provides a drop-off and sorting service, a shop for resale of items and an education centre. Trash Palace is co-located with a plastics, paper, cardboard, can and glass recycling centre and the independent business Poly Palace (recycling polystyrene for home insulation) and is near Spicer Valley Landfill. Trash Palace is a key contributor to the council’s zero waste policy. In addition to environmental and sustainability factors, Trash Palace actively employs people with experience of mental illness.

Taranaki Regional Council and Placemakers – recycling paint and paint containers

In Taranaki, used paint has been the single largest category of waste in hazardous waste collections by the Taranaki Regional Council. The council is supporting a scheme by Placemakers to recycle paint and used paint containers. The paint is reformulated and sold under the Enviropaints label. The council also provides information about recycling other materials on its website.

Local authorities and private companies in Canterbury – joint regional landfill

The Kate Valley regional landfill in Canterbury is a joint initiative. It provides a clean and managed joint landfill, which involves six local authorities and two private companies (O’Rouke 2007). (See also the SOLGM case studies in Appendix 3.)

37 See the Sustainable Living website, Resources Site for Sustainable Living http://www.sustainablehouseholds.org.nz
38 See the Taranaki Regional Council website, Regional News http://www.trc.govt.nz/council/news.htm#paint
Christchurch City Council – using gas from the landfill to generate electricity

Christchurch City Council installed a co-generation facility to utilise gas from the old Burwood landfill to generate electricity for the QEII Park and swimming complex. Funding assistance was provided by the Government through the Programme to Reduce Emissions, and carbon credits from the methane reductions are being sold on overseas markets.

Otago Regional Council and Otago Community Trust – WasteBusters

Central Otago WasteBusters developed as a community initiative supported by the Otago Regional Council and Otago Community Trust. It started in 2001 and operates kerbside recycling, depots and education programmes (Community Connect 2007).

Ministry for the Environment – Product Stewardship under the Waste Minimisation Act 2008

Old tyres contain steel and various additives which can create environmental health hazards through toxic leachate and, if burnt, air pollution. They are also breeding grounds for mosquitoes. Product stewardship schemes are a 'cradle to grave' tool that helps reduce the environmental impact of manufactured products. The Ministry for the Environment is working to develop sustainable systems for the management of old and unwanted (end-of-life) tyres.

The Ministry for the Environment has also introduced National Environmental Standards, one of which bans activities that release unacceptable amounts of dioxins and other toxins into the air - such as the open burning of tyres.40

Rotorua Community ICT Trust, community groups, funders and Rotorua District Council – meeting community needs

The Rotorua Community ICT Trust works collaboratively with community groups, funders, the Rotorua District Council, and other organisations to meet a variety of community needs. This includes helping progress Rotorua towards zero waste of computers by seeking eco-friendly ways to dispose of unused computer equipment and by supplying refurbished computers to people in need (Rotorua Community ICT Trust 2008). Related initiatives include the Rotorua E-Rider (community information technology advisor) service and support for community website projects.

Hutt City Council and Earthlink Inc – recycling whiteware and computers

Hutt City Council has an agreement with a charitable organisation, Earthlink Inc, to take whiteware, computers and printers from the recycling area at the landfill and repair them or disassemble them for parts. Earthlink then seals the working computers, washing machines and so on from its recycling store WasteSmart. Earthlink is a non-profit organisation that works with people with mental disabilities to help them into employment (Hutt City Council 2007).

Regulatory functions

Control of discharges to water and air

Under the Resource Management Act 1991, local authorities have responsibilities to manage the use, development and protection of natural and physical resources in a sustainable way. Protecting the quality of the air and waterways helps to ensure that the environment is not polluted, surface and groundwater drinking-water sources are protected, waterways are safe for recreational use and other use and minimises consequent health damage.

Local authorities often control liquid and gaseous discharges from factories and human wastewater treatment plants, effluent from stock, residential heating and burning rubbish and waste, which can annoy neighbours and release pollutants harmful to health into the atmosphere.

Drivers and requirements

Regional council functions under the Resource Management Act 1991 include controlling discharges of contaminants into or onto land, air, or water, as well as discharges of water into water and monitoring of resource consents and the environment (to the extent necessary to carry out Council functions effectively).

The International Convention for the Prevention of Pollution from Ships 1973 (MARPOL Convention) Protocol specifies controls on the discharge of oil and oily mixtures, noxious liquid substances, sewage and garbage in the sea. New Zealand has not incorporated this convention into New Zealand law so has not been able to ratify it. Regulations to enable its ratification are being developed. The Ministry for the Environment will draft regulations in relation to the 12-mile nautical zone, and regional councils will enforce those regulations under the Resource Management Act 1991.


In October 2004, the Government introduced the National Environmental Standards for Air Quality. The standards were amended in July 2005 at the request of local government. The standards cover banning activities that discharge significant quantities of dioxins and other toxins into the air, ambient (outdoor) air quality, a design

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41 The MARPOL Convention is the main international convention covering the prevention of pollution of the marine environment by ships from operational or accidental causes. It is a combination of a treaty adopted in 1973 and a Protocol adopted in 1978, and has been updated by amendments through the years. It is overseen by the International Maritime Organisation. See the International Maritime Organization website http://www.imo.org/


43 The London Convention promotes the effective control of all sources of marine pollution and aims to take all practicable steps to prevent pollution of the sea by dumping of wastes and other matter. See the International Maritime Organization website, London Convention 1972 http://www.imo.org/home.asp?topic_id=1488
standard for new wood burners installed in urban areas, and a requirement for landfills with over 1 million tonnes of refuse to collect greenhouse gas emissions.44

The Health Act 1956 says a nuisance is created when, among other things, a chimney, including the funnel of a ship and the chimney of a private dwelling-house, sends out smoke in such quantity, or of such nature, or in such manner, as to be offensive or likely to be injurious to health, and where the burning of any waste material, rubbish or refuse in connection with any trade, business, manufacture or other undertaking produces smoke in such quantity, or of such nature, or in such manner, as to be offensive or likely to be injurious to health.

Pastoral agriculture is an important part of New Zealand’s economy, but it has also been implicated as the single largest cause of water pollution in New Zealand (Davies-Colley et al 2004, as cited in Waikato District Health Board 2007).

Other causes of water pollution include the discharge of inadequately treated sewage and wastewater to sea, which can make beaches unsafe for seafood collection and swimming and other recreation. Regional councils have a particular responsibility under the Resource Management Act 1991 for managing these environmental effects.

The Public Health Bill allows the Director-General of Health or any Medical Officer of Health employed by a DHB in the region of a regional council to ask the regional council to provide a written report on any matter concerning the functions of the authority that affect public health. The Bill specifically includes the air quality of the specified area as a matter that may be reported on. Territorial authorities may also be required to provide similar reports.

**Funding, resources and tools**

The Ministry for the Environment has produced a users’ guide to the national environmental standards, which outlines what the regulations relating to air pollutants, dioxins and other toxins mean for and how they should be implemented by local authorities (Ministry for the Environment 2005).

Councils work with central government agencies, other councils and industry to ensure the effects of discharges are minimised. Many regional councils have standard provisions in their air or discharge plans to prohibit the burning of rubbish or garden waste in urban areas.45

Nutrient management tools have or are being developed for use by farmers or planning authorities to help them to understand and minimise nitrogen loss to the environment while optimising its use for plant growth. The Oversee Nutrient Budget Model software the Ministry of Agriculture and Forestry, AgResearch and FertResearch have developed is one example of a tool designed for farmers to examine the impact and efficiency of

45 See, for example, the Auckland Regional Council’s website, Air Quality http://www.arc.govt.nz/environment/air-quality/reducing-air-pollution.cfm
nutrient use and flows within a farm (as fertiliser, effluent, supplements or transfer by animals) as well as potential environmental impacts. This may have spin-off benefits for monitoring and managing discharges.46

Related issues are discussed in the sections ‘Control of water resource’ and ‘Insulation heating and energy use’.

Intersectoral examples

Minister for the Environment, Minister of Agriculture, Fonterra and regional councils – Dairying and Clean Streams Accord

The Minister for the Environment, the Minister of Agriculture, Fonterra and regional councils signed the Dairying and Clean Streams Accord in 2003. This agreement set targets and objectives for achieving compliance with effluent discharge management rules. The ultimate objective is 100 percent compliance with these rules. Farmers ensure their compliance by fencing off streams, rivers and lakes and by adopting nutrient budgets (Ministry for the Environment et al 2003, 2008). This work should improve water quality and reduce environmental health problems. The monitoring of implementation and effects may be useful to show whether the accord is achieving its intended outcomes.

Lake Taupo Protection Trust – protecting Lake Taupo’s water quality

The Lake Taupo Protection Trust was set up in February 2007. It manages an $81.5 million fund set up by the Government, Environment Waikato and Taupo District Council to protect Lake Taupo’s water quality. Over the next 15 years, the trust will encourage and assist land use change, purchase land or nitrogen in the Lake Taupo catchment, and fund research and other initiatives on Lake Taupo. It aims to achieve the permanent removal of 20 percent of manageable nitrogen from entering Lake Taupo.47

Rotorua Lakes Strategy Joint Committee – improving Rotorua lakes

The Rotorua Lakes Strategy Joint Committee is made up of representatives from Environment Bay of Plenty, Te Arawa Trust Board and Rotorua District Council. It co-ordinates policy and actions to improve the Rotorua lakes. The committee is established in statute, so is the overarching management group for the lakes.48 The Government agreed to contribute 50 percent of the cost of restoring some of the most seriously degraded Rotorua lakes. The Rotorua District Council and Environment Bay of Plenty will cover the other half of the $144.2 million cost.

47 See the Lake Taupo Protection Trust website, [Lake Taupo Protection Trust](http://www.laketaupoprotectiontrust.org.nz)
Christchurch City Council – effective management of water resources

Christchurch City Council has undertaken steps towards more effective management of water resources in particular water quality. These steps include requiring esplanade strips or reserves along the margins of water bodies as a condition of land use; providing information about ways to conserve water, including the collection of rainwater for flushing the toilet and using in the garden (Christchurch City Council 2004b); 49 working in conjunction with the Environment Canterbury to provide information to landowners explaining how to reduce the amount of run-off and discharge that may contaminate water bodies; and rules in the district plan to protect margins of water bodies from adverse effects from forestry, the keeping of animals, earthworks, removal of indigenous vegetation, and the erection of buildings and structures.

Rotorua Air Quality Project Team – decreasing particulates in Rotorua’s air

The Rotorua Air Quality Project Team has addressed the problem of high levels of particulates in Rotorua’s air. The team is made up of Environment Bay of Plenty staff, Rotorua District Council staff, and consultants. A broader working party includes the project team, regional and district councillors, Housing New Zealand Corporation, Grey Power, Toi Te Ora – Public Health, the New Zealand Home Heating Association, Rotorua Heating Solutions, Energy Options and other groups.

Control of water resource

The ability to control the quantity of water in water bodies affects public health in several ways. It aids in ensuring a reliable and constant supply of water for human consumption, in measuring the efficiency of water uses, and in ensuring the maintenance of natural ecosystems and water bodies such as lakes and rivers that indirectly affect public health.

Drivers and requirements

The Ministry for the Environment is empowered by the Resource Management Act 1991 to guide local authorities in policy development regarding natural resources including water. The Government’s new strategy50 New Start for Fresh Water announced on 8 June 2009 sets out the Government’s new direction for water management in New Zealand, and outlines some of the choices we face and the implications of those choices.

The proposed National Policy Statement for Freshwater Management51 will identify water quality and managing increasing demands for water as matters of national significance.

The proposed National Environmental Standard for Measurement of Water Takes52 will help provide more accurate information about water use.

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49 See also the Waterwise website, Waterwise http://www.ccc.govt.nz/waterwise
The proposed National Environmental Standard on Ecological Flows and Water Levels\(^5\) will promote consistency in the way we decide whether there is sufficient variability and quantity of water flowing in rivers, groundwater systems, lakes and wetlands. It will do this by setting allocation and flow limits.

Water conservation orders may be applied over rivers, lakes, streams, ponds, wetlands, geothermal water or aquifers. If granted by the Minister, a water conservation order can restrict or prohibit water ‘takes’, discharges and other uses of the water.

WELS, or Water Efficiency Labelling Scheme will help New Zealanders save water. The scheme involves attaching a label, which indicates both water efficiency and consumption, on to largely household products such as whiteware and plumbing equipment.

The National Environmental Standard for Sources of Human Drinking Water came into effect in June 2008 (through the Resource Management (National Environmental Standards for Sources of Human Drinking Water) Regulations 2007)\(^6\) and aims to reduce the risk of contaminated drinking-water sources by requiring regional councils to consider the effects of activities on these sources in their decision-making. This will help to protect human health by avoiding contaminated drinking-water sources.

Under the Resource Management Act 1991, regional councils manage the allocation of water resources on behalf of the Crown. Anyone seeking to use water must be authorised by a resource consent or a rule in a regional plan. The only exceptions to this are water for domestic use, water for livestock, water for firefighting and geothermal water consistent with Māori custom.\(^5\)

Regional council functions under the Resource Management Act 1991 include the control of land use for the purpose of maintaining the quantity of water in water bodies and coastal water; the control of the taking, use, damming and diversion of water; and the control of the quantity, level and flow of water in any water body.

It is recognised that demand for freshwater is on the rise simply because there is no longer sufficient water to meet our needs, in all places and at all times. As a result demand management is being recognised by councils around the country as an integral part of water services planning. For example the Waitakere City Council has developed resources to encourage better household use of water through its Demand Management Action Plan 2009 which is currently being developed and will be put on their site when it's completed. The council's website includes pricing and programme information, tips for reducing water use, and how to apply for a rebate for installing rainwater tanks.\(^5\)

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Funding, resources and tools

National Institute of Water & Atmospheric Research (NIWA) is working on developing a national water resources archive of information on New Zealand’s freshwater resources.\textsuperscript{57} The data includes air temperature, barometric pressure, wind direction, rainfall, lake and river water levels, river flows and sediment loads, and river water quality variables. The databases are augmented with more than $1$ million of funding from the hydro-electricity industry and by data provided by regional councils.

Regional councils have water data acquisition functions and have databases that are complementary to NIWA’s database and in some cases may be better for specific purposes.

GNS Science also runs a national groundwater quality database.

Water NZ, Local Government NZ, Ministry for the Environment and Beacon have developed a publication that presents the case for demand management in council water supplies. The intended audience includes elected councillors, senior managers and other council staff who influence local government policy and funding for the development and delivery of water infrastructures and services\textsuperscript{58}.

Other useful links include a report titled \textit{On Tap?: Attitudes, behaviours, and perceptions of household water use - informing demand management} (Ministry for the Environment, 2009) which summarises research on household water use, to inform demand management strategies and enable successful communication with the public.

It focuses on household water use from the householders’ perspective, presenting existing and new consumer research on attitudes to water, population segmentations, behaviours, and barriers and incentives to action\textsuperscript{59}.

Intersectoral example

Canterbury Mayoral Forum – Canterbury Water Management Strategy

In September 2009 an announcement was made relating to the development of a Water Management Strategy under the leadership of the Mayoral Forum a group of mayors and chief executives from all of Canterbury's councils. The focus of this water strategy is on water quality, quantity, allocation and infrastructure, including water storage. A three-pronged approach will underpin implementation of this strategy for fresh water:

- a collaborative process led by the Land and Water Forum to establish some common understanding on outcomes and goals for all New Zealanders;

\textsuperscript{58} http://www.waternz.org.nz/documents/publications/waternz_the_case_for%20_dm.pdf
\textsuperscript{59} http://www.mfe.govt.nz/publications/water/on-tap-household-water-use/html/index.html
• Ongoing engagement between the Crown and iwi leaders – fresh water is major
natural resource issue for Māori, both because of its cultural significance an its
economic value; and
• Central government doing the background and technical work needed to scope
policy options and support the Government’s direction.

Control of public health nuisances
Public health nuisances include a variety of situations that can be offensive or injurious
to health. Many of the specific areas are discussed in other sections. Situations can
include smoke and fumes, conditions where potentially disease-carrying insects such as
flies and mosquitoes might breed, physical working conditions, leaks, smells, noise and
accumulation likely to cause offence or harm.

Specific nuisance areas such as noise problems and unsanitary housing are covered
the sections ‘Noise control’ and ‘Housing’.

Drivers and requirements
Situations defined as public health nuisances are listed in section 29 of the Health Act
1956. To be a public health nuisance each situation must in some way be likely to be
injurious to health or offensive. At the time of writing the Public Health Bill has retained
both elements.

The Health Act 1956 empowers and directs every local authority to regularly inspect its
district for the existence of any nuisances or conditions likely to be injurious to health.
Local authorities are responsible for ensuring the proper steps are taken to secure the
abatement of or removal of conditions causing identified nuisances. The Public Health
Bill retains these duties for local authorities, but allows a territorial authority to delegate
its authority to another territorial authority.

Section 23 of the Health Act 1956 directs local authorities to appoint environmental
health officers to ensure the performance of the above duties. Environmental health
officers generally have a broad grounding in environmental health, although they may
become specialised in food safety and nuisances. See the sections ‘Hygiene controls’,
‘Infectious diseases’ and ‘Control of discharges to water and air’.

If a local authority identifies a nuisance and the owner and/or occupier of the location
from which the nuisance originates does not effectively abate the nuisance or prevent
its reoccurrence, section 33 of the Health Act 1956 empowers local authorities to cause
the required work to be done at the cost of the owner and occupier (with joint and
separate liability). If the local authority believes immediate action is needed to abate the
nuisance, section 34 of the Health Act 1956 enables local authorities to enter the
premises and abate the nuisance, without notice to the occupier.

The Health Act 1956 contains provision for regulations to support enforcement of the
Act. For example, the Camping Grounds Regulations 1985 provide for the licensing
and particular standards of facilities and the removal of waste. Local authorities have
discretion in applying certain provisions, such as for remote camp sites (such as
Department of Conservation sites), which enables standards to be maintained in appropriate alternative ways.

**Funding, resources and tools**

Old and unwanted tyres are a growing problem in New Zealand and overseas because:

- whole tyres cause problems in landfills because they are bulky, trap air, and move around.

- tyres stockpiled above ground are a major fire risk. Tyre fires produce highly toxic gases and are hard to control. The last major New Zealand tyre fire cost local authorities and the Department of Conservation over $90,000 in fire fighting and clean-up costs.

As well as environmental impacts, stockpiled tyres may create a public health nuisance as they provide a breeding ground for mosquitoes, create a fire risk and release contaminants into land and water. The Ministry for the Environment has assessed of the risks and options to address tyre stockpiles.  

The New Zealand Institute of Environmental Health also provides some reference information on stockpiled tyres (and other topics).

**Intersectoral examples**

**Waipa District Council – fire control bylaw to control tyre storage**

Waipa District Council uses a fire control bylaw to control the conditions of storage for large quantities of tyres. The bylaw restricts the proximity of piles to each other and to certain other structures and combustible items and ensures site access and an adequate water supply is available in the event of fire.

**Auckland Regional Council, Nelson City Council and Environment Canterbury – height requirements for flues**

The Auckland Regional Council, Nelson City Council and Environment Canterbury specify height requirements for flues to avoid smoke nuisance.

See the examples in the section ‘Control of discharges to water and air’.

**Hygiene controls**

Health and hygiene in commercial premises (such as food and hairdressing premises) are regulated to reduce the incidence of disease from poor practices and unhygienic
tools and premises. This protects the health and safety of the public who frequent these places.

**Drivers and requirements**

Regulation 83 of the Food Hygiene Regulations 1974 requires each local authority to enforce the provisions of the 1974 regulations within its own district.

The Food Hygiene Regulations 1974 require local authorities to regularly inspect all premises registered under regulation 4 of the regulations for the manufacture, preparation, packing and storage of food for sale (such as eating houses, food vending machines and grocery stores).

Every occupier of any premises registered under regulation 4 of the Food Hygiene Regulations 1974 must pay a reasonable annual fee (as prescribed in a local authority resolution) in respect of any inspection of the premises the local authority carries out for the purposes of these regulations.

Territorial authorities and the regional public health service work together to follow up suspected food poisonings and premises found to be a risk to public health.

The Health Act 1956 enables local authorities to make bylaws prescribing the sanitary precautions to be adopted in respect of any business or trade. Environmental health officers carry out local authority responsibilities under this Act and in so doing often work closely with regional public health practitioners such as health protection officers, food act officers and medical officers of health. Although memoranda of understanding and service level agreements can assist in setting out operational responsibilities and collaboration between agencies, the experience of personnel and the quality of working relationships make the biggest difference to effective co-ordination.

Food safety and health legislation is under review.

Hairdressers must be registered and inspected by the local authority under the Health (Registration of Premises) Regulations 1966. The Health (Hairdressers) Regulations 1980 sets out hygiene standards for hairdressers’ shops and the conduct and practices of hairdressers that must be met in order for the premises to be registered.

Many local authorities also regulate activities such as skin piercing, tattooing and beauty therapy for hygiene reasons.

**Funding, resources and tools**

There is currently no national grading system for food premises. This means it is difficult to compare the standards across districts and throughout the country.

The New Zealand Food Safety Authority develops and implements regulations for food safety, primary production and maximum residue levels for agricultural and veterinary
chemicals. The authority’s website contains guidelines and information for dealing with food products (for example, home-kill guidelines and information on organics).62

A Food Bill is being developed to implement a domestic food regulatory system. Before the Bill is enacted, aspects of it are being introduced on a voluntary basis.

**Intersectoral examples**

**Work and Income and employers – Skills Investment Training**

Work and Income can make agreements with employers for Skills Investment Training for new staff to be employed to develop skills the employer would usually expect of a new employee. An example is assisting with the costs of training for a food handling and hygiene certificate for a newly placed worker.63

**Manukau City Council – hygiene control bylaws**

Manukau City Council has implemented hygiene controls with several bylaws including the:64

- tattooing, beauty therapy, skin penetration and piercing bylaw
- bathhouses and massage parlours bylaw
- food handlers training bylaw
- food hygiene bylaw
- recreation and cultural facilities bylaw.

**New Zealand Food Safety Authority and local territorial authorities – promoting a Food Control Plan for food providers**

In anticipation of the new Food Bill, the New Zealand Food Safety Authority and 64 local territorial authorities have agreed to promote a ready-to-use voluntary programme for managing food safety namely Food Control Plan. This Plan is designed to give operators of participating food service and catering businesses a set of procedures and records to help them simply and effectively manage food safety. Information about the plan and the new food regulatory system is available on the New Zealand Food Safety Authority website.65

62 See the New Zealand Food Safety Authority website, [New Zealand Food Safety Authority](http://www.nzfsa.govt.nz)
63 See the Work and Income website, [Types of Training](http://www.workandincome.govt.nz/manuals-and-procedures/employment_and_training/programmes_and_services/skills_investment/skills_investment-20.htm) (skills investment training)
64 See the Manukau City Council website, [Review of Manukau City Consolidated Bylaw 1992](http://www.manukau.govt.nz/default.aspx?id=6483) (some of the bylaws listed are under development or review).
65 See the New Zealand Food Safety Authority website, [Regulating Local Food Businesses](http://www.nzfsa.govt.nz/policy-law/projects/domestic-food-review/index.htm).
Hazardous substances

Hazardous substances have the potential to create public health nuisances, especially if they enter the environment through unsafe disposal, spillage or fire.

Drivers and requirements

Both the HSNO Act and the RMA work together to protect human health and the environment from the effects of hazardous substances. Where the HSNO Act sets controls on a national level in recognition of the inherent hazard of certain substances, the RMA controls are set through the local planning process so that differences in the sensitivity of the local environment and community needs can be taken into account.

The role of regional councils includes the control of the use of land for the purpose of preventing or mitigating any adverse effects from the storage, use, disposal, or transportation of hazardous substances, including effects of the use of hazardous substances (including the coastal marine area) (section 30 of the Resource Management Act (RMA) 1991). Under section 31 of the RMA, the functions of territorial authorities include the control of any actual or potential effects of land use and land development, including prevention or mitigation of any adverse effects of the use of hazardous substances. This allows for territorial authorities to make provision in their district plans for management of the hazards arising from the use of chemicals. It is emphasised that district plans need to be consistent and compatible with regional plans, but may be more restrictive.

The Hazardous Substances and New Organisms Act 1996 enables the Environmental Risk Management Authority to authorise the chief executive of any local authority to appoint enforcement officers to enforce the provisions of this Act in or on any premises specified by the Authority. Section 97 of this Act requires all chief executives of territorial authorities to ensure that the Act is enforced within premises where other agencies are not otherwise responsible. The Act addresses a range of activities, including the introduction of new organisms or persistent organic pollutants and the import or manufacture of hazardous substances.

The Environmental Risk Management Authority administers the requirements of the Hazardous Substances and New Organisms Act.66 However, it encourages an open relationship with other agencies affected by the legislation. Approvals by the authority over uses of hazardous substances may be integrated or occur in parallel with resource consents under the Resource Management Act 1991.

The Building Act 2004 provides for the control of on-site contamination issues.

Funding, resources and tools

Work on hazardous substances can include monitoring contaminated sites, interagency work to control chemical spills and fires, and action to control pesticide use and other factors. The Ministry of Health is currently preparing guidelines for the site remediation

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66 See the ERMA New Zealand website, Legislation http://www.ermanz.govt.nz/about/legislation.html
of former clandestine methamphetamine (P) laboratories which will be made available on the Ministry’s website.

The Ministry for the Environment has developed a programme of work designed to address the main issues associated with managing contaminated land. This programme will address key issues and gaps that exist in how New Zealand manages contaminated land and will provide more central government leadership and direction to councils managing contaminated land.

In the past 10 years, the Ministry has undertaken a work programme to address the risks from land contamination. The result has been:

- a series of Contaminated Land Management Guidelines\(^{67}\). These were developed in partnership with regional councils and unitary authorities who often worked with public health staff to assess specific cases
- Guidelines that address contaminants from specific industries or activities\(^ {68} \) contain soil guideline values for specific contaminants of concern for gas works, petroleum hydrocarbon, timber treatment and former sheep dips sites.

**Intersectoral examples**

**Ministry for the Environment and local authorities – WasteTrack**

WasteTrack is an internet-based database that consolidates manifest, facility and carrier data to track liquid and hazardous wastes from generation to transport to treatment or disposal. It is operated under a contract from the Ministry for the Environment, and several local authorities require liquid waste contractors to use it (WasteTrack 2008).\(^ {69} \)

**Far North, Kaipara, Rodney and Whangarei District and Waitakere City Councils – managing the risks of genetically modified organisms**

In 2005 the Far North, Kaipara, Rodney and Whangarei District Councils and the Waitakere City Council jointly commissioned and funded a report to identify the options for managing the risks arising from genetically modified organisms.\(^ {70} \)

Several authorities (including Kaipara District, Nelson City, Napier City and Waitakere City Councils) have taken a precautionary approach to new organisms and declared themselves GE-free zones.

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Noise control

Noise pollution can cause health problems such as noise-induced hearing impairment, cardiovascular and physiological impacts, disturbed rest and sleep (increased fatigue, a depressed mood or wellbeing, and decreased performance), mental health and performance effects, effects on residential behaviour and annoyance, and interference with intended activities. In addition to physical health effects, noise can produce social and behavioural effects in residents, besides annoyance, such as adverse changes in social behaviour (for example, aggression, unfriendliness, disengagement and non-participation) and adverse changes in social indicators (such as residential mobility, hospital admissions, drug consumption and accident rates).71

Drivers and requirements

The Resource Management Act 1991 requires local authorities to investigate complaints regarding noise from the land and buildings in their region. This includes noise from machinery or equipment, animals (for example, barking dogs), alarms, and people, but it does not include general traffic noise.

Most territorial authorities have a noise control policy.

A noise control officer authorised by the local authority usually investigates complaints about noise and issues formal abatement notices or directions to cease if they judge the noise to be excessive. However, in more serious situations or if someone fails to comply with a direction to cease making excessive noise the police may be asked to assist or seize property or render it incapable of making the excessive noise.

Funding, resources and tools

The Quality Planning website provides information on a variety of Resource Management Act 1991 planning issues, including noise.72 The library has publications related to enforcement and noise and documents on managing noise in mixed-use environments, which can be a key area of concern.73

Councils rely on New Zealand Standards 6801 and 6802 for their noise provisions. These standards were reviewed in 2007, and offer good guidance on appropriate levels of noise and assessment methodology.

Clause G6 of the Building Code (insulation for noise) is being reviewed, and a standard for alarms in the new Building Code is being considered. This could be useful, as councils have difficulty charging for enforcement work such as the technical skills contracted in to monitor noise or the use of locksmiths to access buildings when responding to complaints about burglar alarms.

72 See the Quality Planning website, Quality Planning: The RMA planning resource http://www.qp.org.nz
73 See the Quality Planning website, Noise management in mixed-use urban environments http://www.qualityplanning.org.nz/plan-topics/noise-management.php
The Noise Guide for Local Government published by the New South Wales Department of Environment and Climate Change in 2007 is a practical guide for both enforcement officers dealing with immediate neighbourhood and industrial noise issues and local authority planners wanting to prevent future noise problems. When referring to these guidelines remember that local authorities in Australia operate under a different legislative regime than authorities in New Zealand.

**Intersectoral examples**

**Dunedin City Council – guidelines on installation of heat pumps**

The Dunedin City Council provides guidelines on 'neighbourly' installation to installers of heat pumps to try to minimise the nuisance effects of noise caused by heat pumps.74

**Auckland City Council, Springs Stadium Residents’ Association, Springs Promotions – using a mediator to resolve differences**

After the Springs Stadium Residents' Association complained about the excessive noise the Western Springs Speedway produced, the Auckland City Council appointed a mediator to resolve the differences between the parties. The council, Springs Promotions (the speedway promoter) and the residents' association reached a mediated agreement in October 2005 to allow the speedway to continue (albeit under certain conditions) pending an independent report.75

**Industry New Zealand and Local Government New Zealand – filming protocol**

In response to the increasing number of films being made in New Zealand, Industry New Zealand commissioned Local Government New Zealand in 2002 to prepare a filming protocol. The protocol acknowledged the importance of partnership between central and local government in sustaining the film industry. The protocol contained guiding principles on filming in local communities, including guidelines on noise control. It highlighted the potential problems caused by noisy generators in communities. The protocol also set out local authority requirements regarding noise control in areas important to the film industry (LGNZ 2002).

**Dog control**

Dogs have the potential to create noise and be a public nuisance. They may also menace, injure (or kill) people, birds and other animals if not properly trained and controlled. It is therefore in the interests of public health for dogs to be controlled.

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75 See the Auckland City Council website, Services: Noise http://www.aucklandcity.govt.nz/council/services/noise/say.asp
Drivers and requirements

Territorial authorities have a number of responsibilities under the Dog Control Act 1996, including to promote responsible dog ownership and the welfare of dogs. People who commit certain offences under the Act can be disqualified from owning dogs or made probationary dog owners, and they and their dog can be required to attend dog education or dog obedience courses.

Territorial authorities must have a policy on dogs. The policy must specify where dogs are prohibited, where they must be controlled within the district, where they may be exercised, the actions that will be undertaken with menacing dogs and other matters as appropriate. Territorial authorities may appoint dog control officers and dog rangers for enforcement purposes and may make bylaws under the Act. They must report annually on the administration of their policy and dog control practices.

The National Dog Database, which the Department of Internal Affairs established, holds information on all registered dogs. Local authorities supply and maintain information held on the database (Department of Internal Affairs 2008a, 2008d).

There are also requirements for classifying dogs as menacing or dangerous and when dogs must be microchipped (Department of Internal Affairs 2008c).

Funding, resources and tools

The Department of Internal Affairs maintains a dog-safety website with information for dog owners on their responsibilities under the Dog Control Act 1996, educational activities for children, links to local authority websites, and links to other dog control resources. At the time of writing there were still stocks of the of "The Dog Box" resource available which can be ordered through the Department of Internal Affairs. Information on ordering The Dog Box, a resource kit for primary schools on dog safety, is also available through the Department’s website.

Animal Control Services Ltd, the animal control contractor for Auckland City and Papakura District Councils, also has educational resources on dog safety on its website.

Guidelines on the enforcement of the Dog Control Act 1996 are currently being developed by the Department of Internal Affairs, Local Government New Zealand, Society of Local Government Managers, and councils. The enforcement guidelines are based on the experience of councils and professional opinion on good practice for implementing the Act.

76 http://www.dogsafety.govt.nz/dogsafety.nsf
77 See the Department of Internal Affairs dog safety website, The Dog Box http://www.dogsafety.govt.nz/dogsafety.nsf/wpg_URL/Resources-&-Links-The-Dog-Box
78 See the Animal Control Services Ltd website, ACSL Group http://www.animal-control.co.nz/resources.htm
Each council determines its dog registration fees. The level at which registration fees are set as a result of wider funding decisions directly influences the level of service provided, education initiatives and the level of enforcement activity.

**Intersectoral examples**

**Napier City Council and Hawke’s Bay RSPCA – RSPCA facility recognised as a pound**

The Animal Control Unit of the Napier City Council and the Hawke’s Bay New Zealand Society for the Prevention of Cruelty to Animals (RSPCA) has a memorandum of understanding that formally recognises the RSPCA facility as a pound. The pound houses all dogs impounded by the council’s animal control officers (see Napier City Council 2007).

**Building controls**

Given the positive effect of adequate housing on health, regulations to ensure minimum building standards are vital for public health.

Related issues are also discussed in the sections ‘Housing’, ‘Insulation, heating and energy use’ and ‘Urban design and form’.

**Drivers and requirements**

The Building Act 2004 is the main piece of legislation that governs building work in New Zealand. Public health and safety objectives are clearly stated in the Act’s purpose section, including ensuring buildings can be used safely, have attributes that contribute appropriately to the health, physical independence, and wellbeing of the people who use them, and they are designed, constructed, and able to be used in ways that promote sustainable development.

One of the key purposes of the Act, as set out in section 3, is to ensure ‘people who use buildings can do so safely and without endangering their health.’ Section 4 details the principles to be applied in performing functions under the Act and specifically states that territorial authorities must take these principles into account in the adoption and review of their dangerous and insanitary buildings policies. In conjunction with the Building Code, the Act also controls other factors relevant to health, safety and accessibility.

The Building Act 2004 established a joint regulatory system with defined roles for central and local government. Local authorities have several responsibilities under the Act that can directly or indirectly contribute to achieving public health outcomes. Examples include the following.

Local authorities must perform building consent, inspection and approval functions. Applications for building consents are assessed against the requirements of the Building Code. The Building Act 2004 specifies a range of functions for territorial authorities and regional councils, but it also specifies particular functions that only building consent authorities may undertake. In practice, most New Zealand councils have become accredited building consent authorities or are working towards this.
Code, which sets minimum performance standards that most building work has to comply with. Some of these standards have a direct health or safety focus (for example, fire safety and safety from falling) while others parts of the code are indirectly relevant, but still important, to public health (for example, standards on energy efficiency or external and internal moisture, which affect the conditions of the homes built and, therefore, the people who live in them).

- Local authorities must undertake enforcement activity for building work that does not comply with the law.
- Local authorities must develop and adopt a policy for dealing with dangerous, earthquake-prone and insanitary buildings in their area.
- Local authorities must regulate building work on land subject to natural hazards such as erosion, subsidence and falling debris.

Since the Building Code is performance based, property owners intending to build are not told how the building should meet the standards in the code. Owners may choose any design, products or building methods as long as their proposal meets the code's minimum standards. Any owner intending to build must submit an application to a building consent authority to demonstrate that the proposal meets the code's requirements.

All local authorities have attained or accreditation as building consent authorities under new regulations under the Building Act 2004 or have transferred their powers to another local authority. Some clusters of local authorities have been sharing resources or are seeking ways to jointly implement processes. Shared service provision may also be an option, particularly where local authorities can align their district plan and consent requirements.

The wellbeing of people with disabilities is particularly affected by the administration of the Building Act 2004. Building standards and codes require improved accessibility in any buildings open to the public, including new buildings and buildings undergoing alterations. Accessibility in building design is also likely to become increasingly important as New Zealand's population ages. This demographic trend is expected to increase the number of people with impairments that affect their ability to move around public spaces and private housing.

Adaptation to climate change is also being considered when local authorities set development conditions and minimum floor levels. The aim is to reduce the risks to life, property and wellbeing from expected future climate-related events such as increased flooding and drought and sea-level changes.80

The Fencing of Swimming Pools Act 1987 (currently under review) requires people to fence their swimming pools in accordance with the Building code. The Act empowers territorial authorities to ensure compliance in their districts in the interests of safety, particularly for younger children. It also allows territorial authority officers to enter properties they suspect of non-compliance with the code.

80 See the New Zealand's Climate Change Solutions website, New Zealand's Climate Change Solutions http://www.climatechange.govt.nz
Funding, resources and tools

The Department of Building and Housing has produced guidelines to help local authorities and other parties comply with building legislation. The guidelines include the following.

- **Building Act 2004: New safety measures for premises intended for public use** (Department of Building and Housing 2005a). The main topics covered are the situations in which section 363 of the Building Act 2004 applies, which is about premises intended for public use that are affected by building work and how to respond to section 363.

- **Compliance Schedule Handbook** (Department of Building and Housing 2007b) contains information about the compliance schedule and building warrant of fitness regime under the Building Act 2004. The handbook also provides a guide to developing a compliance schedule for a specified system or systems in a building, including guidance on the associated inspection, maintenance and reporting procedures. Compliance schedules for ‘specified systems’ extends to air-conditioning and lifts. Under the Building Act 2004 the Department of Building and Housing has the power to issue compliance schedules that could be extended to include water distribution and storage within buildings; the current lack of compliance schedules for such water infrastructure represents a gap in the current system of statutory safeguards. The Department of Internal Affairs recognises the need to consider the use of compliance schedules for such water infrastructure. It placed this issue on its 2006 work programme but has had insufficient resources to progress the work to date.

- **Information for building owners and managers**. Details changes to building legislation brought about by the introduction of the Building Act 2004 and new Regulations, including compliance schedules, building owners’ responsibilities, changing the use of a building, altering an existing building, New Zealand Fire Service Commission advice, obtaining a code of compliance certificate, building work and premises intended for public use and penalties.

The Department of Building and Housing established a $3 million fund (subsequently increased to $3.3 million) to help local authorities prepare for accreditation as building consent authorities under the Building Act 2004.

The Department of Building and Housing also established a steering group to decide about the best ways to use the fund to aid local authorities. The group includes representatives from Local Government New Zealand, Society of Local Government Managers, Building Officials Institute of New Zealand, a representative from the Department of Building and Housing, and local authority representatives from several Councils. The steering group met regularly throughout 2007.

Since 2007 the Department of Building and Housing has continued to provide guidance to assist territorial authorities to gain accreditation as building consent authorities.

The Department of Building and Housing is developing a new compliance document for simple housing. Compliance documents illustrate how to comply with the Building Code. They are not compulsory, but if a builder follows them it should guarantee acceptance by building consent authorities (local authorities). The compliance document for simple housing has been prepared with input from local authority representatives to make designing, building and inspecting simple homes easier. It is intended to help remove unnecessary costs and delays by collating all the compliance information in one place.

See suggested actions regarding building accessibility, see Appendix 2.

Intersectoral examples

Hamilton City Council and building industry members – Industry Response Team

Hamilton has an Industry Response Team that is made up of members of the building industry and Hamilton City Council staff. The team shares information on topical issues and assesses the implementation of improved processes between Hamilton City Council and its customers (for example, see Hamilton City Council 2007).

Territorial authorities and a regional council– collective service delivery and building consent authority accreditation

Several cluster groups were formed by 60 territorial authorities and one regional council to consider collective service delivery and/or achieving building consent authority accreditation (see, for example, Department of Building and Housing 2007a).

Resource Management Act 1991, planning and resource consents

Under the Resource Management Act 1991, local authorities are responsible for ensuring sustainable management. This is directly relevant to health and wellbeing, since the Act defines sustainable management as managing uses of resources 'in a way or at a rate which enables people and communities to provide for their social, economic and cultural wellbeing, and for their health and safety'. Among local authorities' tools for achieving sustainable management are controls within district and regional plans and the ability to assess development applications and issue resource consents.

District plan rules can have significant public health effects. For example, they can set out how hazardous substances, wastewater, noise and many other issues relevant to public health will be dealt with in the district.

Related issues are also discussed in the sections 'Control of discharges to water and air', 'Control of water resource' and 'Building controls'.

Drivers and requirements

The Resource Management Act 1991 requires local authorities to produce plans that set out the objectives for each region or territory, the policies to achieve those objectives, and the rules to achieve those policies. Plans provide authorities with their primary guide for deciding whether to grant a resource consent.

Local authorities' plans must also give effect to national policy statements, which are at the top of the hierarchy of planning instruments. Local authorities and the courts must also have regard to national policy statements when considering consent applications. Current statements cover:

- electricity transmission (gazetted)\(^83\)
- renewable electricity generation (being developed)\(^84\)
- Proposed New Zealand coastal policy\(^85\)
- freshwater management (being developed)\(^86\)

Sections 6, 7 and 8 of the Resource Management Act 1991 outline the purpose and principles and other provisions that explicitly require local authorities to consult with Māori on issues that affect them when authorities make plans or are deciding whether to grant a consent.

The Resource Management Act 1991 requires individuals or organisations wishing to undertake an activity that is a controlled, restricted, discretionary or non-complying activity under a regional or district plan to apply to the relevant local authority for resource consent. Applications for resource consent must include an assessment of the environmental effects of the activity, and authorities may, after receiving the application, request further information from the applicant. An assessment of environmental effects can include a health risk or health impact assessment, since an effect on the 'environment' can include effects on social, economic and cultural conditions affecting people and communities (section 2 of the Resource Management Act 1991). Authorities may attach conditions to resource consents granted for discretionary, restricted and non-complying activities.

Funding, resources and tools

The Quality Planning website gives advice to council practitioners and consultants, environmental managers and others such as non-government organisations involved in resource management practice. It aims to promote good practice in resource

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\(^{83}\) See the Ministry for the Environment website, National Policy Statement on Electricity Transmission http://www.mfe.govt.nz/rma/central/transmission


management planning by sharing knowledge about all aspects of practice under the Resource Management Act 1991.\(^{87}\)

The Quality Planning Project is a partnership between the New Zealand Planning Institute, the Resource Management Law Association, Local Government New Zealand, the New Zealand Institute of Surveyors and the Ministry for the Environment.

The Resource Management Act 1991 requires consultation with Māori on a variety of issues. Te Puni Kōkiri developed Te Kāhui Māngai website as a consultation tool, providing information on those tribal organisations whose mandates to represent their iwi or hapū have been recognised by the New Zealand Government.\(^{88}\) Local authorities may also use this website to meet their Resource Management Act 1991 obligation (under section 35A(2)(b) of the Act) to record all information gained from the Crown regarding iwi authorities and groups that represent hapū for the purposes of the Act.

**Intersectoral examples**

**Waitakere City Council and Tasman District Council – removing barriers to installation of solar panels**

Local authorities can encourage and enable solar panel installation. For example, Waitakere City and Tasman District Councils have amended their resource consent processes to remove barriers to the installation of solar panels.

**Ministry for the Environment, New Zealand Planning Institute, Resource Management Association, Local Government New Zealand, and New Zealand Institute of Surveyors – Quality Planning website**

The Ministry of Economic Development, the New Zealand Planning Institute, the Resource Management Association, Local Government New Zealand and the New Zealand Institute of Surveyors collaboratively operate the Quality Planning website\(^{89}\).

**Prostitution regulation**

Prostitution in New Zealand was legalised, at least in part, to improve regulations and controls on commercial sex situations to better protect the health of both workers and clients. Particular types of advertising are also controlled, which may help reduce the stress and offence that some people could otherwise experience.

**Drivers and requirements**

The Prostitution Reform Act 2003 enables territorial authorities to make bylaws to prohibit or regulate signage that advertises commercial sexual services and to regulate the location of brothels within its district.

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\(^{87}\) See the quality planning websites, **Quality Planning** [http://www.qp.org.nz](http://www.qp.org.nz) and [Qualityplanning.co.nz](http://www.qualityplanning.co.nz)

\(^{88}\) See the Te Puni Kōkiri website, **Te Kāhui Māngai: Directory of iwi and Māori organisations** [http://www.tkm.govt.nz](http://www.tkm.govt.nz)


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These bylaws must be made in the same manner as bylaws made under the Local Government Act 2002, including the undertaking of a special consultative procedure. Territorial authorities must apply the principles of consultation and ensure potentially affected parties and those likely to have an interest are informed and able to express their views.

The Prostitution Reform Act 2003 also introduced additional criteria to be applied when territorial authorities consider resource consent applications for prostitution-related businesses.

Inspectors from territorial authorities may be appointed under the Prostitution Reform Act 2003 or the Health Act 1956 to inspect premises used for the purposes of prostitution or that have other potential health nuisances or dangers.

Funding, resources and tools
Local Government New Zealand produced Prostitution Reform Act Guidelines under its Know How work programme (LGNZ 2003b).

The Department of Internal Affairs and local DHBs or Medical Officers of Health assisted some local authorities in considering the impacts of the Prostitution Reform Act 2003. They were consulted as stakeholders or made submissions on proposed bylaws.

Intersectoral examples
Waitakere City Council, New Zealand Police, New Zealand Prostitutes Collective, local authorities, relevant agencies – balancing sex industry activities with public expectations

Waitakere City Council works with the New Zealand Police, the New Zealand Prostitutes Collective, other local authorities in the region and relevant agencies to monitor the sex industry and work collaboratively to resolve issues, namely balancing the activities of the bona fide commercial sex industry with the expectations of some of the public in respect of controlling or regulating the industry (Waitakere City Council 2006).

Gambling
Gambling can have social and economic effects on individuals, families and communities. These effects are largely negative but can be positive, for example:

- mental health damage and financial deprivation caused by problem gambling (negative)
- the diversion of personal and family funds away from purposes such as food, housing costs, heating, clothing and other goods and services (negative)
- the provision of funds to a variety of community purposes by trusts operating gaming machines (positive).
Drivers and requirements

The Gambling Act 2003 and Racing Act 2003 require territorial authorities to adopt gambling venue policies for class 4 (gaming machine) venues and board venue policies for board (that is, Totalisator Agency Board – TAB) venues.

Gambling policies must be reviewed every three years. Class 4 and board venue policies must specify whether new class 4 and board venues may be established within the territorial authority district. If they may be established, the policies must state where they may be located. Class 4 venue policies may restrict the number of machines at a new venue to a maximum that is lower than the statutory limit and may restrict or prohibit any growth in the number of machines at an existing venue. However, the policies cannot otherwise control existing venues.

Territorial authorities must have regard to the social impact of gambling within their territorial authority districts when developing or reviewing these policies. They are not required to undertake formal social impact assessments, although many have chosen to do so. Some territorial authority gambling venue policies have specifically considered the clustering of gambling outlets in low-income areas and tried to minimise the risk of this occurring or being exacerbated in the future.

A special consultative procedure as outlined under the Local Government Act 2002 must be undertaken when a policy is first adopted or is being amended. This requires consultation with organisations representing Māori in the territorial authority district and with societies with class 4 venues or the board respectively.

Funding, resources and tools

The Local Government New Zealand's Know How project developed guidelines in 2003 to assist territorial authorities developing gambling venue policies.

The Department of Internal Affairs has a regulatory and enforcement role and maintains information on its website to assist and inform territorial authorities. The department administers and ensures compliance with gambling legislation, licenses gambling activities (except for casino gambling) and provides public information and education. It also provides access to statistics and information on gambling in different districts and some guidance for territorial authorities that are reviewing their gambling venue policies.

The Ministry of Health has a leadership role in addressing harm from problem gambling and has developed a resource for local government. The Health Sponsorship Council has a role in using social marketing to strengthen society’s understanding of gambling-related harms. There are many other stakeholders, including gambling societies, grant recipients, the Problem Gambling Foundation of New Zealand, Gambling Problem Helpline, foodbanks and social services. The Ministry of Health has funding to address problem gambling from the levies on gambling activities under the Gambling Act 2003 (see Ministry of Health 2008).

The Problem Gambling Foundation of New Zealand developed a community tool kit to help community action groups.\textsuperscript{91} Community indicators have been developed to assess the impact of gambling in local communities. The Centre for Gambling Studies at the University of Auckland and the foundation developed the GAGE tool.

**Intersectoral examples**

**Nelson City Council and Nelson Marlborough DHB public health service – social impact assessment**

For the social impact assessment required in the 2007 review of the class 4 gambling venue policy, Nelson City Council staff worked in partnership with the Nelson Marlborough DHB public health service. A health impact assessment framework was used, as it provided a tested and robust structure for the consultation and assessment process. The partnership approach shared the costs of the work and the approach to the assessment is seen as having great potential for future policy work. A council staff member noted that it was a very effective and efficient tool to use for good practice and risk management, providing rich information for decision-making and highlighting unintended consequences and gaps before implementation (see Ministry of Health 2007d).

**Hamilton City Council and Te Runanga O Kirikiriroa – facilities for intersectoral research meeting**

The Hamilton City Council provided facilities for an intersectoral meeting on problem gambling research work that Te Runanga o Kirikiriroa led. Staff from both organisations talked regularly during the project to share relevant information.

**Seven Auckland territorial authorities – joint social impact assessment**

The seven territorial authorities in the Auckland region commissioned a joint social impact assessment report in 2004 to inform the development of their local gambling venue policies as required by the Gambling Act 2003.\textsuperscript{92} The joint assessment resulted in consistent and cost-effective research.

**Otara Gambling Action Group – advocating to minimise gambling-related harm**

The Otara Gambling Action Group was formed in 2003 as part of Manukau City Council's consultation on its gambling venue policy. Although the group disbanded after the consultation process, it reformed in 2006. The group advocates for the minimisation of the impact of gambling. The group comprises members of the community board, a local trust, the Problem Gambling Foundation of New Zealand, Wai Health (part of the Waipareira Trust), and the Otara Budgeting Service.\textsuperscript{93}

\textsuperscript{91} See the Problem Gambling Foundation of New Zealand website, CommUnity Action on Gambling http://www.pgfnz.co.nz/communityaction.htm

\textsuperscript{92} See the School of Population Health at the University of Auckland website, Centre for Gambling Studies http://www.fmhs.auckland.ac.nz/soph/centres/cgs

\textsuperscript{93} See the Sinking Lid Policy website, Otara Gambling Action Group http://www.sinkinglid.com/action.htm
Whangarei District Council and Whangarei Gambling Action Group – social impact assessment

The Whangarei District Council collaborates with the Whangarei Gambling Action Group on its pokie control policy. The collaboration works through the Gambling Focus Group the council set up, and members of the Gambling Action Group are strongly represented. Through the focus group, the action group worked with the council to undertake a social impact assessment on gambling and produced pamphlets and posters aiming to reduce gambling-related harm.94

Problem Gambling Foundation of New Zealand and Gisborne City, North Shore City and other councils – Community Action Model

The Problem Gambling Foundation of New Zealand has undertaken work using the Community Action Model with Gisborne City, North Shore City and other councils to support understanding of and reduce the negative social impacts of gambling.

Alcohol

Alcohol abuse can fuel antisocial behaviour, increase accidents and other injuries, and result in alcohol poisoning. Therefore, alcohol licensing and other measures to support the responsible use of alcohol, is an important part of public health.

Drivers and requirements

Territorial authorities are specifically enabled under the Local Government Act 2002 to make bylaws to control the possession and consumption of liquor in public places. Before making a bylaw, a territorial authority must consider whether it is appropriate. Further, when making, amending or revoking a bylaw they must use the special consultative procedure in the Act and notify the public.

Local authorities such as the Manukau, Waitakere, Auckland, Christchurch, Dunedin and Nelson City Councils produce local alcohol strategies in consultation with the community, setting out the authority’s statutory responsibilities regarding liquor control, in-house policies for the authority, and the leadership role the authority plays in the community.95

Territorial authorities have a role in liquor licensing and inspection as district licensing agencies under the Sale of Liquor Act 1989.96 The New Zealand Police supports territorial authorities in enforcing liquor licensing laws with its powers of arrest, search and seizure. It also has enforcement responsibilities under the Sale of Liquor Act. Both district licensing authority inspectors and police can start court proceedings to enforce the Sale of Liquor Act or apply to the Liquor Licensing Authority for a revocation of a

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94 See the Sinking Lid Policy website, Whangarei Gambling Action Group http://www.sinkinglid.com/w_action.htm
95 See the ALAC website, Planning for Alcohol in the Community (the Local Government Toolkit) http://www.alac.org.nz/FileLinks/4500_ToolkitRevised.8da7698a.pdf
96 The Sale and Supply of Liquor and Liquor Enforcement Bill was introduced into Parliament in early August 2008 and is awaiting its first reading. The new Act will repeal the Sale of Liquor Act 1989.
licence. In fact, any party, including public health units of DHBs that have ‘a greater interest than the public generally’ may commence proceedings in court.

The Liquor Licensing Authority is responsible for issuing and revoking liquor licences and is independent of local authorities or the New Zealand Police.97

Under the Sale of Liquor Act 1989, territorial authorities may prepare an alcohol strategy or plan for their area, but such plans have no formal status. The Sale and Supply of Liquor and Liquor Enforcement Bill will change that by requiring licensing authorities to give effect to a local alcohol plan (if there is one). This will give communities greater control over how alcohol is made available in their area.

Local alcohol plans will continue to be voluntary. It will be up to the local council and community to decide whether such a plan is appropriate for them. However, if the council chooses to develop a local alcohol plan, it must follow the special consultation procedure set out in the Local Government Act 2002.

Local alcohol plans will be able to control things like the hours during which liquor may be sold, maximum outlet density, and minimum proximity of licensed premises to other premises such as schools. A local alcohol plan may also require a social impact assessment to be included as part of the licensing process.

Finally, the Liquor Licensing Authority will still have the discretion to hear and grant applications that are inconsistent with the local alcohol plan, if the relevant territorial authority supports the plan.

**Funding, resources and tools**

The local DHB or New Zealand Police may provide statistics and other monitoring information to inform the need for projects in this area or to show improvement in outcomes from actions undertaken.

The Alcohol Advisory Council of New Zealand (ALAC) in consultation with Local Government New Zealand developed a toolkit to help local authorities planning for alcohol in their area: Planning for Alcohol in the Community.98 ALAC also co-ordinates the Youth Access to Alcohol project, which aims to reduce the supply of alcohol by parents to people under 18 for unsupervised consumption. ALAC provides support for participating community groups and maintains the Youth Access to Alcohol database, which records information on progress reported by participating groups. ALAC also promotes the creation of Alcohol Accords, partnerships between the police, a local authority and the owners of licensed premises within a specified area. Accords aim to prevent the inappropriate service and consumption of alcohol in licensed premises and lessen the harm and antisocial behaviour that result from excessive alcohol consumption.

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97 For an example of an off-license being granted despite council and police submissions opposing it, see Hastings District Council (2008).

Work is under way to increase local government’s ability to give effect to local alcohol plans where these have been developed, recognising that these plans are developed to suit local conditions and should be able to affect local licensing decisions.

See also the section ‘Community safety’.

**Intersectoral examples**

**Hutt City Council and Upper Hutt City Council – Youth Access to Alcohol project**

Hutt City Council and Upper Hutt City Council jointly co-ordinate the Youth Access to Alcohol project in the Hutt area. Hutt City Council also co-ordinates the work of a multi-agency liquor liaison group and supports Project Walkthrough, which involves Māori wardens patrolling the city’s licensed premises.99

**Christchurch City Council, New Zealand Police and bar owners – One-way Door Accord**

A One-way Door Accord in Christchurch was established in October 2006 between Christchurch City Council, police and bar owners. The bars in the accord restrict people from entering bars in the central city after 4 am. This accord combined with an increased police presence has resulted in lower violent offences involving alcohol in the area. All parties are looking at other measures to further improve safety.100

**Hospitality Association, New Zealand Police, Rotorua District Council and Toi Te Ora – CBD Alcohol Accord**

In Rotorua, the Hospitality Association, New Zealand Police, Rotorua District Council and Toi Te Ora collaborated with a wide range of interested groups and individuals to develop the CBD Alcohol Accord. The accord also co-ordinates CARV (Curbing Alcohol Related Violence) initiatives such as a late night bus facility (Rotorua CBD Alcohol Accord 2007).

**New Zealand Police – Alcohol Action Plan**

In 2006, the New Zealand Police adopted its Alcohol Action Plan to ‘chart the course for Police’s collective efforts on alcohol until 2010’. This plan recommends collaborative efforts between police, local authorities, liquor licensing authorities, communities and licensees to reduce alcohol-related incidents. Examples of this collaboration include:

- multi-agency visits to licensed premises where police, territorial authority licensing inspectors and public health workers audit compliance with the Sale of Liquor Act 1989
- police, local authority and health officials running interventions to raise awareness about illegal alcohol supply to minors


• police and local authority staff assessing measures to tackle alcohol-related problems such as liquor-ban bylaws.

**Drugs and tobacco**

Certain drugs are controlled because of their negative effects on a person’s mental and physical health and community wellbeing. Drug use can affect the health and social wellbeing of users and their families, and people who abuse drugs may also harm others in the community.

Toxins in wall linings, fittings and furnishings as a result of the manufacture of some illicit drugs such as methamphetamine or “P” may also affect the health of current and future home occupiers.

Tobacco use through cigarettes causes high levels of disease and death, including heart disease, stroke and cancer and may kill up to half of the people who use it as intended.\(^{101}\) Toxins in secondhand smoke from tobacco also harm embryos and other non-smokers, can cause a range of diseases and respiratory illnesses, and linger in indoor environments, making them smell unpleasant.

**Drivers and requirements**

The Smoke-free Environments Act 1990 gives powers to territorial authorities to control tobacco smoking in their areas. It allows them to appoint smokefree officers and gives them the ability to make bylaws on the use of tobacco in public places that are stronger than the minimum requirements set in the Act. Local authority-appointed environmental health officers may also have a role in ensuring restaurants and other food premises comply with the Act.

Smokefree officers designated by the Director-General of Health are generally located in the public health services of DHBs. They co-ordinate with local government and other parties to assist with smokefree-related work.

**Funding, resources and tools**

The National Drug Policy 2007–2012 sets out the Government’s policy for tobacco, alcohol, illegal and other drugs within a single framework (Ministerial Committee on Drug Policy 2007). The National Drug Policy will help central and local government agencies and NGOs to develop work programmes and action plans that are consistent with the national direction. The policy (at page 3) states:

> [A] strong intersectoral focus brings together health, justice, enforcement, social development and education agencies that are working towards the common goal of preventing and reducing the health, social and economic harms that are linked to tobacco, alcohol and other drug use.

\(^{101}\) Half of all tobacco-related deaths occur during the prime productive years (Guindon 2006, as cited in WHO 2008, p 18).
The Ministry of Health provides information on illegal drugs and a toolkit for agencies to use in minimising harm caused by the misuse of drugs (Ministry of Health 2008d).

Pure methamphetamine (P), a Class A controlled drug under the Misuse of Drugs Act 1975 has become a major public health issue. Contamination may be left on surfaces and in absorbent materials (carpets, furniture), sinks, drains and ventilation systems. Though often found in small amounts, clandestine methamphetamine laboratory contaminants may pose health hazards to persons exposed to them. The police and local authorities work together to decontaminate former methamphetamine labs. Once the police complete their investigations and gather the information they require, they inform the local authority, which directs the owner and/or occupier on appropriate remedial measures. The Ministry of Health is developing guidelines on the site remediation of sites which have been used for the manufacture of illicit drugs such as methamphetamine. This document provides guidance to public health services, first responders and other agencies such as territorial authorities that contribute to the management of risks to health from illicit methamphetamine laboratories (see also New Zealand Police 2007).

The Community Action on Youth and Drugs programme is a partnership between communities and researchers from Massey University Social Health Outcomes, Research and Evaluation and its Māori partner Whariki. It is aimed at addressing the health and social impacts of alcohol and other drug abuse.¹⁰² The Ministry of Health funds the programme, and local authorities and community groups may contract to deliver the programme.

Local authorities in several areas have adopted smokefree policies. More information can be found on the Smokefree Council website.¹⁰³

Intersectoral examples

South Taranaki District Council – Smoke-free Environments Policy

South Taranaki District Council is one example of a Council which has developed a Smoke-free Environments Policy in 1995. The policy discourages smoking in council-owned swimming pools and outdoor surrounds, playgroups and parks. The policy aims to promote the message that a smokefree lifestyle is desirable and the norm in South Taranaki. It also aims to protect children’s health and the environment. The Health Sponsorship Council and Cancer Society support the policy.¹⁰⁴

¹⁰³ See the Smokefree Councils website, NZ Experiences http://www.smokefreecouncils.org.nz
¹⁰⁴ See the Smokefree Councils website, South Taranaki http://www.smokefreecouncils.org.nz/South-Taranaki.17.0.html
North Shore City Council – recognising, classifying and decontaminating former P laboratories

North Shore City Council provides information on recognising and classifying P laboratories and advice for landlords and tenants for decontaminating former laboratories. Tenants can call an 0800 number. The Council also has links to further information from the Department of Building and Housing and ESR on its website.

Ministry of Health and various city councils – Community Action on Youth and Drugs

In 2003, the Ministry of Health and Manukau City Council formed a Community Action on Youth and Drugs partnership to address drug problems in the city. The Auckland City Council also operates a Community Action on Youth and Drugs project in conjunction with the Ministry of Health.

About 20 Community Action on Youth and Drugs projects operate nationwide. In some areas, programme is run by community groups such as the St John of God Waipuna Youth and Community Trust in Christchurch.

Murupara, New Zealand Police, Whakatane District Council and community organisations – combating P use

Residents of Murupara, a small Bay of Plenty town, in conjunction with the police, Whakatane District Council and community organisations developed several initiatives to combat problems associated with the drug P. The group formed a working party, including representatives from the police, the territorial authority, a community health group and the local Presbyterian church. Initiatives included an advertising campaign, a colouring competition in schools, children making up anti-P raps, and a proposed 'Murupara Idol' (no 'P' in Murupara) to run in the schools (New Zealand Police 2004b).

Urban design and form

A range of health problems are emerging that are associated with modern urban life. Increased reliance on cars, for example, can lead to physical inactivity and increasing levels of obesity. See also the examples in the section ‘Transport and roads’.

Over-reliance on private vehicles, congestion and the need to travel longer distances also cause air pollution.

A lack of access to affordable transport can restrict people’s access to basic goods and services.

105 See the North Shore City website, Methamphetamine in North Shore City

106 See the Auckland City Council website, Community Action on Youth and Drugs


108 See the Centre for Social and Health Outcomes, Research and Evaluation website, Title

109 See the St John of God Waipuna website, Waipuna Youth and Community Services Trust
Drivers and requirements

Territorial authorities are required by the Resource Management Act 1991 to establish, implement and review objectives, policies and methods to achieve the integrated management of the effects of the use, development or protection of land and associated natural and physical resources of the district (that is, district plans). In some instances regional policy statements, regional plans, the New Zealand Coastal Policy Statement, coastal management plans and other Resource Management Act tools also help to control the nature, extent and form of urban development. Several government agencies also have a role under the Resource Management Act 1991.

Territorial authorities have a range of responsibilities under the Building Act 2004 that impact to a degree on urban form. However, the Act’s requirements primarily focus on ensuring buildings are safe and sanitary and on controlling building in areas subject to natural hazards. Related issues are also discussed in the sections ‘Hazard and risk management and civil defence’ and ‘Building controls’.

In addition to local government’s statutory responsibilities (such as building control), it can greatly improve wellbeing for people with physical or mental disabilities. The design of buildings, parking, access, roads, footpaths and surfaces, bridges and crossing areas are all crucial to the wellbeing of people with mobility impairments.

Funding, resources and tools

The Government has taken a strong interest in urban affairs, including having a separate ministerial portfolio for urban affairs until 2007. The Ministry for the Environment provides ministerial advice and central government leadership on urban issues and has developed a number of resources that support the implementation of the New Zealand Urban Design Protocol (2005) for example the Urban Design Toolkit (3rd edition, 2009) and Urban Design Case Studies: Local Government (2008).

Many local authorities are working to improve urban planning and design. This includes designing areas that are well serviced by public transport, are user friendly for walking and cycling, and have ready access to services and facilities (including hospitals, schools, leisure facilities and supermarkets). It may also include projects to ensure or encourage new building developments to consider things like parking, noise and amenity, access to outdoor space, insulation and sustainable building principles and features.

Safe Community accreditation involves extensive urban planning (see the section ‘Community safety’).

The Urban Design Protocol is a voluntary commitment by central and local government, property developers and investors, and other stakeholders to undertake specific urban design initiatives. The protocol affects formal district plans made under the Resource Management Act 1991. The protocol has a vision of making New Zealand towns and

110 See the Ministry for the Environment website, Urban Issues http://www.mfe.govt.nz/issues/urban
cities more successful through quality urban design. It has a wide range of signatories, including central and local government, businesses, and sector groups. Related to the protocol are programmes involving Crime Prevention through environmental Design (see the section ‘Crime prevention’) and, more recently, the Te Aranga Māori Cultural Landscapes Strategy.

The Public Health Advisory Committee (PHAC) has commenced work on a project exploring the relationship between the urban environment and health in a New Zealand context. It is seeking feedback on problems affecting the health of people in urban environments and examples of local projects or solutions. Recently released a publication that provides insights into the links between urban environments and health that are not necessarily reflected in the academic literature. The document provides value by stimulating ideas related to a range of topics including transport and mobility, sustainability, health and wellbeing and Māori connections to urban environments.

Housing New Zealand Corporation has six Community Renewal programmes under way in Aranui (Christchurch), Fordlands (Rotorua), Eastern Porirua (Wellington), Clendon (Auckland), Talbot Park (Auckland) and Northcote (Auckland). Each project is being undertaken in partnership with the local authority and other partners in the community. Community Renewal encourages communities and agencies to work together to identify and prioritise projects that will lead to strong, sustainable communities. It is usually targeted at urban design issues within existing lower socioeconomic neighbourhoods. Projects vary, but may include:

- improving housing, parks and other recreation facilities
- providing opportunities for education and training
- managing traffic and improving streets
- addressing the need for community facilities and cultural opportunities.

The Parliamentary Commissioner for the Environment has undertaken case studies into how some cities are managing suburban amenity values. The Commissioner has also produced other reports on sustainable development and urban environments (Parliamentary Commissioner for the Environment 1997).

The Ministry for Research, Science and Technology has produced a report on transformational cities and towns (MoRST 2007).

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112 In mid-June 2008, the Ministry for the Environment convened a hui of relevant agencies to explore the potential links between with government work programmes (for example, around urban design).
Other research and resource development has been undertaken by academics\textsuperscript{115} and government agencies.\textsuperscript{116}

Some local authorities use tools such as social or health impact assessments to assist in identifying the likely effects (intended and unintended) of policies on the population. The health impact assessments tool fits well in a sustainable development context, looking at impacts on social, economic, environmental and cultural wellbeing. It has been useful for assessing a variety of policy and planning options, including: urban growth strategies; future New Zealand electricity supply and demand issues; and the positive and negative impacts of gambling on a community. In this context, health impact assessments are used when undertaking planning and policy work such as developing area plans assessing environmental effects under the Resource Management Act 1991.

The Health Impact Assessment Support Unit at the Ministry of Health is seeking to improve capacity and build the evidence base for health impact assessment (Ministry of Health 2007c). This may include assistance with local training, evaluation and developing procedures to embed health impact assessments in this type of decision-making (Ministry of Health 2008b). Note also that health impact assessments can also be used as wellbeing impact assessments. For actions regarding health impact assessments, see section 4 and Appendix 2.

\textbf{Intersectoral examples}

\textbf{Greater Wellington Regional Council and local city and district councils – Wellington Regional Strategy}

The Wellington Regional Strategy was adopted in 2007 as a sustainable growth strategy for the Wellington region. It was developed by the nine local authorities in the region (the Greater Wellington Regional Council and the eight local city and district councils), working in tandem with central government and business, education, research and voluntary sector interests. The strategy contains a range of initiatives to realise economic potential and to enhance ‘regional form’: transport, housing, urban design and open spaces (Wellington Regional Strategy 2008).

\textbf{Environment Bay of Plenty, Tauranga City Council, Western Bay of Plenty District Council and tangata whenua – Smartgrowth}

Smartgrowth, led by Environment Bay of Plenty, Tauranga City Council, Western Bay of Plenty District Council, and tangata whenua, seeks to integrate planning and the delivery of improved transport with land use planning and infrastructure development, and achieve social, economic and environmental goals.\textsuperscript{117}

\textsuperscript{115} See, for example, Eley (2003).
\textsuperscript{116} See, for example, Ministry for the Environment (2001, 2002).
\textsuperscript{117} See the SmartGrowth website, \textit{SmartGrowth} http://www.smartgrowthbop.org.nz
Waitakere City Council – Sustainable Home guidelines

The Waitakere City Council established Sustainable Home guidelines in conjunction with the Ministry for the Environment, the Building Biology and Ecology Institute of New Zealand, the Building Research Association of New Zealand, the Energy Efficiency and Conservation Authority, the Earth Building Association of New Zealand and other parties.118

Waitakere, Auckland and Manukau City and Papakura, Franklin and Rodney District Councils and Auckland Regional Council – Auckland Sustainability Framework

Several Auckland local authorities, including Waitakere, Auckland and Manukau City Councils, Papakura, Franklin and Rodney District Councils, and the Auckland Regional Council have partnered together on the Auckland Sustainability Framework project.119 This project collaborates with central government agencies through the Government Urban and Economic Development Office. The project also involves working with mana whenua as well as other interested groups in the Auckland region. Although this project is only in its planning stages, it will direct these agencies in sustainable use of the environment (among other things) in the long term.

Selwyn and Waimakariri District Councils, Christchurch City Council, Environment Canterbury and Former Transit New Zealand – Greater Christchurch Urban Development Strategy

The Selwyn and Waimakariri District Councils, Christchurch City Council, Environment Canterbury and former Transit New Zealand collaborated to produce the Greater Christchurch Urban Development Strategy. The strategy is to ensure sustainable future growth in the region. The Canterbury DHB undertook a health impact assessment on the strategy in 2005. Among other things, the health impact assessment report (released in 2006) recommended the development of cross-sectoral collaborative project groups to focus on improving air quality. Potential partners included Environment Canterbury, the territorial authorities, the DHB, former Transit New Zealand, the Ministry of Health, Ministry for the Environment, private building companies, and other groups and organisations (Canterbury DHB 2006).

Christchurch City Council and Canterbury DHB – Health Promotion and Sustainability through Environmental Design

Christchurch City Council and Canterbury DHB jointly produced Health Promotion and Sustainability through Environmental Design: A guide for planning (HPSTED). It encourages consideration of the impacts on the different dimensions of wellbeing at policy, planning and implementation levels. The guide also provides a matrix for considering the different types of impact a plan, strategy or policy might have.


Public Health in New Zealand: Local Government’s Contribution to Wellbeing

Health, safety and social wellbeing

Infectious diseases
Local authorities have an important role to play in preventing and controlling the outbreak of infectious disease, which is a major threat to public health.

Drivers and requirements
The Health Act 1956 requires doctors and laboratories to notify the medical officer of health and their local authority of the outbreak of certain infectious diseases. These include outbreaks of campylobacter, giardia, salmonella and hepatitis A.

Environmental health officers employed by territorial authorities, carry out local authority responsibilities under the Health Act 1956, including investigating cases of infection and notifying and preparing a report for the Ministry of Health. In doing so, environmental health officers often work closely with regional public health practitioners such as health protection officers, food Act officers and medical officers of health.

The Public Health Bill retains or updates the present requirements on local government under the Health Act 1956. Notably, the Bill gives significantly greater powers to medical officers of health to act on the declaration of a public health emergency. These powers include an ability to limit movement, close premises such as workplaces and schools, and require quarantine or isolation. Local government would assist in many instances with communication and using the Civil Defence and Emergency Management Group to co-ordinate action.

Funding, resources and tools
The ESR co-ordinates the operation of the national notifiable disease surveillance database on behalf of the Ministry of Health.120 This database collates information supplied by local authorities under their notification obligations under the Health Act 1956.

ESR, AgResearch, AsureQuality and Biosecurity New Zealand collaborate to operate the National Centre for Biosecurity and Infectious Disease, which provides centralised co-ordination and emergency response for disease outbreaks, biosecurity investigations, and chemical and biological threats and events.121

The Ministry of Health has developed guidelines for managing infectious diseases (Ministry of Health 2001). The guidelines take a broad, multi-sectoral view of infectious disease control, although the primary local agency is the DHB. The Communicable


121 See the National Centre for Biosecurity and Infectious Disease – Wallaceville website, Welcome to NCBID http://www.ncbid.govt.nz
Disease Control Manual also provides information on the prevention and control of communicable disease in New Zealand (Ministry of Health 1998).  

Some local authorities provide information on infectious diseases. For example, the Christchurch City Council provides detailed information about notifiable infectious diseases including food poisoning and chlamydia on its website.  

**Intersectoral examples**

**Manukau City Council, Auckland and Counties Manukau community organisations, local businesses and central government – raising awareness about meningococcal meningitis**

The Manukau City Council, in conjunction with Auckland and Counties Manukau community organisations, local businesses and central government representatives, ran a campaign to raise awareness about meningococcal meningitis (see Manukau City Council 2003b). The 2003 campaign included the erection of a large Don’t Share Spit banner on the southern motorway.

**National immunisation programme against an outbreak of Meningococcal B**

A large-scale immunisation programme began in New Zealand in July 2004 against an outbreak of meningococcal B. Many agencies assisted with promoting information about the campaign. For example, North Shore City Council supported Waitemata City Council’s public health nurse teams with promotion through the council website. Routine immunisation for children under five stops in June 2008, as the level of the disease has fallen to more manageable levels.

**Hazard and risk management and civil defence**

New Zealanders are exposed to a wide variety of natural and human-created hazards that have public health implications. The most common hazard is flooding. However, the most dangerous hazard is earthquake and the most underrated is volcanic eruption. Other natural hazards that have caused severe disruption and damage in the past are snow, wind, landslide, coastal erosion, storm surge and tsunami. Local authorities play a significant role with respect to the control of vegetation fires as many of them act as ‘Fire Authorities’ under the Forest and Rural Fires Act 1977.

**Drivers and requirements**

The Ministry of Civil Defence and Emergency Management provides national strategy and co-ordination for the hundreds of organisations that make up the civil defence emergency management sector. The Ministry’s objective is to make New Zealand and
its communities resilient by increasing their understanding of and managing their hazards. Key to achieving this is the development of comprehensive risk management-based initiatives that increase the capability of communities and individuals to reduce, prepare for, respond to, and recover from emergencies.

The Civil Defence and Emergency Management Act 2002 requires every regional council and territorial authority within a region to form a joint standing committee as a Civil Defence and Emergency Management Group. Such groups are consortia of local authorities based on existing regional council boundaries, working in partnership with, for example, emergency services (police, fire, health) and utility services providers.

A Civil Defence Emergency Management Group must prepare and approve a Civil Defence Emergency Management Group Plan. It must also establish and maintain a Civil Defence Emergency Management Co-ordinating Executive Group that consists of:

- the chief executive officer of each member local authority or a representative for them
- a senior member of the police
- a senior member of the fire service
- the chief executive officer of the hospital and health services operating in the area or a representative for them
- other people co-opted by the Civil Defence Emergency Management Group. The Civil Defence Emergency Management Group Plan is the key statutory instrument for the comprehensive management of the hazards and risks by the group. Besides identifying and prioritising the risks, the plan states and provides for the civil defence emergency management arrangements necessary to manage those hazards and risks, as well as the arrangements for co-operation and co-ordination within the group and with other emergency management groups.

The Ministry of Health is responsible for planning the national response to health emergencies of all kinds. The special powers are set out in sections 70 and 71 of the Health Act 1956. They may be exercised on authorisation of the Minister of Health or declaration of an emergency under the Civil Defence Emergency Management Act 2002, or while an epidemic notice under the Epidemic Preparedness Act 2006 is in force. The Ministry's National Health Emergency Plan clarifies the roles and responsibilities of the Ministry, DHBs, public health services and other key organisations such as local authorities (Ministry of Health 2007b). In circumstances relating to an influenza pandemic roles and responsibilities including DHBs and local government are set out in the New Zealand Influenza Pandemic Action Plan (2006).[125]

Local authorities have several functions within hazard and risk management, including land use, building controls, stormwater, and flood risk management, fire and co-ordination of civil defence responses. They have roles in:

- managing for hazardous events
- responding to emergencies
- ensuring essential services are maintained.

Under section 86 of the Health Act 1956, local authorities have powers of burial where a dead body may pose a health risk, which enables them to respond if necessary in a catastrophic emergency or pandemic situation to assist health services responses.

**Funding, resources and tools**

The Civil Defence Emergency Management Group Executive Group is responsible for providing advice, implementing decisions (as appropriate) and overseeing the implementation, development, maintenance, monitoring and evaluation of the plan. To assist with evacuation plans, draft guidelines for planning mass evacuations have been developed (MCDEM 2008).

Useful Ministry of Health resources include the New Zealand Influenza Pandemic Action Plan (Ministry of Health 2006) and Planning for Individual and Community Recovery in an Emergency Event (Ministry of Health 2007f). Local government has a role if a civil defence emergency needs to be declared and it must participate in preparedness planning.

The Ministry of Civil Defence and Emergency Management has prepared documents with information on helping communities recover from natural disasters (for example, MCDEM 2005). It has also produced the National Hazardscape Report, with a contemporary summary of the physical nature, distribution, frequency of occurrence and impacts and consequences of 17 key hazards affecting New Zealand, and information about how the hazards are managed across reduction, readiness, response and recovery (MCDEM 2007).

The Ministry for the Environment led a two-year review of how New Zealand manages its flood risk and river control. Other agencies involved included the Ministry of Civil Defence and Emergency Management, Ministry of Agriculture and Forestry and Ministry of Economic Development. The Ministry for the Environment is developing a national policy statement through the Resource Management Act 1991 on flood risk management. The intention is that such a policy statement will help strengthen the current policy framework by acknowledging the national significance of good flood risk management and by providing clear direction for decision makers. It is anticipated that a proposed policy statement will be completed and ready for public comment in 2009. A board of inquiry has been appointed and will become operational when the proposed national policy statement is ready for public comment.

Local Government New Zealand produced a position statement to inform the development of a National Policy Statement on Flood and Stormwater Risk Management (LGNZ 2007d).

**Footnotes**


Standards New Zealand has produced a standard titled NZS 9401: 2008 *Managing flood risk – A process Standard*. This Standard provides an agreed best practice approach for local and central government, professionals (planners, engineers, hydrologists, scientists, risk managers, lawyers and so on), developers, utility suppliers, property owners, and communities to ensure that proper consideration is given to all aspects of flood risk when making decisions, so that over the longer term, the risk of flood damage decreases.

**Intersectoral examples**

**Gisborne – urban search and rescue team**

During the 2007 Gisborne earthquake, the newly formed urban search and rescue team was able to successfully manage the situation using its plans and networks (although the National Crisis Management Centre was also activated in support). The team, which is part of Gisborne’s civil defence organisation, is one of only three urban rescue units in the country (Jones 2008).

**Auckland Region Civil Defence and Emergency Management Group – meeting requirements under the Civil Defence and Emergency Management Act 2002**

To meet its requirements under the Civil Defence and Emergency Management Act 2002, the Auckland region formed a combined group: the Auckland Region Civil Defence and Emergency Management Group. This group is a collaboration between all the organisations involved with emergency management. The group comprises a committee of elected representatives from the seven territorial authorities and the regional council. The New Zealand Police, fire service, public health service, St John (on behalf of the DHBs), the Ministry of Civil Defence and Emergency Management, and Waikato and Northland Civil Defence and Emergency Management Groups are observers on the group.128

**Department of Conservation, Ministry of Civil Defence, army and Ruapehu District Council – lahar early warning plan**

In 2004, the Department of Conservation, Ministry of Civil Defence, army and Ruapehu District Council collaborated to create a lahar early warning plan for Mount Ruapehu. The plan involved the installation of an early warning system with volcanic flood sensors and automatic gates. A lahar in March 2007 tested this system, which operated successfully allowing police and civil defence workers to close all roads around the southern part of the mountain (New Zealand Police 2004a; NZPA 2004, 2007).

**Local authority for Matata – integrated recovery scheme**

As a response to serious flooding and landslips in Matata in 2005, the local authority put together an integrated recovery scheme following Ministry of Civil Defence and Emergency Management guidelines. As part of this scheme, representatives from the

128 See the Civil Defence website, *Auckland Region Emergency Management Group*  
http://www.auckland.cdemg.org.nz/about.htm
Ministry of Social Development, the Whakatane District Council and Victim Support operated a one-stop shop welfare centre for one month after the event. Other specialist support was also made available, and some services operated out of the local marae on a casual basis (Spee 2005).

Authorities integrating hazard risk management into their wider planning framework

Several authorities, including Auckland Regional Council and Environment Waikato, have integrated hazard risk management into a wider planning framework (of regional policy statements, district plans, flood management and other strategies) (Auckland City Council 2004; Environment Waikato 2000), or into their wider community planning processes (for example, Hawke’s Bay and Canterbury regional councils have incorporated it into their long-term council community plan processes (Central Hawke’s Bay District Council 2004; Christchurch City Council 2006).

Community safety

Promoting and providing for community safety fits in with local government’s statutory duties and is closely tied to adequate public health. Related issues are discussed in the sections ‘Injury prevention’, ‘Crime prevention’ and ‘Road safety’.

Drivers and requirements

Councils have a strong interest in community safety and undertake a range of activities to contribute to this. For example in resource management planning, authorities must sustainably manage resources ‘in a way or at a rate which enables people and communities to provide for their social, economic and cultural wellbeing, and for their health and safety’.129 The Local Government Act 2002 formalised local government’s role in promoting the wellbeing of communities130. It introduced a range of statutory processes that involve working collaboratively with communities, local agencies, and government departments, in identifying community outcomes and developing strategies to achieve them. This also includes a requirement to report back to communities on the state of those outcomes in their district or region.

The Ministry of Social Development (MSD) has contributed to community outcomes processes with a practical guide for MSD staff who work with local government. It particularly focuses on MSD/Work and Income’s regional role in working with local government through community outcomes processes which are part of new consultation and planning requirements in the Local Government Act 2002131.

Safe Communities is a World Health Organization (WHO) model that recognises safety as a ‘universal concern’. The Safe Communities model aims to create an infrastructure

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in local communities to increase action on injury prevention and safety promotion through the building of local partnerships. Over 100 communities throughout the world are designated as Safe Communities of the WHO Safe Community Network. Five of these are in New Zealand (Waitakere, Waimakariri, New Plymouth, Whangarei and Wellington), and a number of other territorial authorities are supporting injury prevention coalitions to achieve accreditation.

In order to be designated as a Safe Community, communities are required to provide the following:

- an infrastructure based on partnership and collaborations, governed by a cross-sectoral group that is responsible for safety promotion in their community
- long-term, sustainable programmes covering both genders and all ages, environments and situations
- programmes that target high-risk groups and environments, and programmes that promote safety for vulnerable groups
- programmes that document the frequency and causes of injuries
- evaluation measures to assess programmes, processes and effects of changes
- ongoing participation in national and international Safe Communities Networks

Safe Communities Foundation New Zealand is a not-for-profit organisation that works collaboratively with communities, industry and government agencies to promote community safety. Its vision is ‘A safe New Zealand, becoming injury free’. The organisation accredits communities as International Safe Communities of the World Health Organization Safe Community Network.

**Funding, resources and tools**

To promote community safety, many local authorities have led work to meet criteria as a World Health Organization Safe Community or a New Zealand Safe Community. Criteria includes partnership and collaborations governed by a cross-sectional group; long-term, sustainable programmes for both genders and all ages, environments, and situations; targeted programmes for vulnerable and high-risk groups; documentation of the frequency and causes of injuries; evaluation; and ongoing participation in national and international Safe Communities networks.

The Ministry of Justice’s Crime Prevention Unit co-ordinates a national network of 65 Safer Community Councils. These councils are locally funded (usually by local authorities) and operate community-based crime prevention initiatives.

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132 See the Safe Communities Foundation New Zealand website, *Welcome to the Safe Communities Foundation*, http://www.safecommunities.org.nz
The Crime Prevention through Environmental Design guidelines supplied by the Ministry of Justice also help to promote community safety (Ministry of Justice 2005).

Councils such as the Wellington City Council have produced a guide to hosting a safe party as part of the 2008 Safe in the City campaign in partnership with the NZ Police and ACC. The guide gives tips on the types of food and drink to provide and how to ensure guests get home safely.

Waitakere City Council funds a dedicated senior position to lead the Safe Waitakere team which is dedicated to community safety. This development is a major recognition of the centrality of community safety to Waitakere City Council.

See also the sections ‘Crime prevention,’ ‘Alcohol’ and ‘Urban design and form’.

Intersectoral examples

**Whangarei Alcohol Accord initiative – Nite Flite**

The Whangarei Alcohol Accord initiative Nite Flite involved safety wardens and licensed premises in the town centre selling Nite Flite van vouchers for only $5.00. The wardens encouraged men and women leaving clubs and pubs to travel in groups in the vans. Passengers were dropped off at their home gates. The project was funded by Northland DHB, Roadsafe Northland and Whangarei District Council, with some funding from a local nightclub towards increased lighting, warden’s wages and advertising for the initial trial period (November 2007–February 2008) (Alcohol Advisory Council 2008; Whangarei District Council 2007). Two taxi companies joined the programme and found it profitable despite their initial concerns.

**Rotorua District schools, New Zealand Police, Ministry of Education, Child, Youth and Family, Family and Community Services – Rotorua District Truancy Action Group**

The Rotorua District Truancy Action Group was established as a result of the local services mapping process in Rotorua. This initiative involves individual Rotorua district schools, the police, the Ministry of Education, Child, Youth and Family, Family and Community Services, the Ministry of Social Development, Rotorua District Council, Strengthening Families, the District Truancy Service, the Police Youth Offending Team, Lakes DHB, Toi Te Ora – Public Health, Rotorua retailers., and the Non-Enrolment Truancy Service.

The group aims to support young people back to school and reduce opportunities for them to wander around town or get into trouble.

**Drivewise Rotorua Trust – Rotorua Kidsafe programmes**

In Rotorua, Kidsafe programmes have been funded by the Drivewise Rotorua Trust. This charitable trust is primarily focused on road safety (but does work on other projects). The trust comprises representatives from community groups, Rotorua District

134 http://www.safecommunities.org.nz/sc/Wt
Council, the police, the Accident Compensation Corporation, Toi Te Ora – Public Health, and Health Rotorua PHO.\textsuperscript{135}

Auckland City Council, Ngati Whatua O Orakei, Auckland City District Police, and Ministry of Justice – Safer Auckland City (a Safer Community Council)

Safer Auckland City is one of many Safer Community Councils around the country. The Auckland City Council funds Safer Auckland City, which is a partnership among the Auckland City Council, Ngati Whatua O Orakei, the Auckland City district police and the Ministry of Justice’s Crime Prevention Unit. The initiative emphasises community safety and crime reduction.\textsuperscript{136}

Injury prevention

Injury prevention work aims to reduce the incidence of injuries in the community and so improve public health.

Drivers and requirements

Injury prevention work can range from indirect activity such as policies restricting alcohol use and controlling the hours of operation of licensed premises to lessen alcohol-related harm to providing fitness and fall prevention programmes.

Community Injury Prevention Programmes are set up under the ‘Communities Living Injury Free’ programme which, in turn, is based on the World Health Organization’s Safe Community criteria (see the section ‘Community safety’).

Funding, resources and tools

The Ministry of Health funds the ‘Communities Living Injury Free’ programme and territorial authorities can contract to deliver this initiative their area.

Territorial authorities typically provide checklists for compliance under the Fencing of Swimming Pools Act 1987, as does Poolsafe from its website (operated by Water Safety New Zealand, a national organisation which promotes water safety).\textsuperscript{137}

Intersectoral examples

Auckland City and stakeholders – Communities Living Injury Free

The Communities Living Injury Free programme in Auckland City works with stakeholders, including the pool fencing forum, Step Ahead governance committee,
older persons falls group, regional school pedestrian safety network, and regional walking and cycling reference group.\textsuperscript{138}

**Waimakariri District Council and Injury Prevention Waimakariri – injury prevention action plans**

Waimakariri District Council contributes to implementing action plans developed by a community-based advisory group on injury prevention (Injury Prevention Waimakariri, which is funded by the Ministry of Health and established under work as an International Safe Community accredited by the World Health Organization).

The programme employs two co-ordinators, one with a rural safety focus. Its priority areas include child safety, older persons' safety, falls, drowning, fire safety and rural safety.

Projects include Under Fives Falls Prevention, Down the Back Paddock, Medicine Care Campaign, Stay on your Feet, Safekids, school playground safety audits, a Māori car-seat rental scheme, a smoke alarm campaign, the Older Persons Help Book, a boat-related drowning project, and the Water Safety Education programme for schools (Waimakariri District Council Community Team 2006).

**South Taranaki District Council – promoting the installation of fire sprinkler systems**

To support the New Zealand Fire Service and contribute to community safety and sustainable water use, South Taranaki District Council developed a campaign promoting the installation of fire sprinkler systems in new buildings and in retrofits in existing buildings. This included training staff and working with business to ensure installers were available. The council supported the project by offering a 50 percent discount on local authority-related building consent fees to those installing fire sprinklers. Local builders were involved in developing the idea, and some insurance companies have offered premium discounts in homes with sprinklers installed.\textsuperscript{139}

**Manukau City Council and TOA Pacific – delivering falls prevention workshops to older Pacific communities**

Manukau City Council in partnership with TOA Pacific developed a plan to deliver falls prevention workshops to older Pacific communities in Mangere and Otara. It also delivers a tai chi programme at the council’s older people’s housing units in Mangere.

**Road safety**

Local authorities frequently lead or participate in road safety initiatives related to responsibilities under land transport legislation and community safety.

\textsuperscript{138} See the Auckland City Council website, Communities Living Injury Free http://www.aucklandcity.govt.nz/council/projects/injuryfree

Drivers and requirements

The Land Transport Management Act 2003 requires regional and local authorities to prepare land transport strategies (see the section ‘Transport and roads’). Local authorities must take safety as well as other issues into account when preparing these strategies.

Funding, resources and tools

The New Zealand Transport Agency website contains information for local authorities in regard to their transport and road safety obligations. The site has a searchable database with information on the performance of the transport system (including data on road safety and personal security) arranged by topic and by local authority. It also has best practice guidelines for local authorities when planning for road safety under the Resource Management Act 1991.

Key organisations such as the New Zealand Transport Agency, local authorities, New Zealand Police and the Accident Compensation Corporation collaborate to produce Road Safety Action Plans. These Plans record local road safety risks, objectives, actions and targets. They are the primary mechanism for co-ordinating education, engineering and enforcement at sub-regional levels. The New Zealand Transport Agency website contains guidance materials for preparing these plans.140

Intersectoral examples

Environment Waikato, New Zealand Police and Land Transport Safety Authority – Regional Road Safety Subcommittee

Environment Waikato established the Regional Road Safety Subcommittee to foster co-ordination, partnership and liaison between district and city territorial authorities and the New Zealand Police and the Land Transport Safety Authority (now the New Zealand Transport Agency).

The subcommittee has quarterly meetings and does interagency work on road traffic injury prevention under the Health Funding Authority, and with licensing agencies. It also regularly produces Waikato Regional Road Safety Quarterly and Ruben’s Newsletter (Ruben is a mascot for road safety).

Waimakariri District Council – Waimakariri Road Safety Co-ordinating Committee

The Waimakariri District Council contributes to efforts to reduce road traffic accidents as a member of the Waimakariri Road Safety Co-ordinating Committee, which is funded by the New Zealand Transport Agency through the New Zealand Community Road Safety Programme.

The council’s partners include the district and regional council, Injury Prevention Waimakariri, the New Zealand Police, the New Zealand Transport Agency, the

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Automobile Association of New Zealand, the Accident Compensation Corporation and the Combined Owner Driver Association.

Priority issues include speed, alcohol, intersection safety and vulnerable road users. Projects include a road crash forum for high school students, the Safe with Age programme, Bike Week, the Bubble campaign for vulnerable road users, and intersection and seat belt campaigns (Waimakariri District Council Community Team 2006).

**Auckland City Council – funding the Safe with Age programme for older drivers**

Auckland City Council (and many other territorial authorities) provides funding for a Safe with Age programme for older drivers that Age Concern runs. This is a free informal seminar programme that gives older road users the opportunity to re-familiarise themselves with traffic rules and road safety information.\(^{141}\)

**Crime prevention**

Crime can affect peoples’ physical and mental wellbeing. Injuries from assault, stress and fear can have direct health consequences and affect a person’s work and social participation.

**Drivers and requirements**

Crime can affect an area’s reputation as a place to live and visit, in addition to having direct effects on crime victims. Local authorities are concerned about the impacts of crime on their communities, and frequently become involved in initiatives that help prevent, discourage or clean-up damage. This work includes strengthening families (an interagency initiative to help families dealing with multiple agencies), good street lighting, surveillance cameras, and litter and graffiti clean-ups.

The New Zealand Police, local authorities, businesses and other entities have undertaken work under programmes aimed at Crime Prevention through Environmental Design. The Ministry of Justice, supported by Local Government New Zealand, has adapted international Crime Prevention through Environmental Design principles and issued national guidelines for the Urban Design Protocol (Ministry of Justice 2005). Business owners, community leaders and residents should also be involved in local Crime Prevention through Environmental Design planning and implementation.

The Policing Act 2008 has a strong focus on community policing, with police working with local government, iwi and other partners.

**Funding, resources and tools**

Local Government New Zealand provides the Crime Prevention through Environmental Design guidelines through its website at no charge.\(^{142}\)

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141 See the Age Concern website, *Safe with Age* [http://www.ageconcern.org.nz/?/healthpromotion/swa](http://www.ageconcern.org.nz/?/healthpromotion/swa)

The Government established the Graffiti Vandalism Small Initiatives Grant scheme, which is available through the Ministry of Justice’s Crime Prevention Unit to New Zealand territorial authorities, NGOs and iwi. Further funding is available to territorial authorities through the Graffiti Vandalism Contestable Fund. You can also download a guide to countering graffiti from the Local Government New Zealand website.\(^\text{143}\)

The Ministry of Social Development has developed a toolkit to assist in work dealing with youth gangs. The toolkit has been sent to all local authorities with an invitation for them to talk with the Ministry of Social Development and the New Zealand Police, if they have significant issues they wish to address.

The *It’s Not OK* campaign against family violence, which by the Ministry of Social Development led and funded, has been launched with the support of local authorities in many areas.

### Intersectoral examples

**New Zealand Police, councils and Work and Income – improving community safety in a Blenheim neighbourhood**

The New Zealand Police, councils, Work and Income, and other organisations have joined together to improve community safety in a Blenheim neighbourhood. They are asked residents what was right with their neighbourhood and what they wanted to improve. Agencies were available during the week-long initiative, providing a positive interaction with residents and bringing in paint, rubbish skips, gardening equipment and information, creating a walkway mural, fixing potholes, and organising pet-care sessions and a library visit for children. Initial reports suggest residents now feel safer than before the initiative and petty crime has decreased (New Zealand Police 2008).

**Auckland City Council – free graffiti-removal service**

Auckland City Council offers a free graffiti-removal service for some residential and small business property owners that have graffiti on a wall, fence, structure or garage door adjacent to a road. The service is aimed at delivering a zero tolerance approach to graffiti and is endorsed by Auckland police. Deterrence, removal and other measures are also suggested.\(^\text{144}\)

**Waimakariri District Safer Community Council – supporting crime prevention**

The Waimakariri District Safer Community Council was established in 1995 and is funded by the Ministry of Justice’s Crime Prevention Unit. It includes 16 representatives from the community, government agencies, local organisations and the district council, and has a wide range of partnerships to support crime prevention. Focus areas include Crime Prevention through Environmental Design, family violence, community safety and an alcohol and other drug strategy. Initiatives under this council include Turnaround


\(^{144}\) Auckland City Council website, *Graffiti* http://www.aucklandcity.govt.nz/council/services/graffiti
Waimakanri (which focuses on restorative justice for youth offenders involved in petty crime, vandalism and nuisance) and a Family Violence Network (Waimakanri District Council Community Team 2006).

South Auckland Family Violence Prevention Network – co-ordinating Counties Manukau Family Violence Awareness week

The South Auckland Family Violence Prevention Network co-ordinated the Counties Manukau Family Violence Awareness week in 2007 (Manukau City Council 2007a). Representatives of the Manukau City Council, the judiciary, the New Zealand Police, the Ministry of Social Development and other community organisations all spoke at the launch breakfast. The awareness week also helped to raise the profile of the Ministry of Social Development’s It’s Not Ok campaign.

Upper Hutt City Council, Hutt Valley DHB and New Zealand Police – crime prevention project

Upper Hutt City Council, the Hutt Valley DHB and the New Zealand Police obtained funding from the Ministry of Justice’s Crime Prevention Unit to run a joint crime prevention project in Upper Hutt. The project’s initial stage involves research using police and DHB statistics on alcohol, other drugs and violence as well as the results of a youth survey the council conducted. Once research is complete, the partnership will launch crime prevention programmes potentially involving education, enforcement and Crime Prevention through Environmental Design.

Provision and support of cultural wellbeing

The Ottawa Charter for Health Promotion acknowledges the importance for public health of a people having a sense of belonging and being valued (WHO 1986). Participation in arts, education and cultural activity can contribute to wellbeing. Community acceptance of different cultural groups and norms is also important.

Drivers and requirements

The Local Government Act 2002 requires local authorities to consider the current and future cultural wellbeing of their communities. The steps they take to support or progress wellbeing vary according to local needs, priorities and capabilities.

If the authority provides a library, the Local Government Act 2002 requires that local residents are entitled to join the library free of charge.

Funding, resources and tools

Funding is available for local community-based arts activities from the Creative Communities Scheme. The scheme aims to increase participation in the arts at a local level and increase the range and diversity of arts available to communities. The scheme is a partnership between Creative New Zealand and the 73 territorial authorities. Each territorial authority is responsible for delivering the scheme in its area.

See the Creative New Zealand website, Funding http://www.creativenz.govt.nz/funding/other/ccs.html
The Ministry for Culture and Heritage has a Cultural Wellbeing programme that is aimed at increasing awareness and understanding of cultural wellbeing among local authority staff and elected members. An initial series of workshops and other activities was followed by the development of a web-based resource that provided a wide range of relevant cultural wellbeing-related information for local authority staff. The website is being redeveloped.

Territorial authorities are likely to ensure some facilities such as libraries are available to communities. For other projects such as sports stadiums, they may own the facility, lead and manage the work, provide some funding or participate in other roles.

Local authorities also support Māori, Pacific and other community festivals, Waitangi Day celebrations, and work with marae and multicultural organisations. Matariki (Māori New Year) celebrations are supported by Te Papa and other organisations.

In some communities, facilities such as museums, community halls and meeting places have been established through community fundraising, the donation of land and working bees. This still occurs when a particular interest is identified. Government and local authorities (in current and previous guises) have often been involved in community-led projects in a facilitative or supportive role.

Local authorities are significant owners and operators of cultural facilities such as museums, galleries, libraries, auditoriums and other cultural venues. They also provide diverse support for other activities such as consulting with marae, planning native plantings for roadsides or nearby reserves, providing key information in languages other than English, providing liaison points, and assisting with funding contributions, staff assistance or event promotion.

Local Government New Zealand has produced a CD Cultural Wellbeing and Cultural Capital, which can be ordered from its website.146

For provision for younger and older people, see the sections 'Lifestyle', 'Participation' and 'Work skills'.

Intersectoral examples

Rotorua District Council – settlement support activities

Rotorua District Council has a settlement support person based in its economic development office. The position is supported by the Department of Labour’s Settlement division.

A steering group includes representatives from the Chamber of Commerce, employers, Waiarekei Institute of Technology, Career Services, Family Works, Lakes DHB and the Rotorua Trust. Resources include information on how to get around, legal and health issues, and things to do locally.

146 See the Local Government New Zealand website, LGNZ, Cultural Well-being and Cultural Capital (CD only), http://www.lgnz.co.nz/library/publications/order-docs.html
Regular workshops are held with employers and migrants to provide information and help with bridging communication, recruitment issues and settling in. An annual mayoral welcome to migrants helps people meet each other, and the Rotorua Newcomers Network provides support and holds walks and coffee and dinner meetings.

**City councils and Asia Foundation – supporting Diwali and Chinese Lantern Festival**

Some city councils and the Asia Foundation support Diwali and the Chinese Lantern Festival.

**Porirua City Council and Healthlinks Trust – supporting Creekfest at Cannons Creek**

Porirua City Council and a wide range of other sponsors support Creekfest at Cannons Creek. This is an annual festival celebrating culture and healthy lifestyles through music, dance, sport, art, stalls and fun activities. The event is fizz-free, smoke-free, fat-free, drug and alcohol free, and sun smart, and attracts 20,000–30,000 people.

Healthlinks Trust co-ordinates a large intersectoral group to plan and manage Creekfest. The council provides funding support and in-kind work, including site and traffic management, planning, food safety, and event promotion.

**Hamilton City Council and Te Runanga o Kirikiriroa – supporting Waitangi Day community celebrations**

Hamilton City Council has supported Waitangi Day community celebrations planned by Te Runanga o Kirikiriroa. These celebrations contribute to cultural and community unity by encouraging multicultural participation in activities and shows. This included support for funding applications to the Ministry for Culture and Heritage, planning assistance from the council’s ethnic development advisor, and assistance with arranging a venue and consent application and compliance activities. Many organisations supported Te Runanga o Kirikiriroa by contributing to the multicultural performances and community-focused celebrations.

**Wellington City Council – supporting cultural wellbeing**

Wellington city undertakes a range of activities supporting cultural wellbeing.

- Wellington hosts concerts, sports matches, live theatre and dance, exhibitions and festivals that contribute to community wellbeing and social participation. The Wellington City Council supports many of these events through grants, event co-ordination and promotional activities. Examples include the Meridian Energy Summer City Festival in 2008, with free public concerts funded by the council and corporate sponsors.

147 See the Asia:Nz Foundation website, *Diwali Festival of Lights* http://www.asianz.org.nz/diwali
148 See the Asia:Nz Foundation website, *Chinese Lantern Festival* http://www.asianz.org.nz/lantern
149 See the Wellington City Council website, Feeling Great: Wellington’s guide to recreation and events.
• Wellington City Council partners with the Wellington Sculpture Trust as well as with sponsors such as Meridian Energy to provide public art that enhances peoples' experience of the city, such as the wind sculptures along Cobham Drive.\textsuperscript{150}

• Wellington City Council partners with Arts Access Aotearoa, philanthropic trusts, government agencies and companies. Arts Access Aotearoa is a national organisation whose vision is to have an inclusive society where all people are able to participate in the arts, whatever their circumstances. It works with communities that are disadvantaged or marginalised and have limited access to the arts, and has more than 70 Creative Spaces and Places registered under its network.\textsuperscript{151}

Porirua City Council and Mana Community Arts Council – celebrating Porirua’s heritage

In 1997, the Mana (now Porirua) Community Arts Council and the Porirua City Council Business Unit – Porirua Museum amalgamated to form the Porirua Museum of Arts and Culture. In 1998, the new complex was opened and renamed Pataka – The Museum of Arts and Culture.

Pataka celebrates Porirua’s heritage and showcases contemporary Māori, Pacific and New Zealand art, with local, national and international artists and heritage and social history exhibitions. The Pataka complex houses galleries, the Music Museum, the Centre for Performing Arts, the Education Centre, a public events stage, a community meeting room, the Porirua City Library, a traditional Japanese garden, a retail shop and a café. Pataka has more than 140,000 visitors each year.

Christchurch City Council and iwi – restoring cultural values

In Christchurch the junction of Saint Mary’s Stream and the Ōtākaro (Avon River) has special significance to local iwi. This is because the wairua (spirit) of the water was often used by tohunga whakaora-a-wairua (faith healer) and for its historical link with the iwi’s ancestor Tautahi. The stream was concealed for some time, diverted through a pipe. Council work to restore the visibility of the water and create Cambridge Green (Christchurch City Council 2004a), has improved relationships between the council and Māori, and created a historic, cultural and peaceful enclave in a busy cityscape.\textsuperscript{152}

Auckland City Council and RMS Refugee Resettlement – Auckland and International Cultural Festival

The Auckland City Council, in conjunction with RMS Refugee Resettlement (now Refugee Services), organised the Auckland and International Cultural Festival in February 2008. The event involved various cultural performances, arts and crafts stalls and food stalls. The festival celebrated Auckland’s cultural diversity and aimed to help new migrants feel connected and gain a sense of belonging to the city.\textsuperscript{153}

\textsuperscript{150} See the Wellington Sculpture Trust website, Wellington Sculpture Trust http://www.sculpture.org.nz

\textsuperscript{151} See the Arts Access Aotearoa website, About Us http://www.artsaccess.org.nz/index.php/about-us

\textsuperscript{152} See the Christchurch City Libraries website, Māori: Cambridge Green http://library.christchurch.org.nz/TiKoukaWhenua/CambridgeGreen

\textsuperscript{153} See the Auckland City Council website, Auckland International Cultural Festival http://www.aucklandcity.govt.nz/whats-on/events/cultural/
Services is a not-for-profit NGO that helps migrants settle in New Zealand and is New Zealand’s primary refugee resettlement agency.\textsuperscript{154}

**Auckland City Council – allowing remission of rates on some Māori freehold land**

The Auckland City Council allows for the remission of rates on Māori freehold land that is in multiple ownership, is undeveloped and unoccupied, and is developed and used for non-commercial purposes for the benefit of iwi members (for example, marae) (Auckland City Council 2007).

**Waitakere City Council – developing an artistic, visually pleasing and safe footbridge**

Waitakere City has a longstanding link with the arts, and the Waitakere City Council is an active patron. The city has two community arts councils. The city received Creative New Zealand recognition for the Rewarewa footbridge at New Lynn, which was designed to be an artistic statement and visually pleasing and to provide a safe pedestrian link across the gully to link the growing residential area with the town centre. The design is based on the Rewarewa seedpod and flowers, and the bridge has a twisted triangular waka (canoe) form.\textsuperscript{155}

**Lifestyle**

The physical and mental wellbeing of people living in urban areas is affected by their access to green space and recreation. Obesity, inactivity and poor nutrition all affect health, and several sectors, including health, physical activity, education, active transport, local government, and the food and beverage industry can influence these factors and mitigate their effects.

The physical environment, policy, programmes, community attitudes and many other factors influence the uptake of activity. ‘Partnerships are vital for active living because they can bring together the many disciplines that have influence in a community, such as public health, urban planning, transportation, recreation, architecture.’\textsuperscript{156}

Obesity has become an epidemic in many Western countries. It causes many health problems. Physical activity and nutrition are the strongest determinants of obesity levels, so it is important to invest in parks, walkways, cycle ways and recreational activities and to encourage the use of those facilities (WHO 2004a). The location and pricing of these types of facility, and ensuring they are safe, can affect the ability of different population groups to access them.

\textsuperscript{154} See the Refugee Services website [Refugee Services](http://www.refugeeservices.org.nz)
\textsuperscript{155} See the Waitakere City Council website, [Arts and Culture](http://www.waitakere.govt.nz/ArtCul/index.asp)
\textsuperscript{156} See the Active Living by Design website, [ALbD Community Action Model](http://www.activelivingbydesign.org/index.php?id=293)
Drivers and requirements

The World Health Organization has proposed a range of activities to address non-communicable disease risk factors, including national, community and individual actions. Local government’s role often includes activities such as providing sites for physical activity, promoting active lifestyles, and controlling alcohol and tobacco use (see Table 1 in Appendix 4).

Local authorities in New Zealand have played varying (and primarily discretionary) roles in providing parks, meeting places and sports facilities, including swimming pools, stadiums and skateparks. The district plan and Resource Management Act 1991 provide for planning and zoning to reserve green spaces. The Local Government Act 2002 allows local authorities to charge both development and financial contributions towards additional infrastructure costs and community facilities.

Funding, resources and tools

The Ministry collaborates with other sectors, including local government, to achieve the goal of healthy New Zealanders by encouraging healthy nutrition and physical activity.

Important partners in this work for communities include local businesses, Sport and Recreation New Zealand (SPARC), DHBs, the Department of Conservation and community groups. Local authorities can undertake work in partnership with several agencies to improve access to outdoor facilities and recreation opportunities and encourage greater physical fitness and enjoyment of the outdoors. The Department of Conservation and local authorities are key providers of outdoor recreational space.

Some communities have been concerned about the closure of camping facilities. In 2006, the Department of Conservation reviewed the availability of camping grounds. This work resulted in several recommendations, including that the Department of Conservation provide additional sites, allow the use of other reserve or sports land as camping grounds in peak times, provide better information, and allows more opportunity for Department of Conservation land to be used for camping. The Camping Grounds Regulations 1985 are being reviewed to enable other organisations to provide basic camping opportunities similar to those provided by the Department of Conservation. This may provide further opportunities for local authorities and other organisations to support businesses, private landowners, and trusts or owners of Māori land to provide additional camping opportunities.

Intersectoral examples

Department of Conservation and Bay of Plenty local authorities – encouraging people into the outdoors

The Department of Conservation runs programmes that encourage people into the outdoors to do physical activity such as restoration of habitats, and visiting and learning about natural areas. The department has been working with local authorities and other agencies in the Bay of Plenty to extend the Whirinaki walking track near Murupara and develop a world-class mountain-biking track in this area.
Waimakariri Primary Health Organisation and Healthy Waimakariri – improving nutrition and physical activity

The primary health organisation for Waimakariri helps Healthy Waimakariri to improve nutrition and physical activity in the district.

Manukau City – working to prevent diabetes

Diabetes prevention work is being undertaken in Manukau City. Measures include considering urban design to support healthy lifestyles, community leadership, healthy eating and supporting healthy choices.157

Community Outcomes Bay of Plenty – ‘walking the talk’ and bringing physical activity and nutrition into policies and practices

One example to improve health through nutrition and exercise has been the programme-supported agreement by 21 local and central government agencies that are members of Community Outcomes Bay of Plenty to ‘walk the talk’ as role models and undergo a workplace wellness assessment and to increase opportunities to collaborate and bring physical activity and nutrition into their policies and practices (Ministry of Health 2008b).

Local authorities and MidCentral DHB – Active Movement Strategy

Local authorities and MidCentral DHB’s Public Health Service staff worked together to develop an Active Movement Strategy for the Manawatu (Ministry of Health 2008b).

Christchurch City Council and Canterbury Community Trust – KiwiAble

The Christchurch City Council and Canterbury Community Trust co-fund the KiwiAble programme, which is based in the Recreation & Sports Unit of Christchurch City Council. The programme aims to get more people with disabilities involved in sport, recreation and leisure activities. Among other things, the programme delivers disability awareness training for council holiday programmes, advises on sport, recreation and leisure options for people with disabilities, and facilitates the KiwiAble Recreation Network.158

Tauranga City Council, Bay of Plenty DHB, Sport Bay of Plenty, SPARC – City on its Feet

The Tauranga City Council, Bay of Plenty DHB, Sport Bay of Plenty, SPARC and other partners support the City on its Feet programme, which facilitates and encourages walking groups.159

157 See the Counties Manukau DHB website, Let’s Beat Diabetes http://www.letsbeatdiabetes.org.nz
158 See the Christchurch City Council website, Quick Answers: Art and recreation http://www.ccc.govt.nz/quickanswers/artrecreation/kiwiable/f497.asp
159 See the City on its Feet website, City on its Feet http://www.cityonitsfeet.org.nz
National network – Living Streets Aotearoa

Living Streets Aotearoa is a national network that developed in 2002 from Living Streets Wellington (which was established in 1999). The network aims to advocate for and develop walking-friendly communities and promote the social, environmental and economic benefits of walking for transport and recreation. The network also produces walking maps and signage and assesses the walkability of routes (Ministry of Health 2008g).

Environment Canterbury and the community – balancing development of park areas for users with conservation

Environment Canterbury has been consulting community members about its plans to develop park areas that cater to a range of users while also conserving and improving environmental amenity. Areas have been developed to cater for families picnicking by the river, four-wheel drive and motorbike enthusiasts, and mountain-bikers.

Auckland territorial and regional councils and Counties Manukau Sport, Sport Waitakere, Sport Auckland, and Ministry of Health – Auckland Regional Physical Activity & Sport Strategy

In 2006, the Auckland territorial and regional councils partnered with other groups including Counties Manukau Sport, Sport Waitakere, Sport Auckland, and the Ministry of Health to produce the Auckland Regional Physical Activity & Sport Strategy.

The five-year strategy aims to arrest and then reverse the declining levels of physical activity in the Auckland region. It requires key organisations to work together across the region to provide better quality opportunities for people to participate in sport.

Housing

Access to adequate and affordable housing affects the physical and mental wellbeing of populations. (See also the section ‘Insulation and heating’.)

Access to adequate housing is one of the important factors for public health that is acknowledged in the Ottawa Charter for Health Promotion, along with a liveable income (which can be affected if housing is not affordable) (WHO 1986).

Drivers and requirements

Local government has a variety of roles in different areas related to housing. Local government’s role in social housing is explicitly recognised in the Local Government Act 2002, which designates territorial authority housing as a strategic asset. Many territorial authorities also take an interest in affordable housing and in healthy and warm housing. District plan controls, planning consent processes and other features can also affect the availability, location, quality and amenity of current and future housing.

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160 Personal communication, D Owen, Environment Canterbury.
161 See the ARPASS (Auckland Regional Physical Activity & Sport Strategy) website, About Us http://www.arpass.org.nz
Housing New Zealand Corporation has developed the New Zealand Housing Strategy and regional housing strategies that consider housing priorities and direction and issues such as affordability.  

Territorial authorities and medical officers of health have responsibilities under the Health Act 1956 to inspect and, where necessary, issue orders for repairs or other works to remedy insanitary housing. Where this is not done, they can issue a closing order to prevent the occupation of a house. They also have responsibilities for insanitary buildings under the Building Act 2004.

The 2006 census released 10 October 2007 by Statistics NZ shows that 17% of the New Zealand population self reported that they have a disability, and 45% of people over the age of 65 years have a disability. The Building Act 2004 was developed to cover new issues, such as sustainable buildings, and to better allocate responsibilities for building work. The provisions relating to access for people with disabilities were carried over almost without change from the 1991 Act to the new Act. A ‘person with a disability’ is defined in the Act and the definition includes ‘a physical, sensory, neurological, or intellectual disability’. In developing the new Act, a Universal Design approach could have been taken instead of the ‘access for people with disabilities’ focus. While this is not the case there is potential for work in New Zealand to incorporate voluntary universal design principles and visual and acoustic privacy as standard design features. This approach would:

- incorporate features such as wide hallways and doors, accessible entrances and level access showers, making homes more flexible, appealing and suited to a wider range of users, including an ageing population
- be used to design houses that can be easily modified to meet changing needs (for example, the low-cost addition of a bedroom or changing a house into two units (Auckland Regional Growth Forum 2003)
- ensure that higher density housing still provided privacy, and that design gave noise protection to occupants within and between housing units.

**Funding, resources and tools**

Government and social agencies may be able to assist in remedying some of the issues identified above. For example, Housing New Zealand Corporation is part of a whole-of-government effort to reduce substandard housing, such as where people rely on open flames for light, heat or cooking or where houses lack basic services such as a fresh water supply and a sanitation system.

The Rural Housing Programme addresses these issues through essential repair suspensory loans and addresses social and economic development in its target areas (Northland, East Coast and Eastern Bay of Plenty, and extended in July 2004 to areas

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162 See the Housing New Zealand website, *Strategy Publications*  
http://www.hnzc.co.nz/hnzc/web/research-&-policy/strategy-publications/strategy_publications_home.htm

163 See the Center for Universal Design website, *About UD*  
http://www.design.ncsu.edu/cud/about_ud/udprinciples.htm
outside the designated areas), as substandard housing is often a sign of wider social
problems (Housing New Zealand Corporation 2007). Budget 2009 provides $12 million
over the next two financial years in operating funding for this programme.

The Department of Building and Housing provides guidance for territorial authorities on
how to make policy for dealing with dangerous and insanitary buildings under
section 131 of the Building Act 2004. This guidance is available as a brochure from the
department or in pdf form from the department’s website (Department of Building and
Housing 2005b). Alternative housing for people living in insanitary housing remains an
issue in some areas.

Many territorial authorities also provide council housing and have developed housing
specific policies for example Christchurch City Council164 and Hutt City Council165.
Land or buildings held by a local authority and required for affordable housing under its
social policy are defined as a strategic asset by the Local Government Act 2002. As a
consequence, the territorial authority cannot divest itself of these assets without
following the special consultative procedures to provide for this in its long-term plan.
Council housing is usually targeted at low-income people, and often much or all of the
housing is for older people.166 Territorial authorities may also have provision to allocate
some of this social housing to people with disabilities or other households who have
difficulty meeting their housing needs.

The Ministry of Health’s Population Health Directorate (Disability Services unit) funds a
range of disability support services such as home help, personal care, carer support
and residential support services for people generally under 65 with long-term physical,
sensory and/or intellectual disabilities. These services can complement the housing
assistance provided by local government and other agencies. Assistance can also be
available for the modification of homes to meet accessibility needs, such as the
installation of ramps and wheel-chair accessible bathrooms.

The provision of social housing by territorial authorities is not required by legislation,
and historically was initiated by central government. Programmes support local
government and other parties to play a role in social housing, including government
programmes for papakāinga housing on Māori land, social housing improvement
activities through the Housing Innovation Fund, subsidies through the Energy Efficiency
and Conservation Authority, and targeted funds or resources from other agencies.
Local government contributions are often funded through rates or other income or
through targeted additional rates or loans to the beneficiaries of the work. Local
Government New Zealand has prepared a document that discusses the role of local
government in providing affordable housing (McKinlay Douglas Ltd 2004b).

164  http://www.ccc.govt.nz/policy/councilhousingpolicy/
166  For example, Tauranga City Council requires tenants to be 65 years old or, with an exemption, 60. See
the Tauranga City Council website, Knowledgebase: What is the eligibility criteria for elder housing?
Territorial authorities may also be involved in supporting interagency initiatives, such as neighbourhood support or programmes that provide shelters or services for vulnerable people.

The Centre for Housing Research Aotearoa New Zealand has several research publications that consider a range of housing issues in particular areas and sectors, many of which directly or indirectly involve local government.167

The Housing Innovation Fund that Housing New Zealand Corporation administers is available to community groups, which may assist in meeting some of the local authorities’ identified community outcomes. Local authorities may still be considered for funding where there are no competitive submissions from a local community housing or iwi or Māori organisation. Housing New Zealand Corporation offers a range of different housing programmes in each region.168 The Government also encourages multi-agency housing programmes, which are overseen by a board and convened and chaired by Housing New Zealand Corporation.

The Rates Rebates Scheme was established to provide additional support to low-income homeowners and is available to a variety of people, including where a family trust is involved or papakāinga housing where an occupation order is in place.

**Intersectoral examples**

**Schools, Fordlands Community Association and Rotorua District Council – Fordlands Community Renewal Project**

The Fordlands Community Renewal Project has been working with people in the area to promote safe, healthy and confident communities. The project also includes physical changes such as modernising and improving the energy efficiency of Housing New Zealand Corporation homes and landscaping. The Fordlands project is a partnership with local schools, Fordlands Community Association and the Rotorua District Council. Housing New Zealand has also built an environmentally friendly state house in the same neighbourhood, in partnership with Beacon Pathways Ltd.169

**Government, private and community sectors – Auckland Regional Affordable Housing Strategy**

The development of the Auckland Regional Affordable Housing Strategy170 included consultation with the government sector, private sector and community sector.

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167 See the Centre for Housing Research website, Centre for Housing Research http://www.chranz.co.nz

168 See the Housing New Zealand website, What We Offer in Your Region http://www.hnzc.co.nz/hnzc/web/about-us/what-we-offer-in-your-region/what-we-offer-in-your-region_home.htm

169 Information on these projects is available on the Housing New Zealand website, Housing New Zealand http://www.hnzc.co.nz

170 See the Auckland Regional Council website, Regional Strategies: Auckland Regional Affordable Housing Strategy http://www.arc.govt.nz/plans/regional-strategies/auckland-regional-affordable-housing-strategy.cfm
Wellington City Council, Housing New Zealand Corporation and Downtown Community Ministry – night shelter for men

The Wellington City Council provided support for the refurbishment of the Wellington night shelter for men. Housing New Zealand Corporation also provided assistance through the Housing Innovation Fund. Shelter staff work with the council’s City Housing Unit and the Downtown Community Ministry, which try to assist them to permanent housing solutions.171

Government and Wellington City Council – funding to meet housing needs

The Government and Wellington City Council recently signed a Memorandum of Understanding whereby the Government will provide $220 million over 10–20 years to help the council to meet current and future housing needs.172 The council agreed to contribute $90 million.

Auckland City Mission, Housing New Zealand Corporation, ASB Community Trust, Auckland City Council and corporate sponsors – open space for housing for homeless people and recovering drug addicts

The Auckland City Mission, in collaboration with Housing New Zealand Corporation, the ASB Community Trust, Auckland City Council and corporate sponsors, plans to build a 170-unit apartment surrounding a new open space in the centre of the city. The units will house 80 of the inner-city’s homeless population and recovering drug addicts and new facilities for the mission. The city council may provide up to $10 million to fund this $70 million project, although it is limiting its involvement at this stage to considering the suitability of the open space.173

Local government, Department of Labour and other agencies – Centre for Housing Research Aotearoa New Zealand’s housing affordability studies

Local government, the Department of Labour and other agencies contribute to the Centre for Housing Research Aotearoa New Zealand’s studies on the drivers and potential solutions to housing affordability issues (for example, Queenstown, Nelson-Marlborough-Tasman and Bay of Plenty studies) and related topics such as effects on labour markets of housing affordability.

Waitakere City Council, Ministry for the Environment, Building Research Association of New Zealand, Energy Efficiency and Conservation Authority – Sustainable Homes Guidelines

The Waitakere City Council produced the Sustainable Homes Guidelines with support from the Ministry for the Environment, the Building Research Association of New Zealand, the Energy Efficiency and Conservation Authority and other groups and

171 See the Wellington City Council website, Night Shelter

172 See the Wellington City Council website, Housing Upgrade

173 See the Auckland City Council website
individuals. The guidelines are a practical guide for eco-building with up-to-date information about energy, water, materials, safety, waste and other eco-building issues. The guidelines were first produced in 1998 and updated in 2000, and have now been incorporated in the Smarter Homes website.

Housing New Zealand Corporation, Hobsonville Land Company, Waitakere City Council – developing an integrated urban community

Housing New Zealand Corporation, through the Hobsonville Land Company (its subsidiary), is working with the Waitakere City Council and other agencies to develop an integrated urban community at Hobsonville (a former airforce base). The Hobsonville development will include local employment and industry precincts that are linked to housing and education opportunities.

Housing New Zealand Corporation, Lakes and Bay of Plenty DHBs and Tauranga Community Housing Trust – determining housing needs for people with disabilities

In early 2006, Housing New Zealand Corporation, Lakes and Bay of Plenty DHBs and the Tauranga Community Housing Trust commissioned research to determine the housing needs of people with disabilities in the Bay of Plenty and Lakes regions. The researchers recommended improving collaboration between agencies to meet individual needs, providing funding, and developing a database of organisations working with people with disabilities and public sector housing for people with disabilities.

Insulation, heating and energy use

The links between a warm home and health are clearly documented in research. The World Health Organization recommends a minimum indoor temperature for good health of 18ºC or up to 20–21ºC for more vulnerable groups (University of Otago 2007b). Energy supply and production are also drivers for environmental and economic wellbeing. In addition to the health effects of inadequately insulated and heated homes, particularly on families with respiratory illness and young and older people, many homes use heating sources that produce damaging emissions. See also the section 'Control of discharges to water and air'.

Drivers and requirements

A wide variety of local authorities, both territorial authorities and regional councils, have led or participated in home insulation and heating projects that benefit public health. Private agencies, NGOs, and central government agencies may also initiate or participate in such projects. These projects are often initiated to improve energy efficiency, improve air quality (linked to the National Environmental Standards), improve
community health or upgrade housing quality. Other benefits can include skills development and employment outcomes.

Partners leading, funding or adding value to these projects have included the Energy Efficiency and Conservation Authority, DHBs, Ministry for the Environment, Ministry of Health, Department of Building and Housing, Housing New Zealand Corporation, Work and Income, NIWA, academics, businesses, community trusts and NGOs. Other partners have shown support for this type of work.

**Funding, resources and tools**

Energywise Home Grants schemes are targeted at insulating and improving the energy efficiency of homes built before 1978, using regional funding partnerships and aimed at low- and middle-income families (for example, community service card holders). The schemes cover interventions such as ceiling and under-floor insulation, hot-water cylinder wraps, draught-proofing for windows and doors, and installing energy efficient light bulbs. Since 2004 the Ministry of Health has contributes financially each year through funds appropriated into Vote Health and transferred to the Energy Efficiency and Conservation Authority, in addition to funding and other in-kind resources contributed by DHBs to local and regional projects.

The Energy Efficiency and Conservation Authority is committed to expanding the scheme to include improvements to household air quality through energy efficiency ratio monitoring grants to support 800 clean heating retrofits per year (removing solid heating would decrease urban air pollution as it is the primary source of air pollution in urban areas).\(^{177}\)

From 1 July to 31 December 2007, 3472 properties received energy efficiency retrofits (a total investment of Energy Efficiency and Conservation Authority and third-party funding of $6 million). The scheme is a partnership, involving the Ministries of Health, Social Development and Energy. Other government agencies and NGOs, local government, community trusts, energy companies, PHOs and Māori organisations also support regional projects financially and in kind.

As part of Budget 2009 the Government announced a new scheme which came into effect on 1 July 2009. The new scheme aims to retrofit more than 180,000 New Zealand homes over the next four years. It will be run by EECA and will replace the existing EECA home insulation programme. The programme offers to pay a third (up to $1,300) of the cost of installing ceiling and under floor insulation in homes built before 2000. Homes with sufficient ceiling and underfloor insulation may also get access to funding for clean heating devices like approved log burners, pellet burners, heat pumps, or flued gas heaters.

Community Services Card (CSC) holders are eligible for higher levels of funding.

The programme is designed to work with service providers and partners, who will provide access to finance mechanisms so home owners will find it easier to pay back the remaining cost of their insulation or clean heating installation.\textsuperscript{178}

EECA is also working with some councils on the potential to pay remaining costs through your rates bill over a period of time. Examples of councils that offer this are:

- **Nelson City Council** ratepayers can pay off an insulation and clean heat retrofit on their rates bill provided they are in a polluted airshed and have to replace an existing non-approved burner. This can only be accessed through Nelson City Council - not other service providers in the area.

- **Environment Canterbury** is rolling out the offer in stages. People within urban Christchurch city can already choose to pay off an insulation and clean heat retrofit on their rates bill. From late 2009 this will extend to include Timaru, Ashburton and Kaiapoi and Rangiora. In time the offer will be extended to ratepayers in the wider Canterbury region. This can only be accessed through Environment Canterbury - not other service providers in the area.

In related work, Housing New Zealand Corporation works in partnership with DHBs in selected areas (Auckland, Counties Manukau, Hutt Valley and Northland) to implement the Healthy Housing programme for Housing New Zealand Corporation tenants.\textsuperscript{179} The programme aims to raise people's awareness of infectious diseases, improve access to health and social services, and reduce the risk of housing-related health problems and overcrowding. Work includes design alterations, extending homes for larger families, installing insulation, ventilation and heating systems, and helping families into other accommodation.

The Ministry for the Environment has also been a leading partner in pilot projects to replace old wood burners with other heat sources. These projects were primarily aimed at improving air quality, but also encouraged the use of insulation.

The broad range of projects and outcomes for energy use, health and clean air has resulted in a variety of funding sources, leadership and primary goals for projects to insulate, reduce energy use and upgrade heating sources. Agencies often work together to achieve multiple outcomes and this area has many opportunities for closer alignment to consistently achieve more sustainable standards, extend coverage and jointly monitor outcomes.

Useful resources include the following.

\textsuperscript{178} http://www.eeca.govt.nz/node/3107

\textsuperscript{179} See the Housing New Zealand Corporation website, http://www.hnzc.co.nz/NZ_Housing/healthy_housing_services.htm
Energywise resources and links: http://www.energywise.govt.nz/yourhome/energywise-funding/index.html

Beacon Pathways’ recommendations for best practice and collaborative approaches in The National Value Case for Sustainable Housing Innovations (Beacon Pathways 2007).

**Intersectoral examples**

**South Christchurch Library – sustainable design**

The South Christchurch Library was built incorporating sustainable design in 2003. This design includes use of natural sun and shade, rainwater collection and stormwater management, passive ventilation, water use controls, and insulation, energy saving and environmentally friendly products.\(^{180}\)

**Hamilton City Council – energy efficiency fund**

Hamilton City Council first approved an annual energy efficiency fund in 2000. Projects have included the installation of two co-generation engines at the wastewater treatment plant, a landfill gas-to-energy co-generation plant at Horotiu landfill, and lighting upgrades (to energy-efficient bulbs) in many council-owned buildings. All these projects have greatly reduced council’s energy use (Hamilton City Council 2006).

**Ministry for the Environment, Environment Waikato, South Waikato District Council, Energy Efficiency and Conservation Authority, companies, iwi and NGOs – South Waikato Warm Homes**

The South Waikato Warm Homes project involved the Ministry for the Environment, Environment Waikato, South Waikato District Council, the Energy Efficiency and Conservation Authority, companies, iwi and NGOs. Its primary focus was to improve air quality by replacing old wood burners with cleaner heat sources, but it also installed insulation.\(^{181}\)

**Canterbury Clean Heat, Environment Canterbury, Christchurch City Council, Timaru District Council Energy Efficiency – replacing old wood and coal burners and installing insulation**

Canterbury Clean Heat, with partners including Environment Canterbury, Christchurch City Council, Timaru District Council Energy Efficiency and Conservation Authority and Ministry for the Environment also addressed replacing old wood and coal burners and insulation.


\(^{181}\) Several of the home insulation examples are explored in more detail in Local Government and Interagency Work (Environment Waikato 2007). A potential weakness that is not explored is that many programmes target only low-income households and if houses that do not qualify do not get insulated they may negatively affect goals such as clean air and energy efficiency.
Awarua Research and Development, Riotinto, Community Trust of Southland, Te Runaka o Awarua, Energy Efficiency and Conservation Authority, Work and Income – Bluff Healthy Homes

The Bluff Healthy Homes project is managed by Awarua Research and Development and jointly funded by Riotinto (formerly New Zealand Aluminium Smelters), the Community Trust of Southland, Te Runaka o Awarua, the Energy Efficiency and Conservation Authority, Work and Income’s Enterprising Communities grants and community groups. The project aims to give all 800 homes in Bluff access to assistance to insulate homes to best practice standards and to educate homeowners about healthier homes and clean air. Low-income households may qualify for free retrofits, and the community trust has made interest-free loans available to other householders.

Multi-agency project – Healthy Homes Taranaki

Healthy Homes Taranaki is a broad multi-agency project, with multiple points of referral and information, three core funders and several other funding agencies. The project aims to insulate 10,000 low-income homes, and assists with heating, ventilation and energy conservation. Health and social services have been added to the original insulation project. Initial research shows good improvements in respiratory health among people in Taranaki.

Universities of Otago, Massey, Victoria, and Auckland and Building Research Association of New Zealand – Housing, Heating and Health Study

The Housing, Heating and Health Study in the Hutt Valley, Porirua, Christchurch, Dunedin and Bluff by the Universities of Otago, Massey, Victoria and Auckland and the Building Research Association of New Zealand showed the health impacts of insulation and improved heating on asthma (University of Otago 2007a). The Health Research Council of New Zealand, Contact Energy, Ministry for the Environment, Hutt Valley DHB, Energy Efficiency and Conservation Authority, Housing New Zealand Corporation, Capital & Coast DHB, Liquefied Petroleum Gas Association, University of Otago, Massey University, and Building Research supported this study.

Multi-agency project in Hutt City – Healthy Housing Healthy People

The Healthy Housing Healthy People project in Hutt City was established in 2006 by a steering group of multiple agencies. The project focuses on building safer and healthier houses and targets low-income and older people.

Masterton District Council, Wairarapa DHB, and Genesis Energy – upgraded older people’s homes for energy efficiency

Masterton District Council, the Wairarapa DHB, and Genesis Energy collaborated to upgrade about 90 older people’s homes for energy efficiency. The Wairarapa DHB reports excellent health gains.

Partnership achieves holistic outcomes

Several of the home insulation examples above were set up to address a single outcome: increased energy efficiency, fewer emissions (to assist compliance with National Environmental Standards of air quality), or less respiratory and other illness
due to cold damp housing. However, each project has typically improved health outcomes and achieved one or both of the other outcomes, showing how partnership can achieve more holistic outcomes.

**Participation**

If people gain a sense of control over their lives and become involved in the community their wellbeing is likely to improve. In particular, participation is linked to the public health determinants in the Ottawa Charter for Health Promotion (WHO 1986).

**Drivers and requirements**

Mechanisms for consultation and community involvement are provided in the Local Government Act 2002, the Local Electoral Act 2001 and other legislation. Communities may have a direct voice on territorial authorities through community boards and through elected members. They also provide input and feedback through submission processes, other forms of consultation, surveys and direct contact with elected members and staff. Some local authorities have community houses or centres, and may have community or neighbourhood workers who provide an additional direct community link.

The Local Government Act 2002 requires local authorities to prepare a long-term council community plan for the following decade. The Act requires extensive community consultation on the draft plan and specifically recognises increased participation in decision-making as one of the main purposes for producing the plan.

The plans show the activities local authorities undertake and how these activities relate to identified community outcomes.\(^{182}\)

Local authorities often provide targeted activities, opportunities or policies aimed at ensuring different groups are well represented and are enabled and encouraged to participate fully in society and decision-making.

Other examples of targeted activity are discussed in the sections ‘Road safety’, ‘Economic development’ and ‘Work skills’.

**Funding, resources and tools**

The Ministry of Youth Development supports youth councils on local authorities by operating the National Youth Council Network, which is a nationwide system of communication and support. Youth councils can join this network through the Ministry’s website.\(^{183}\)

Local authorities can apply to have schools in their district participate in the Kids Voting initiative. In this initiative schools hold mock elections at the same time as local body

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\(^{182}\) For further information on LTCCPs, see Appendix 6.

\(^{183}\) See the Ministry of Youth Development website, *Sign Up Form for Youth Councillors* [Link](http://www.myd.govt.nz/ayv/youthcouncillors/nationalyouthcouncilnetwork/signupformforyouthcouncillors.aspx)
(and national) elections are held and involving the same processes and candidates. Authorities can register for this initiative on the Kids Voting website.  

The Office for Disability Issues’ Disability Perspective Toolkit contains information for government officials on consultation with people with disabilities – this information is also helpful for local authority officials. If access and communication problems are resolved from a disability perspective, people with disabilities are enabled to participate in consultation.

The Local Government New Zealand website has downloadable guides to aid local authorities in encouraging participation, including:

- Engaging with Communities over Outcomes (LGNZ 2004a)
- Engaging with the Community (LGNZ 2007c)
- The Local Government Act 2002: What does it mean for community boards? (LGNZ 2003a)
- Local Authority Engagement with Māori (LGNZ 2004c)

The website of the New Zealand Society of Local Government Managers and the Department of Internal Affairs community outcomes website also provide useful information to aid Councils in encouraging participation.

**Intersectoral examples**

**Wellington City Council – Youth Team**

Wellington City Council’s Youth Team connects with people aged 12 to 24 and consults youth workers on youth issues. The team aims to make the city a great place for young people to live and work in.

**Southland District Council – Youth Council**

Many local authorities have established youth councils to help them better connect with young people and understand the issues facing young people. For example, in 2007 the Southland District Council launched its first Youth Council in Winton. The council is made up of 12 councillors, two from each of the six high schools in the Southland district. The council is an official committee of the Southland District Council and can determine its own role. District councillors are present at meetings to help mentor the youth councillors.

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184 See the Kids Voting website, Information for Councils

185 See the Office for Disability Issues website, Consultation with the Disability Sector

186 http://www.solgm.co.nz/Site+map.htm

187 http://www.communityoutcomes.govt.nz/

188 See the Wellington City Council website, Youth: Youth communities – Overview
Hamilton City Council – Council of Elders
The Hamilton City Council established its Council of Elders in 1993 to advise the city council on issues affecting older people in Hamilton. The 15-member Council of Elders communicates regularly with city council staff and often presents submissions on issues given to it by the public. In 2004, the Council of Elders advised the city council on health-related issues such as audible signals at crossings, driver testing for the elderly, and road safety.

Rotorua City Council – older people’s forums
In keeping with its Older Persons Policy, the Rotorua City Council hosts six-weekly older people’s forums to share information among groups supporting older people.

Manukau City Council and Pacific Island Advisory Council – Pacific Information Support Services Day
In 2007, the Manukau City Council worked with the Pacific Island Advisory Council to support Pacific Information Support Services Day, which celebrated older Pacific peoples and Pacific people with disabilities.

Territorial authorities and schools – Kids Voting
In October 2007, 83 schools and over 8,000 students took part in Kids Voting in conjunction with the local government elections. Forty-three territorial authorities actively supported the initiative, which Local Government New Zealand co-ordinates as part of its Growing Active Citizens project (LGNZ 2008a).

Wellington City Council and the Deaf community – sign-language service
Many local authorities in collaboration with local disability representatives have adopted policies to ensure consideration is given to the needs of people with disabilities. Wellington City Council, for example, provides a sign-language service to facilitate communication between the council and the Deaf community. The council also has a dedicated community advisor who works closely with disability groups and reports back to council on their behalf.

National, local agency and local community – Positive Ageing New Plymouth
Positive Ageing New Plymouth has been set up with national, local agency and local community levels. Its members include New Plymouth District Council, Grey Power, Age Concern, Access Ability, Friends Plus, Elder Protection Services, Sport Taranaki, University of the Third Age, the Widows and Widowers Association, Taranaki Disability Resource Centre Trust, Tui Ora Māori health providers, Western Institute of Technology, and Work and Income. The group aims to provide support in areas such as housing, health, transport, and access to services and activities.

189 See, for example, the Hamilton City Council website, Disability: Council policy  http://hamilton.co.nz/page/pageid/2145827965
190 See the Wellington City Council website, Disabilities Services  http://www.wellington.govt.nz/services/disserv/
Economic wellbeing

Economic development

At the local and regional level, the activities of local authorities, business and industry, iwi, community groups, central government and other development agencies have a significant impact on the overall well-being of the New Zealand economy.

The impacts that local authorities have on economic development are well established through the range of functions local authorities carry out every day, such as: allowable use of land through the District Plan; the provision of infrastructure; building consent procedures and conditions placed on noise or emissions of local manufacturers; rating policies and the use of rating tools for different types of activities.

The Local Government Act 2002, in many senses, provides an opportunity to see this range of functions and impacts in a broader context - with reference to the specific outcomes that communities are seeking for example employment.

Employment and a liveable income are key determinants of public health (and wellbeing). Local authorities participate in a range of related activities such as developing and implementing economic development strategies, supporting tourism, and facilitating broadband Internet access.

Drivers and requirements

The Ministry of Economic Development takes a lead role on economic issues and contributes to national policy setting. Sometimes it contributes directly to regional forums, such as the Government Urban and Economic Development Office in Auckland. More often, regional contributions are made through New Zealand Trade and Enterprise.

Local authorities have a long-standing interest in the economic wellbeing of their district or region. Many contribute to tourism or other economic development initiatives. They also control zoning and the location of different types of business and set rates to balance economic wellbeing, benefits and contributions. Local government contributions are often funded through rates or other income, and often partnership funding and resources are provided from other sources.

Funding, resources and tools

The Ministry of Economic Development also contributes to regional work to improve economic aspects of wellbeing through funds such as the Enterprising Partnerships Fund and the Regional Strategy Fund (Ministry of Economic Development 2007).

These funds are available to economic development regions, although in some cases projects and actions may be planned between regions or parts of regions where alignments exist or could be used to advantage. Examples of this could be forestry interests in Taupo, South Waikato, Rotorua and Whakatane districts or aquaculture...
interests in Northland, Waikato, Bay of Plenty and Tasman (although funding requests for this may be more appropriately directed through the Aquaculture Planning Fund).\textsuperscript{191}

Regional economic development strategies were developed for the 26 regions initially defined under the Regional Partnerships work.\textsuperscript{192} These regions are being consolidated into 14 regions following a review in 2006. A Regional Strategy Fund is now administered by New Zealand Trade and Enterprise. It funds strategy development (and action plans), implementation, communication, monitoring and reporting. This type of work contributes to community outcomes, monitoring and reporting, and reflects the Ministry of Economic Development’s role in promoting economic wellbeing. The Ministry’s Regional Development Unit provides guidance to regions about strategy development, particularly in the early stages of strategy planning. A framework and guidelines for strategy development is available from the Ministry website.\textsuperscript{193} The Ministry, in conjunction with the Department of Labour, also produced the Resource Roadmap in 2008 to help clarify governmental and non-governmental roles in a region’s economic development (Ministry of Economic Development 2008).

- New Zealand Trade and Enterprise, the Department of Labour, the Tertiary Education Commission and the Ministry of Social Development all have regionally based staff. These staff contribute in different ways to local partnerships to increase employment and skills and aid other forms of economic development.

- New Zealand Trade and Enterprise provides local advice and strategy support and a government and business resource site.\textsuperscript{194}

- The Department of Labour provides labour market information tools and reports\textsuperscript{195} and is implementing its Workplace Productivity Agenda.

- The Tertiary Education Commission allocates funding to tertiary education. This includes training offered by universities, polytechnics, colleges of education, wānanga, private training establishments, and industry training and adult and community education groups. It also works with partners to analyse sector, industry and regional needs.\textsuperscript{196}

- The Ministry of Social Development has enterprising communities grants (for not-for-profit organisations), enterprise allowances (to help unemployed people into self-employment), local industry partnership funding (for skills training during skills

\textsuperscript{191} See the Ministry for the Environment website, Contestable Aquaculture Planning Fund http://www.mfe.govt.nz/withyou/funding/aquaculture-planning-fund.html
\textsuperscript{192} See the New Zealand Trade and Enterprise website, Regional Economic Development Strategies www.nzte.govt.nz/section/11766.aspx
\textsuperscript{193} See the Ministry of Economic Development website, Strategies for Regional Growth: Regional Economic Development Strategy Guidelines http://www.med.govt.nz/strategy-development
\textsuperscript{194} See the New Zealand Trade and Enterprise website, New Zealand Trade and Enterprise http://www.nzte.govt.nz and the Biz (the New Zealand government business site) website, Biz http://www.business.govt.nz
\textsuperscript{196} See the Tertiary Education Commission website, Tertiary Education Commission http://www.tec.govt.nz
shortages), employment assistance (for migrants and selected other groups), and contracting for training.¹⁹⁷

The Foundation for Research, Science and Technology also assists with research and development funding for business, industry, scholars and students, and regional councils.¹⁹⁸ It also provides reference resources.¹⁹⁹

Other agencies that contribute to economic development include Te Puni Kōkiri (which has regional staff and a Māori Potential Fund that contributes to work to increase knowledge, skills, resources and leadership) and the Department of Internal Affairs (which has regional relationship managers who liaise with local authorities and government agencies and local community and funding advisors who provide advice and administer lottery grants, Community Organisation Grant Schemes and other grants).

The Economic Development Association of New Zealand is the umbrella group for 70 economic development agencies around New Zealand and is another source of regional and local economic development practice.²⁰⁰

The Industry Training Federation represents New Zealand’s 40 industry training organisations. It provides a forum for industry training organisations to discuss common business issues and the basis for working with government and government agencies.

**Intersectoral examples**

**Auckland Regional Council – Auckland Plus**

The Auckland Regional Council funds and hosts Auckland Plus²⁰¹ to work with territorial authorities, business and government agencies to identify opportunities for economic development in the Auckland region and promote the Auckland Regional Economic Development Strategy.

**Western Bay of Plenty business community and local authorities – Priority One**

Priority One is Western Bay of Plenty’s economic development organisation. It was established in 2001 by the Tauranga and Western Bay of Plenty business community and local authorities. Because it was initiated by the business community, it is run along business principles of action and results. It aims to grow the economy, remove barriers, ensure skills and knowledge are available to business, and actively target offshore businesses.


¹⁹⁸ See the Foundation for Research, Science and Technology website, *Current Funding Available: For local government* http://www.frst.govt.nz/funding/govt

¹⁹⁹ See, for example, the Foundation for Research, Science and Technology website, *Māori Innovation* http://www.frst.govt.nz/about-us/maori-innovation


²⁰¹ See the AucklandPlus website, *Promoting Auckland Business and Investment* http://www.aucklandplus.com
Priority One is implementing its long-term strategy for the Western Bay of Plenty Smart Economy. This is in collaboration with the region’s three local authorities (Tauranga City and Western Bay of Plenty District Councils and Environment Bay of Plenty), central government agencies, business support organisations, training and education providers, and businesses in key sectors in the region.\textsuperscript{202}

Following the shift to 14 regions after the Government’s regional economic development policy changed in 2007, Priority One has been involved in the Bay of Plenty Regional Economic Development Forum. The forum involves representatives from each of the Bay of Plenty’s three subregions (Western Bay of Plenty, Eastern Bay of Plenty and Rotorua). It aims to establish a single overarching economic development strategy for the region.

\textbf{Ministry of Social Development, Department of Conservation, Te Puni Kōkiri, Whakatane District Council – supporting community-driven economic development}

The Ministry of Social Development, the Department of Conservation, Te Puni Kōkiri, Whakatane District Council, and other agencies are working to support economic development in Murupara and Whirinaki in the Bay of Plenty. A community-driven plan for Murupara has been developed as part of the local services mapping process. Actions to achieve the economic development goals outlined in the plan are being driven by a collaborative group called Network Murupara, and are supported by various stakeholders. For example, in Whirinaki, the Department of Conservation is training people to help with track building and maintenance and the development of mountain-bike facilities. This project, supported by Work and Income, provides valuable skills and employment for locals and increases the tourism potential of the area.

\textbf{Dunedin City Council – Audacious Business Challenge and Youth Development Partnership}

Dunedin City Council’s Audacious Business Challenge gave young entrepreneurs the inspiration and tools to see their business ideas through to fruition. The project has led to young people securing successful employment opportunities and being connected with mentors and business partnerships.

Two ideas from the challenge were selected for the television programme Dragon’s Den through the Youth Development Partnership (Minister of Youth Affairs 2007).

\textbf{Unified multi-council approach – Wellington Regional Strategy}

The Wellington Regional Strategy was launched on 29 September 2006 and aims to improve the international competitiveness of the Wellington region by providing a unified focus for economic development activity in the region (Wellington Regional Strategy 2008). The Wellington region is a good example of how a previously segregated region (it was formerly three Regional Partnerships Programme regions, comprising Porirua, Upper Hutt, Lower Hutt, and Wellington cities and Kapiti Coast, Masterton, Carterton and South Wairarapa districts) can come together to develop a shared vision and a unified strategy. The region received significant government funding for the

\textsuperscript{202} See the Priority One website, \textit{Priority One, Bay of Plenty} http://www.priorityone.co.nz
development of the strategy under the previous Regional Partnerships Programme (which was funded by New Zealand Trade and Enterprise).203

Work skills
People cannot achieve their fullest health potential unless they can take control of those things that determine their wellbeing. The Ottawa Charter for Health Promotion maintains that income is an important prerequisite for good health (WHO 1986). Encouraging and facilitating the development of work skills to ensure adequate incomes can be a vital step towards improving public health overall.

Drivers and requirements
New Zealand is a signatory to the Ottawa Charter, which signals a commitment to support communities to provide healthy life choices. Work and income are critical in enabling people to make healthy life choices. There are also strong economic drivers at national and local levels to increase skill levels and participation in the community. Higher levels of skills, employment and productivity help to increase national and individual wealth and increase opportunities for innovation.

One area of focus for work skills is young people. Helping young people to access opportunities and job skills can encourage them to use their time in socially beneficial ways, enable them to be productive, and set the scene for ongoing healthy lives and participation in society. Community outcomes and government priorities, goals and outcomes reflect the importance of getting people into skilled work.

Older people in communities have valuable skills, knowledge and experience to contribute to society. Continued labour force participation in older age has benefits for the individual concerned, the community and the country as a whole. This can include opportunities for employment and retraining, and assisting others in developing skills. The New Zealand Positive Ageing Strategy encourages local government and the business sector to promote mentoring programmes that utilise the skills and experience of older people (Office for Senior Citizens 2007).204 Every two years the Office for Senior Citizens updates the action plan for implementing the strategy’s goals.

Funding, resources and tools
Programmes that recognise and encourage youth leadership include the New Zealand Cadet Corps, the Air Training Corps, the Conservation Corps, Outdoor Pursuits, and scholarship programmes.

203 Information sourced through the Ministry for Economic Development.
204 Although, note that the latest update of the strategy does not include this goal, see the Office for Senior Citizens website, Positive Ageing Goals and Key Actions http://www.osc.govt.nz/positive-ageing-strategy/publication/goals-and-actions.html
Youth Development Partnership projects between the Ministry of Youth Development, local authorities and other partners provide funding support for a variety of projects, and organisations such as Rotary, Toastmasters and the New Zealand Institute of Management also encourage youth involvement.

The Mayors Taskforce for Jobs identified the importance of ensuring young people are in jobs, training or education. In response to the taskforce’s recommendations, selected local authorities and the Ministry of Social Development have formed partnerships to develop and consult on Youth Transition Services with strategies for achieving improved youth outcomes and structures to support ongoing collaboration between youth services providers. These complement, and in some cases draw on, pre-existing services that were set up independently in some areas. Additionally, the Government has signed a Memorandum of Understanding with the taskforce to support the goals of the taskforce (Ministry of Social Development 2007).

The SAGES programme involves training older people as home and life skills mentors for families and individuals in their community. Family and Community Services (a branch of the Ministry of Social Development) contracts 15 NGOs, including Presbyterian Support and the Salvation Army, to deliver SAGES. These organisations recruit and train mentors and match them with families.

Intersectoral examples

**Far North – Futures Project**

The Far North Futures Project (through the Youth Development Partnership) provided motivated young people, who were registered with Work and Income, with work experience in local businesses, driver licence and first aid training as well as personal development to better prepare them for the workforce.

**Work and Income, Hutt City Council and WelTec – TradeStart**

Work and Income, Hutt City Council, WelTec (Wellington Institute of Technology) and other providers collaborated to develop a trade and information centre (known as TradeStart) in Hutt City. This initiative promotes youth awareness of trades and apprenticeships in the area.

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207 See the Family and Community Services (Ministry of Social Development) website, *SAGES: Older people as mentors* http://www.familyservices.govt.nz/our-work/strong-families/sages.html

208 See the Hutt City Council website, *TradeStart* http://www.tradestart.org.nz
Mayors Taskforce for Jobs, Work and Income, and Rotorua District Council – Pathways Project

The Pathways Project began in July 2003 and is jointly funded by the Mayors Taskforce for Jobs, Work and Income, and the Rotorua District Council. The project is a youth employment initiative that focuses on the region’s 15–17-year-olds. The project aims to find solutions to industry and community concerns about education, training and employment for young people.

The Mayors Taskforce for Jobs is a collaborative effort between mayors of most territorial authorities and central government.

Poverty reduction

Good health often reflects an individual or a family’s socioeconomic status. Access to health services and the knowledge and ability to make healthy choices are often linked to wealth. Poor health can also reduce someone’s ability to access education and maintain steady employment.

Drivers and requirements

Poverty is a public health issue that needs a cross-sectoral response to achieve change. A family poverty cycle could be linked to existing health issues and factors such as unemployment, lack of income, skills or education, or an inability to access social support.

A considerable body of Ministry of Health work aims to reduce poor health outcomes for at risk populations (or improve equity) (for example, Ministry of Health 2002). The health of the population as a whole is affected by the health of the least advantaged. ‘During the past decade, health has achieved unprecedented prominence as a key driver of socioeconomic progress, and more resources than ever are being invested in health. Yet poverty continues to contribute to poor health, and poor health anchors large populations in poverty.’

Approaches to reducing poverty are likely to require a wide government, business and community response. This needs to include research into the underlying causes of poverty and effective measures to support families, individuals and communities to improve their economic position and to access and successfully sustain opportunities.

Funding, resources and tools

Central government agencies have many initiatives to address or alleviate poverty, including rates rebates, accommodation supplements, state housing, income support, work and training assistance, health travel assistance, and economic development initiatives that may increase employment options.

The Government's Rates Rebates scheme provides additional income support for homeowners on a low income, including senior citizens with few additional means. Local authorities administer this scheme and provide information about it to residents in their areas to encourage residents to apply.\textsuperscript{211}

NGOs also contribute to a range of poverty alleviation activities such as foodbanks, budget advice and social support. Further alignment of the activities undertaken by different agencies could identify gaps, overlaps, opportunities and potential areas for local government (and other parties) to further support.

Local Government Zone meetings,\textsuperscript{212} chief executives meetings and the Mayoral Forum provide opportunities for discussing how local authorities could work with or support other agencies to address poverty in different locations.

**Intersectoral examples**

**Manukau and Christchurch City Councils – poverty research**

Manukau and Christchurch City Councils have undertaken research into poverty and policy and advocacy responses to poverty (Courtney 2004).

**Manukau City Council and Housing New Zealand Corporation – upgrading Housing for the Elderly units**

In 2007, Manukau City Council and Housing New Zealand Corporation entered into a partnership to upgrade the council’s 515 Housing for the Elderly units (Manukau City Council 2007b).

**Christchurch City Council, Christchurch City Mission, Methodist Mission, Salvation Army, and Street 10 – No Fixed Abode**

The Christchurch City Council’s No Fixed Abode directory provides information and services for people without a safe and secure home. The council produced this directory with the Christchurch City Mission, the Methodist Mission, the Salvation Army and Street 10.\textsuperscript{213}

**Manukau – Collaborative Action Plan on Child Poverty**

Many agencies and groups contributed to and participated in the Manukau child poverty action plan, which was produced in 2003. The Collaborative Action Plan on Child Poverty in Manukau is a tool for businesses, community organisations and local and central government agencies to inform and shape their policies and services for Manukau children. It outlines objectives, strategies and activities for addressing child

\textsuperscript{211} See the Department of Internal Affairs website, *Services: Rates Rebate Scheme* [http://www.dia.govt.nz/ratesrebates](http://www.dia.govt.nz/ratesrebates)

\textsuperscript{212} New Zealand’s 85 local authorities are divided into six zones. Local Government New Zealand convenes quarterly meetings to discuss issues and concerns.

\textsuperscript{213} See the Christchurch City Council website, *No Fixed Abode* [http://www.ccc.govt.nz/Community/homeless](http://www.ccc.govt.nz/Community/homeless)
poverty and emphasises collaborative community action. Different groups took responsibility for different actions involved in implementing this plan (Manukau City Council 2003a; Te Ora o Manukau – Manukau the Healthy City 2003). For example:

- Work and Income and the Inland Revenue Department agreed to make information about government assistance more accessible to clients.
- the Ministry of Health and Manukau DHB agreed to develop and implement an infectious diseases strategy in consultation with Pacific peoples
- the City Council agreed to include new settlers’ cultural celebrations at public events.
3 Working Together

One purpose of this document is to encourage discussion about how to enhance linkages and working together more effectively. Working together to use and share resources can be the best way to effectively promote good public health and wellbeing outcomes. The following sections discuss ways to improve co-ordination, collaboration, skills transfer, capacity building and joint activity.

Joint strategic planning

One way to ensure activities can be aligned between agencies is to look at how and where agencies can undertake joint strategic planning and align their activities for better overall community outcomes at local, regional and national levels.

Existing frameworks

Government work such as Mosaics (Ministry of Social Development 2003) and Review of the Centre (SSC 2003) identified the need for joint strategic planning between agencies to increase alignment, reduce duplication and achieve better outcomes. A cross-sectoral approach to achieving outcomes is also consistent with the State Sector Development Goals to co-ordinate state agencies to increase the value of individual contributions. Good Practice Participate case studies and guidance provide practical messages to reinforce this work.214

Government projects such as Managing for Outcomes and Funding for Outcomes seek to increase alignment between government agencies, and in approaching contracts with and reporting by other groups.

There are also examples of agencies working with local government and other groups at local or regional levels to align planning. The planning may be targeted at particular issues such as truancy or strengthening families or more generally at improving community outcomes (which often contributes to government priorities).

The Local Government Act 2002 was envisaged as creating ‘a partnership relationship between central and local government including ... a shared focus on contributing positively to the wellbeing of communities’, and ‘a need for local government along with community groups, non-governmental organisations and business to be able to work together to find solutions’ (Local Government Commission 2007).

Identified issues and opportunities

Useful suggestions for joint work include:

- sharing planning timeframes

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214 See the Good Practice Participate website, Good Practice Participate http://www.goodpracticeparticipate.govt.nz
• ensuring people are aware of how to contribute to other agencies’ decision-making and analysis, before the planning submission stage under the Resource Management Act process for example.
• considering how planning can be more closely integrated, such as aligning timeframes, boundaries and requirements for DHBs, local authorities and other partners, or through more long-term joint planning
• considering links between national priorities and local community outcomes
• budgeting funding for ‘collaborative opportunities’ that may arise
• resourcing collaboration efforts (including giving staff dedicated time to work on these efforts)
• recognising staff performance and achievements in joint work.

High-level guidance (and support) on how the issue of different boundaries does not become a barrier to joint planning, projects or funding could be useful. An example might be agreed leadership areas or joint funding agreements by regional offices/boards where their boundaries do not coincide with the boundaries of the local authorities they wish to work with.

Community outcomes identified under the processes in the Local Government Act 2002 provide a potential ‘umbrella’ for joint planning and targeted information sharing. The outcomes are intended to influence the planning and priorities of local government and other organisations that are capable of assisting communities to achieve progress towards working collaboratively.215

Joint resourcing of community outcomes action plans, activity and reports could help co-ordinating efforts. An action plan could include activities undertaken by local and central government in the community that contribute to community outcomes. This work could identify for the community and partner agencies how community outcomes are integrated with central and local government priorities, with planning, and with work programmes and budgets, and identify opportunities for others to participate in and support activities.

It might also be useful to develop or adapt tools to analyses wellbeing and public health, and to integrate that analysis into policy and planning processes. This could be linked to an analysis of regulatory impact, good practice for policy development involving or affecting others (for example, Department of Internal Affairs 2006b), and consideration of human rights and the Treaty of Waitangi. As an example, the South Australian Government is looking at ways to ensure a ‘health lens’ is considered in policy: ‘how can better health support the achievement of the target’ and ‘how does this target impact on health’ (Kickbusch et al 2008).

Intersectoral examples

Canterbury DHB and the Christchurch City Council – Healthy Christchurch

Healthy Christchurch, a Healthy Cities initiative, has involved a strong partnership between the Canterbury DHB and Christchurch City Council, with other partners including Te Rūnanga o Ngāi Tahu, Crown Public Health, He Oranga Pounamu, Pegasus Health, Christchurch School of Medicine and Health Sciences, and the Ministry of Health. Around 200 organisations are involved in the network, and projects include Healthy Workplaces, Healthy Homes, Oral Health, City Harvest, Māori Employment Collaboration, Sustainable Livelihoods, and Guidelines for Groups Working in Schools.\(^\text{216}\)

Rotorua District Council – Bright Future Rotorua

Rotorua District Council facilitated the district’s first community outcomes identification process in 2003/04 through Bright Future Rotorua. The community outcomes were summarised in the local newspaper, and several government agencies that had been involved provided positive endorsements.

The Bright Futures group has worked in partnership with iwi organisations, government agencies, businesses, funding organisations, and local not-for-profit organisations.\(^\text{217}\)

Bay of Plenty – Community Outcomes Bay of Plenty

A Bay of Plenty regional initiative, Community Outcomes Bay of Plenty, began in 2005 to bring the nine local authorities and 21 government agencies together to co-ordinate activities that promote community outcomes. Subgroups focus on economic transformation, environmental wellbeing, housing, health, safe communities and monitoring and reporting. The Community Outcomes Bay of Plenty developed a co-ordinator position, which the Ministry of Social Development funded for its first year, Environment Bay of Plenty provided office space, and the Ministry of Health contributed to professional development. Oversight was provided by Rotorua District Council, the Ministry of Social Development, the Department of Internal Affairs and Environment Bay of Plenty.\(^\text{218}\)

Taranaki regional council and territorial authorities – Future Taranaki

The regional council and the three territorial authorities in the Taranaki region joined together to identify community outcomes in a process named Future Taranaki. They worked with government agencies, business and community groups, iwi, service providers and other partners to finalise the outcomes process and report. An initial report was produced in 2004, with progress reports in 2006 and 2007. In 2006 and

\(^{216}\) See the Healthy Christchurch website, Healthy Christchurch http://healthy.christchurch.org.nz


2007 key partner organisations’ logos were also included in the report to reflect their joint commitment to promoting community outcomes, and in 2008 the organisations agreed to jointly fund an outcomes monitoring survey.219

Waikato DHB – population health planning resource

The Waikato DHB has developed a population health planning resource with a stocktake of health funded services 10 ten medium-term outcomes. The Population Health Service aims to use the document to guide its work and to strengthen relationships and health sector guidance with local government and other agencies. It launched the document in 2007 at the Waikato Strategic Planning Network, an officer-level local government and interagency forum.220

Ministry of Social Development, local authorities – mapping local services

The Ministry of Social Development’s Family and Community Services teams have worked with local authorities and other partners in some areas to use local services mapping projects to assist in developing community action plans that inform ongoing work. Local services mapping brings together people from local authorities, central government agencies and community organisations to assess and address local social service needs and priority areas for action.

The local services mapping steering group produces a community profile and action plan, which highlight the findings of the stocktake and identify actions that partners commit to undertake in order to make progress on the priority areas identified. Ministry of Social Development staff work closely with local authorities to align the local services map with community outcomes.

Shared information and monitoring

Health agencies, local government and other parties undertake research, activities, consultation, evaluation and monitoring of indicators and outcomes. Seeking out opportunities to share information, combine consultation, research and monitoring, or to share results on a more systematic basis would enable better planning and resource targeting.

Existing frameworks

Local and central government and other groups are likely to have access to different networks within the community that may be useful for information sharing or consultation activities.

There are several examples of existing indicator reports and datasets and work to develop indicators for measuring progress on community outcomes. Indicators include:

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220 See the Waikato DHB website, Waikato District Health Board http://www.waikatodhb.govt.nz/Media/docs/population_health/population-health-planning-resource.pdf (26 June 2008)
• the Ministry of Social Development’s Social Report (Ministry of Social Development 2008) and benefit factsheets\textsuperscript{221}

• public health indicators and reports, such as the series An Indication of New Zealanders’ Health (Ministry of Health 2007a)

• the Ministry of Health’s Environmental Health Indicator Programme

• Ministry for the Environment information on monitoring environmental outcomes\textsuperscript{222} and its state of the environment reporting (Ministry for the Environment 2007)

• Statistics New Zealand information, including cultural indicators\textsuperscript{223}

• Ministry for Culture and Heritage’s collation of cultural indicators\textsuperscript{224}

• Ministry of Economic Development resources on monitoring economic wellbeing.\textsuperscript{225}

**Identified issues and opportunities**

Information that could be shared includes:\textsuperscript{226}

• demographics of local areas (and predicted changes)

• the provision of services and facilities

• current, planned and past projects and services (and results)

• best practice case studies

• community consultation, outcomes and needs analyses

• funding sources, targets and criteria

• site-specific information (contaminated sites, water hazards, accident black spots, traffic and congestion rates)

• air and water quality

• epidemiological information (information on disease causes, distribution and control).

It may be useful to consider the availability and suitability of computer tools and address or location coding\textsuperscript{227} that could be used on data so information could be provided by a variety of boundaries. Not all data will be practicable or useful to sort by multiple boundaries, so the needs for and purpose of the data should be assessed before resources are committed to achieving this.


\textsuperscript{224} See the Ministry for Culture and Heritage website, *Cultural Well-being* [http://www.culturalwellbeing.govt.nz](http://www.culturalwellbeing.govt.nz)


\textsuperscript{226} Referenced in large part from Courtney (2004).

\textsuperscript{227} For example the use of Geographic Information Systems (GIS).
Joint work needs to address privacy issues, the comparability of data and storage and collection; and how joint information, research or monitoring will be utilised (to ensure it is well targeted, effective and drives the desired action(s) and results).

It may also be useful to consider if, when and how any systematic identification and evaluation of innovative or interagency projects would be useful. Any such evaluation would need to note the differences between communities and local authorities (one size does not fit all). It should also consider when, why and how to support further use of particular approaches or projects.

**Intersectoral examples**

**MidCentral DHB and Tararua District Council – developing health-related indicators**

MidCentral DHB worked closely with Tararua District Council to develop health-related indicators for their community outcomes.\(^{228}\)

**Local and regional authorities – Quality of Life report**

The Quality of Life report is a useful example of monitoring that was initiated by a group of six local authorities and that has since expanded to include 12 territorial authority areas and a sampling from other parts of the country supported by the Ministry of Social Development.\(^{229}\) Indicator information from the report is used to measure different aspects of community wellbeing, which are also typically indicators of public health.

**Local services mapping action plans**

Many local services mapping action plans have also identified indicators to assess progress towards community outcomes.

**Waikato local authorities, Strategic Planning Network, and Monitoring and Reporting Community Outcomes – Choosing Futures Waikato**

Indicators for community outcomes collated for Choosing Futures Waikato were done with joint funding from local authorities in the Waikato region, and through the Waikato Strategic Planning Network, by the Monitoring and Reporting Community Outcomes team. Waikato DHB and the Waikato local authorities founded the Strategic Planning Network, which has expanded to wider local central government members.\(^{230}\) Some work has already begun into looking at ways to improve the coordination of organisations working to create a better Waikato region in the future. One of these projects is *Creating Futures*.\(^{231}\) Creating Futures is a new and innovative 4-year research project aimed at creating tools for improved decision making. The research

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229 See the Quality of Life website, *Quality of Life* [http://www.bigcities.govt.nz](http://www.bigcities.govt.nz)


tools are designed to inform communities about the long-term effects of current development patterns and trends. It also aims to enhance community involvement in choosing and planning for desired futures. It is being funded by the Foundation for Research, Science and Technology (FRST) – Choosing Regional Futures Project. The research project has been closely aligned with the end users through Environment Waikato and its role in developing the Long-Term Council Community Plan (LTCCP) for the Waikato Region.

Local authorities – sharing information technology

Information technology tools shared between local authorities include:

- the shared valuation database service (subscribed to by 10 out of the 13 Waikato local authorities in the Waikato region)
- shared development of database tools (six regional councils around the country)
- an agreement for Environment Bay of Plenty to provide information technology tools and support to Opotiki District Council.

Communication

Communication is important both across organisations and the community, and within organisations.

Communication within organisations helps to ensure different activities that affect public health and wellbeing are linked, so they complement each other and are as effective as possible. It also means information obtained by one part of a local authority, government department or other organisation is available to other parts of the organisation and can be used to identify issues and opportunities for discussions with partner organisations.

It is useful to ensure linkages are established at a variety of levels, including management, working parties, and political decision-makers.

Strategic brokers can be used to enhance relationships and communication. Strategic brokers use political, technical, strategic and relationship skills to create links between work and organisations. Another term used in this context is ‘boundary spanner’, someone who works across agencies, builds trust and relationships, and seeks innovative ways to improve outcomes for complex or difficult issues that have no optimal solution (Williams 2002).

Existing frameworks

Some organisations have processes or systems to ensure knowledge is shared. These include information syndicates or groups with representatives from different parts of the organisation, internal (and external) newsletters, and structured formats for sharing information at team and group meetings.

232 See Appendix 3 for more information.
Existing national forums include the National Public Health Forum, a forum for NGOs with Ministry of Health contracts, the Public Health Association and the Health Promotion Forum and the Social Sector Forum (a joint central/local government forum led by MSD). New Zealand is broken into local government sectors and zones. These sectors and zones are part of Local Government New Zealand’s (LGNZ) structure. The sector and zone meetings also provide all the councils the chance to network and share information on issues as they relate to local government.

The Department of Internal Affairs co-ordinates central government input into community outcomes, which are highly aligned with public health.

There has been a lot of work to improve communication between local government and their communities. However, this area needs continuing improvement and ongoing sharing about 'what works' and 'what is needed'. SOLGM, with Local Government New Zealand, has produced best practice materials to improve the 2009 long-term council community plans and summary material to make the plans more transparent for the community.233

Many local authorities have developed staff capability and set up comprehensive arrangements with iwi and other groups to ensure good communication and joint planning. Local Government New Zealand has also collated a range of resources for local government working with Māori.234

**Identified issues and opportunities**

Several key informants for this document noted that a major challenge in achieving better partnerships and making more use of tools such as health impact assessments is developing a common 'language'. Challenges include a lack of shared understanding of the wider social determinants of health, for example, 'public health' is often interpreted as being about only illness and treatment. All parties need to be careful not to assume shared knowledge of jargon or new ideas.

Many in local government and the health sector acknowledge the health impact assessment tool as being very useful. However, several people commented that small adjustments to brand the tool as a 'wellbeing impact assessment' tool might increase its usage and profile, as its relevance would be more obvious. Using such tools to influence decision-making may also require discussions about resources and roles.

It may be useful to collate information on good communication methods, and what works, to share and publicise this information, and to consider training needs and opportunities.

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233 See the New Zealand Society of Local Government Managers website, for example, SOLGM, *Telling Our Stories* [http://www.solgm.co.nz/Other+SOLGM+Good+Practice+Material/tellingourstories/default.htm](http://www.solgm.co.nz/Other+SOLGM+Good+Practice+Material/tellingourstories/default.htm) and SOLGM, *2009 and beyond* [http://www.solgm.co.nz/Other+SOLGM+Good+Practice+Material/2009+and+Beyond.htm](http://www.solgm.co.nz/Other+SOLGM+Good+Practice+Material/2009+and+Beyond.htm)

Staff turnover in some organisations can result in much of the institutional knowledge being lost. It would be useful to consider both internal opportunities to support new staff to understand processes and relationships, and interagency support to help new people 'come up to speed' about knowledge and processes.

It would be useful to consider what forums already exist, what opportunities it would be suitable for them to address, and where additional work programmes or working groups are needed.

Recognising, hiring and training for strategic broker roles and skills within organisations can help to enhance the usefulness of forums and collaborative activity.

Opportunities may exist to use and establish public health and community wellbeing roles that have specific strategic broker responsibilities to create alliances and help agencies to look for partnership opportunities (discussed in Courtney 2004).

Opportunities may also exist for agencies to take a co-ordinated approach to communicating information, such as promoting particular activities through newsletters, making information available in public spaces, and holding discussions with people.

**Intersectoral examples**

**Christchurch City Council – describing challenges and ‘translating’ common health terms**

Christchurch City Council produced a presentation to describe some of the communication challenges it faces and to 'translate' common health terms into language with which local authorities were more familiar. This included use of the term 'inequalities' rather than 'equity' and using 'public health' to relate to 'community wellbeing'.

**Nelson-Marlborough DHB – guidelines to ensure reports suitable for local authorities**

Nelson-Marlborough DHB is working on guidelines to ensure reports and other information it provides to local authorities in its region are in a format and context familiar to the local authorities’ councillors and staff. This will aid understanding.

**Waitemata – DHB – involvement in the process and determination of community outcomes**

The Waitemata DHB has been involved in the following to enhance community outcomes as follows:

- **Rodney District Council** - Waitemata DHB (WDHB) has a Memorandum of Understanding with the Rodney District Council (RDC) confirming strategic alignments and joint priorities. WDHB has also an active participant in the Rodney Social Wellbeing Advisory Group (SWAG) established as an initiative between RDC and the Ministry of Social Development and involving all the key Govt. agencies (including Housing NZ, NZ Police, Ministry of Economic Development, Work and Income and Te Puni Kōkiri). This group meets monthly and is currently developing a Social Wellbeing Strategy for Rodney (drawing on
community outcomes and the Local Services Mapping exercise carried out by the Ministry of Social Development).

- **Waitakere City** – the DHB has been a long-standing active participant in the Waitakere City Council (WCC) Wellbeing Collaboration Project (a three-way partnership between WCC, govt agencies and the community). Current work is focussing on aligning the collaboration strategy “Calls to Action” with the Council’s Social Wellbeing Strategy plus Community Outcomes into a single “Plan for the City”. WDHB is also working with Waitakere City Council, Sport Waitakere and other agencies on an Active Waitakere Initiative, and with the Council, Energy Efficiency and Conservation Authority and other local groups on a child health and housing (insulation) initiative.

**Auckland – public health sector reference group**

Auckland has established a public health sector reference group with traditional public health providers and representatives from local authorities and PHOs. The group feeds into the Public Health Steering Group (a partnership representing funders, the Ministry of Health and DHBs). Other areas have groups that specifically target injury rates or other health issues.

**Regional and local levels – intersectoral forums on governance, planning and specific topics**

At regional and local levels there are intersectoral forums on governance, strategic planning and specific topics or work areas. These forums address a broad range of outcomes, many (if not most) of which affect public health and community wellbeing. Examples include Strengthening Families networks, which provide a single point of contact and co-ordination for families who need to deal with multiple agencies; regional intersectoral forums and community outcomes groups such as Community Outcomes Bay of Plenty and the Waikato Strategic Planning Network; safer communities groups; and road safety co-ordinating committees.

**Bay of Plenty Work and Income – providing information on smoking cessation and alcohol and other drug treatment**

In the Bay of Plenty, Work and Income offices support DHB staff and relevant NGO staff by making information on smoking cessation, alcohol and other drug treatment, and other services available to Work and Income clients.

**Local authorities – making information pamphlets available through local offices and libraries**

Local authorities often make pamphlets on health and other issues available to the public through their local offices and libraries.

**Capacity, training and skills**

**Existing frameworks**

Local Government New Zealand and SOLGM undertake good practice training development and promotion for local authority staff and elected members. The
Department of Internal Affairs obtained funding for 2008/09 to assist in professional development for local authorities.

Local Government New Zealand and DHBs have identified they need to have greater ability to access or provide training and capacity building in skills such as health impact assessments in different consultation documents (LGNZ 2004d; Ministry of Health 2008b).

Since August 2007, the Ministry of Health has had a health impact assessment support unit. The unit’s roles include raising awareness about health impact assessments and tools, providing advice, guidance and support, and creating capacity (Ministry of Health 2007c).

Policy development tools and guidance identify steps and considerations when undertaking an assessment, such as the need to:

- identify interested parties before planning begins
- discuss planning stages and options
- identify related issues and activities
- understand issues specific to Māori, Pacific peoples, women, rural communities, migrants, and other specific population groups
- identify roles for different parties
- address funding for development, implementation and ongoing operations
- consider guidance and training needs
- plan evaluation and share best practice
- consider the impact of options on all four aspects of wellbeing (social, cultural, environmental and economic) and any tensions between outcomes in these areas.

The Department of Internal Affairs’ Policy Development Guidelines for Regulatory Functions Involving Local Government provides background and process information to assist people developing policy that may affect or otherwise involve local government (Department of Internal Affairs 2006b). Guidance is also available on how to write Cabinet papers.  

**Identified issues and opportunities**

Government and training institutions could explore opportunities to provide training in areas such as:

- technical skills, policy, evaluation and monitoring
- how to best approach and contribute to partnerships and joint projects
- communication tools and processes

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• access to best practice materials (in areas as diverse as Safe Communities work to holistic roading design and sustainability)

• how to undertake good intersectoral planning and collaboration (for example, the Healthy Cities models)\(^{236}\) and the potential variety of leadership sources and participants for this work

• local government staff’s understanding of central government drivers and processes, and central government staff’s understanding of local government processes and issues (for example, training in the machinery of government, long-term council community plan development, community outcomes, and special consultative procedures).

Opportunities exist to identify, better understand, and improve or adapt existing tools and templates for decision-making.

Staff secondments have been suggested as useful for sharing skills and increasing intersectoral understanding. They are likely to be most useful when the person has good support (that is, both organisations recognise the value of the role and how it can be best used) and when the role is based primarily in-house to make the most of relationship development opportunities.

Another suggestion was for more shared positions. These would mitigate language and communication problems as health staff would have a better understanding of processes and priorities of council. Areas for potential public health gains would be more readily identified and tools such as the health impact assessment would be built into rather than tacked onto existing processes.

Systems and processes could better promote consideration of issues such as health (and other) impacts, but solutions need to be integrated and useful, and not just add another ‘layer of work’

It might be useful to develop teams or provide access to people with particular skills for local authorities and their communities to assist with tasks and accessing resources. Small authorities or districts, in particular, may need additional capacity in order to apply for contestable funding, prioritise funding, develop strategic planning and put forward cases for joint projects particularly in circumstances where there are professional skill shortages. However, even large authorities can appreciate support from people with expertise in particular areas or who know how to write a business case to government.

In some consultation, the issue of role clarity has been raised. While flexibility at a local level is important, in some areas a lack of clarity can lead to less than optimal results or duplication. For example, there may be opportunities to utilise the skills that environmental health officers, health protection officers and NGOs have developed in broader or more creative ways.

\(^{236}\) See the International Healthy Cities Foundation website, *International Healthy Cities Foundation* http://www.healthycities.org/index_english.html
Intersectoral examples

Ministry of Health and other health agencies – training

The Ministry of Health and other health agencies run training in particular skills, such as when and how to conduct health impact assessments. Local authorities have been invited to some training opportunities. Other partners who work with local authorities and health agencies in the community may also be invited or interested. Availability of training does not guarantee awareness, interest or uptake, but it is a useful start.

Christchurch City Council and Canterbury DHB – jointly employed staff member

Christchurch City Council and Canterbury DHB jointly employ a staff member, who is able to share information across the agencies and assist with training in relation to health impact assessments. The staff member is based at the city council up to two days a week to undertake health impact assessments and progress public health partnership matters.

The council has found valuable synergies, understandings and relationships resulted from appointing staff who have a health sector background, particularly in management roles where they can share information, skills and experience.
4 Key Steps

Introduction
This section is a quick reference for local government and public health managers who want a snapshot of ideas for integrating a broader health and wellbeing approach into their own areas.

The activities and roles that may be appropriate are likely to vary significantly for different local authority areas, depending on local interests, priorities and capacity. A multi-agency approach or an existing forum may also be appropriate to use.

Skills and capacity
A manager considering integrating a broader health and wellbeing approach into their own area needs to consider the following skills and capacity issues.

- Do you have regular meetings at management and staff levels between local government and local health agencies?
- What are your current structures? Are additional forums or working groups needed or could current structures (and processes) be improved?
- How effective are the links are between NGOs, academics, iwi/Māori, central government and local government (and where applicable the involvement of staff and elected members)? Are there groups or people who could be better connected or more involved in policy and strategy?
- Could your region or area employ someone with a health focus to work with or for the local authority (for example, a full-time health specialist to assist with impact assessments, a shared role between local authorities, a split role with the DHB or other health providers, or secondments)?
- Can you share staff with other agencies to assist with particular assessments or in planning?
- How are discussions and agreements recorded, communicated to others in both organisations, actioned and shared with the community?
- How do you include joint work in planning and funding?
- Does your organisation understand how the health or local government sector operates (is there a training need)?
- Do you have good internal communication about activities and for sharing information?

Project areas
A manager considering integrating a broader health and wellbeing approach into their own area needs could consider the projects such as:

- urban design and transport, health and social impact assessments
- healthy and safe communities initiatives
- joint approaches to other agencies or the Government for resources or policy changes
- joint community outcomes action plans and reports that show how each agency and the wider community could or does support progress
- identifying key local health priorities and identifying actions each agency will take over the next five years (separately and jointly) to address them.

**Tools**

Local government can use a variety of tools in the activities it undertakes or supports that contribute to public health, including:

- national legislation (including regulations)
- bylaws
- licensing
- plans and policies – also available to central government agencies
- partnerships – can also include central government
- relationships and networks
- communication and information-sharing mechanisms (including monitoring and reporting)
- shared knowledge and understanding
- secondments and shared staffing
- local and regional programmes
- national guidelines and tools such as health impact assessments (Ministry of Health 2008i).

These tools include methods to evaluate the effect of plans, policies and other activities on different aspects of wellbeing. There is potential for an initiative aimed at health gains in one area to risk negative health impacts in other areas. Assessing these potential impacts improves an organisation’s or community’s ability to make balanced decisions, consider other options and mitigate negative effects.

There may be instances where health impact assessments or other types of tools could be identified and used more widely to support or promote activities, knowledge, effectiveness or efficiency. They can be used the options for achieving outcomes and their relative costs and benefits. Table 2 in Appendix 7 summarises different aspects of wellbeing and public health and policy making.
Appendix 1: Public Health Challenges

Could this area form a basis for assessing whether opportunities exist to work jointly to address issues in particular districts or regions?

Global challenges

Increases in life expectancy in the developed world are largely due to decreased infant and maternal mortality and fewer deaths from infectious diseases in childhood and early adulthood. ‘Access to better housing, sanitation and education, a trend to smaller families, growing incomes, and public health measures such as immunisation against infectious diseases all contributed greatly to this epidemiological transition’ (WHO 2003).

Mental illness, including depression and substance abuse, is an important issue and can occur in conjunction with other illnesses. Weather-related events are also a threat to human health (WHO 2007). With population ageing it is becoming increasingly important to prevent and manage the impacts of non-communicable diseases, to reduce the personal and social impacts of poor health, to manage resource demands, and to maintain productivity (WHO 2003).

Continuing to manage threats from infectious diseases remains important, but in the developed world and, increasingly, in the developing world, non-communicable diseases, particularly cardiovascular disease, tobacco use and road traffic injuries, are among the leading causes of death.

Diets with poor nutritional value (high in saturated fats, sugars and salt and low in fibre and fresh fruit and vegetables), tobacco use and low levels of physical activity are key causes of non-communicable diseases (WHO 2003). Alcohol and other drug abuse causes illness, accidents and injuries. Obesity is a concern in developed countries, and New Zealand ranks poorly (in the bottom half of the OECD) for obesity indicators (Ministry of Social Development 2007).

Social and physical environments have a significant effect on obesity, particularly where it is easier, cheaper and regarded as more socially desirable to have a sedentary lifestyle and an unhealthy diet than to exercise and eat well. Local authorities and others such as NGOs and health agencies can contribute to opportunities for education, access to good lifestyle choices and expectations about exercise, diet, and tobacco and alcohol and other drug abuse.

The Jakarta Declaration 1997 priorities for health promotion in the 21st century were:

1. Promote social responsibility for health (including protecting the environment and equity-focused health impact assessments as an integral part of policy development).

2. Increase investments for health development (also reflecting the needs of specific groups).
3. Consolidate and expand partnerships for health.

4. Increase community capacity and empower the individual (including: practical education, leadership training, and access to resources; reliable access to the decision making process and the skills and knowledge essential to effect change; and harnessing social, cultural and spiritual resources in innovative ways).

5. Secure an infrastructure for health promotion.

At the sixth Global Conference on Health Promotion in 2005, the Bangkok Charter set the following required actions.

- Advocate for health based on human rights and solidarity.
- Invest in sustainable policies, actions and infrastructure to address the determinants of health.
- Build capacity for policy development, leadership, health promotion practice, knowledge transfer and research, and health literacy.
- Regulate and legislate to ensure a high level of protection from harm and enable equal opportunity for health and wellbeing for all people.
- Partner and build alliances with public, private, nongovernmental and international organisations and civil society to create sustainable actions.

There is a consistent emphasis on the need for partnerships, the need for action at all levels of government and the community, and the need to develop knowledge and equity in health and wellbeing.

**New Zealand challenges**

Particular public health challenges facing New Zealand include:

- increasing rates of obesity and physical inactivity
- tobacco use cessation and prevention
- alcohol and other drug abuse
- emerging infectious diseases
- housing quality and affordability
- impacts of civil defence emergencies
- workforce development and diversity
- resilience factors and social connectedness
- chronic disease prevention
- improved understanding of mental health
- more equitable access to resources
- building public health infrastructure capacity
- sustaining public health systems improvements

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http://www.who.int/healthpromotion/conferences/6gchp/bangkok_charter/en/index.html
New Zealand is also experiencing a demographic shift due to falling fertility rates and increasing life expectancy. In 2006, people aged 65 years and over made up 12 percent of New Zealand’s population; this will increase to almost 24 percent by 2032. The proportion of the population aged over 85 will also increase from 1.4 percent in 2006 to 8 percent by 2032. With a burgeoning older population, it will become increasingly important to address preventative health issues, maintain productivity and consider the design of houses and urban spaces to ensure they are accessible.

Ministry of Health focus areas
The Ministry of Health is responsible for developing and maintaining an effective public health sector. This includes providing policy and strategic advice and undertaking health protection and regulatory activities, including administering and enforcing public health legislation. The Ministry also has responsibilities for facilitating collaboration and co-ordination within the sector and across other sectors, providing health information and planning and funding public health.

Areas highlighted by the Social Report
The Social Report that the Ministry of Social Development produces annually provides an interesting measure for public health (Ministry of Social Development 2007, 2008). The 10 indicator areas covered in the report all relate to public health as defined through the Ottawa Charter for Health Promotion (WHO 1986). Some indicator information such as air and water quality can measure risks to physical health. Other indicators relate to wellbeing, social participation and mental health.

The Social Report provides useful regional, local and population group data, which shows differences in health outcomes between areas and groups. Where there are social at risk populations in current outcomes strategies may need to be targeted for particular groups, such as Māori (for example, Henwood 2007) and Pacific peoples, in order to improve health equality and population outcomes. In some cases, strategies with a, for example, kaupapa Māori focus could also be welcomed by and improve outcomes in parts of the wider population.

Population groups can be a focus for projects aiming to increase equity. Māori and Pacific peoples have lower average levels of health, education, employment, earnings, happiness with leisure time, household access to telephones,238 and household access to the Internet and have higher rates of workplace injuries than non-Māori non-Pacific peoples. Men leave school with lower average levels of qualification and have higher rates of workplace injuries than women.239 Women are more likely to suffer obesity, have lower levels of physical activity and have lower earnings than men. Socioeconomic status also has a strong influence on some indicators.

238 Telephone access decreased between 2000 and 2004 for all groups except Pacific peoples. Exploration could show whether this is due to lower communication access or to greater use of cellphones instead of landlines.

239 Measured as injuries resulting in an accident compensation claim.
Compared with other OECD countries New Zealand ranks relatively well in employment and levels of corruption, but has a poor ranking in obesity and youth suicide.
Appendix 2: Action Areas

A Central Government Interagency Group Managers’ meeting on 23 April 2008 agreed that the agencies would look at action areas arising, provide feedback on activity already underway and would consider other identified areas they might be able to progress. Some participants in that group signalled a particular interest in issues around the tensions between wellbeing areas.

The table below collates potential actions identified in this research to date. These activities have not been assessed.

<table>
<thead>
<tr>
<th>Topic</th>
<th>Possible focus areas</th>
<th>Current activity addressing points (where applicable) (N=national, R=regional, L=local)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Potential projects</td>
<td>Building accessibility: intersectoral project to raise awareness amongst developers, builders, architects and draughtspeople of the market benefits of ensuring that where practicable houses have universal design features. More houses would then be suitable for older people and people with disabilities to purchase or visit.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Create guidelines, networks and other tools.</td>
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<td></td>
<td>• Aim to ensure basic accessibility features become ‘basic features’ in home design.</td>
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<tr>
<td>Healthy Cities</td>
<td>Further support for rolling out the ‘Healthy Cities’ model.</td>
<td></td>
</tr>
<tr>
<td>Topic</td>
<td>Possible focus areas</td>
<td>Current activity addressing points (where applicable) (N=national, R=regional, L=local)</td>
</tr>
<tr>
<td>------------------------------</td>
<td>-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
<td>----------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Joint strategic planning</td>
<td>Suggestions include:</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• sharing planning timeframes</td>
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</tr>
<tr>
<td></td>
<td>• ensuring people are aware of how to input to other agencies’ decision-making and analysis, not just at the submissions stage</td>
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<tr>
<td></td>
<td>• considering how planning can be more closely integrated, such as aligning timeframes, boundaries and requirements for DHBs, local authorities and other partners, or through more long-term joint planning</td>
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<tr>
<td></td>
<td>• considering links between national priorities and local community outcomes</td>
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<tr>
<td></td>
<td>• budgeting funding for ‘collaborative opportunities’ that may arise</td>
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<tr>
<td></td>
<td>• resourcing collaboration efforts (including dedicated time)</td>
<td></td>
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<td></td>
<td>• recognising staff performance and achievements in joint work.</td>
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<td></td>
<td>High-level guidance (and support) to ensure the issue of different boundaries does not become a barrier to joint planning, projects or funding.</td>
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<tr>
<td></td>
<td>Consistent use of community outcomes identified under the Local Government Act 2002 processes as an ‘umbrella’ for joint planning and targeted information sharing.</td>
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<tr>
<td></td>
<td>Joint resourcing of community outcomes action plans, activity and reports.</td>
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<tr>
<td></td>
<td>Develop or adapt tools to assist the analysis of wellbeing and public health, and integrating that analysis into policy and planning processes.</td>
<td></td>
</tr>
<tr>
<td>Shared information and</td>
<td>Share further information.</td>
<td>Ministry of Social Development provide Social Report data and benefit factsheets by local authority (where available)</td>
</tr>
<tr>
<td>monitoring</td>
<td>Consider the availability and suitability of computer tools and address/location coding.</td>
<td></td>
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<tr>
<td>Communications</td>
<td>Developing a common ‘language’ or translations.</td>
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<tr>
<td></td>
<td>Adapting and/or using health impact assessment as a ‘wellbeing impact assessment’ tool.</td>
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<td></td>
<td>Collate information on good communication methods, and what works, and consider training needs and opportunities.</td>
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<tr>
<td></td>
<td>Develop internal and interagency support for new staff to understand processes and relationships.</td>
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<td></td>
<td>Identify need for public health/community wellbeing roles with specific strategic broker responsibilities.</td>
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<tr>
<td></td>
<td>Identify how to take a co-ordinated approach to communicating information to each other and the public.</td>
<td></td>
</tr>
<tr>
<td>Topic</td>
<td>Possible focus areas</td>
<td>Current activity addressing points (where applicable) (N=national, R=regional, L=local)</td>
</tr>
<tr>
<td>-------------------------------</td>
<td>--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
<td>-----------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Capacity, training and skills</td>
<td>Identify training needs and opportunities, including:</td>
<td></td>
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<tr>
<td></td>
<td>- technical skills, policy, evaluation and monitoring</td>
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<td></td>
<td>- how to best approach and contribute to partnerships, joint projects</td>
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<tr>
<td></td>
<td>- communication tools and processes</td>
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<td></td>
<td>- access to good practice materials</td>
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<td></td>
<td>- ways to undertake good intersectoral planning and collaboration</td>
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<tr>
<td></td>
<td>- local government staff’s understanding of central government drivers and processes</td>
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</tr>
<tr>
<td></td>
<td>- central government staff’s understanding of local government processes and issues.</td>
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<tr>
<td></td>
<td>Understand, improve or adapt existing tools and templates for decision-making.</td>
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<td></td>
<td>Use secondments and shared staff to increase intersectoral understanding.</td>
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<td></td>
<td>Develop teams of people or provide access to people with particular skills for local authorities and their communities.</td>
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</tr>
<tr>
<td>Measuring and resourcing interagency work</td>
<td>Recognise and resource co-operative or joint work and include it as a performance measure for the organisation and staff.</td>
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<tr>
<td></td>
<td>Have a standard protocol for joint meetings that a primary person will attend from each organisation with one nominated alternate.</td>
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</tr>
<tr>
<td>Other topics?</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Appendix 3: Additional Resources

Key sources of materials of assistance to those such as health agencies, other government and non-government organisation, business leaders and the community who often work in partnership with local government can be found on the:

- Local Government New Zealand website (for example, Know How resources and other publications): http://www.lgnz.co.nz
- SOLGM website (including case studies such as the New Zealand Post Management Excellence Awards and Good Practice Toolkits): http://www.solgm.co.nz
- Some resources are available only to members or for purchase, but many are free to download or order. These sites include examples of work done, guidelines, case studies, and workshop, conference or symposium materials.

Case studies

Department of Internal Affairs

The Department of Internal Affairs has useful case studies on the publications section of its Community Outcomes Processes website. The department has also produced case studies of interagency collaborative work in Putting Pen to Paper: Profiles (Department of Internal Affairs 2007b). The case studies include:

- Aranui Community Renewal Project Trust:
- Community Outcomes Bay of Plenty:
- Community Waitakere – Waitakere City Council:
- Coromandel Independent Living Trust:
- North – West Wildlink Accord:
- Northland Monitoring Forum:
- Rotorua Strategy – Youth Transitions 2004–2007:
New Zealand Society of Local Government Managers

SOLGM ran a workshop on shared services across local government in April 2007. It found numerous examples from joint policy work, regulatory services, infrastructure projects, shared information services, procurement, planning, and other areas. The society’s website contains several presentations, including Australian examples that cover:

- alternative models of local government and shared services
- the legal implications of shared services
- the Queensland experience
- local government shared service model, a success story from the Hunter, NSW, Australia
- reflections about shared service delivery arrangements in the transport sector
- finding the right governance model
- local authorities working together
- managing flood risks on the Thames Coast
- Wairarapa combined district plan
- the development of common dog control policies and bylaws across the Auckland region
- Hamilton City development manual
- capacity – Wellington Water Management Ltd
- the Canterbury regional landfill, Kate Valley
- Nelson regional sewerage business unit
- combined tendering for roading contracts – Hauraki, Thames Coromandel District Council
- Shared Valuation Database Service
- Northland rating forum
- Future Taranaki syndicated
- Smartgrowth – building blocks to a better future in the Western Bay of Plenty
- local government after hours shared service
Office of the Auditor-General

Twelve case studies of local authorities working together are examined in Local Authorities Working Together: Report of the Controller and Auditor-General (OAG 2004m). The case studies are:

- **Case Study 1**: Amalgamation of rural fire services in Southland: http://www.oag.govt.nz/2004/working-together/case-study1.htm (OAG 2004a)
- **Case Study 8**: The Our Way – Southland project: http://www.oag.govt.nz/2004/working-together/case-study8.htm (OAG 2004h) (joint community outcomes identification process between territorial authorities in the region, with iwi representation)
Other examples of collaborative projects

Other examples of collaborative projects that benefit public health include the following.

- Regional Economic Development Partnerships, Ministry of Economic Development
- Wellington Regional Strategy – promoting economic growth in the region, and transferring responsibilities from territorial authorities to the regional council. This strategy was developed by the nine local authorities in the region, working with central government and business, education, research and voluntary sector interests. It is a sustainable economic growth strategy, and contains a range of initiatives to realise the economic potential of the region and enhance its ‘regional form
- the Good Practice Participate website contains several case studies where local authorities and other agencies have supported activity with communities (although not all involved local government directly).

Local Government New Zealand also has on its website (http://www.lgnz.co.nz/library/publications/download):

- New Ways of Working with Communities: Six case studies in community governance (Daly and van Aalst 2001)
- Co-management: Case studies involving local authorities and Māori (LGNZ 2007)
- Realising the Potential of the Community Outcomes Process (McKinlay Douglas Ltd 2004a).

United Kingdom resources

The public health role of local government in the United Kingdom operates in a different funding and structural context than in New Zealand, so direct comparisons may not be applicable. However, several resources and examples from the United Kingdom may be useful references in a New Zealand context as they provide ideas, information and tools.

Two documents well worth reading are:

- The Route to Health Improvement (Welsh Local Government Association 2006).
- Promoting Healthier Communities and Narrowing Health Inequalities (Department of Health et al 2004).

Resources and case studies also available from Improvement and Development Agency for Local Government (IDeA) and Beacons.

Improvement and Development Agency for Local Government

The IDeA website (http://www.idea.gov.uk) provides information and case studies of approaches taken by local governments in the United Kingdom to health and wellbeing issues.
IDEA manages the Healthy Communities Programme, is funded by the United Kingdom Department of Health. The programme is intended to help local authorities to:

- tackle local health inequalities
- provide leadership to promote wellbeing
- foster a joined-up approach to health improvement across local government and through partnerships with local health organisations, the voluntary and community sector, the private sector and other key local partners.

The British Government's aim is to devolve power to neighbourhoods and create a more patient-focused National Health Service.

**The Beacon Awards**

The Beacon Awards are awarded to local governments that perform well in certain areas (see the Beacon Scheme website: http://www.beacons.idea.gov.uk). Reducing poor health outcomes for at risk populations is an area included in the assessment for the awards.

A local government given the Beacon Award:

- demonstrates visible community leadership for health and engages with disadvantaged communities to support people to make healthy choices
- addresses smoking, activity, diet, obesity, and mental health, and is looking to have an impact beyond the authority
- is taking action to improve housing, and ensuring facilities for physical activity, sports and leisure are accessible to low income and at-risk groups to encourage physical activity
- is creating employment opportunities, regenerating disadvantaged areas, reducing dependence on sickness and invalidity benefits, and moving people back into work
- bringing the issue of reducing poor health outcomes for at risk populations to the forefront of community planning.

**Websites**

In addition to the websites noted below, there are many specific links within the text of the document to assist in locating further information on particular topics. There is no guarantee that these links remain current, but where links are changed the information may still assist in locating documents or further information.

- **AucklandPlus**: http://www.aucklandplus.com
  AucklandPlus is a business unit of the Auckland Regional Council. Its role is to implement key elements of the Auckland Regional Economic Development Strategy. For people interested in economic collaborative activity, the website shows the range of partners it has managed to attract and the different strategies and workstreams in which it is involved. Several reports are available from the website.

- **Auckland Sustainable Cities Programme**: http://www.sustainableauckland.govt.nz
• Coming Together: Building community collaboration and consensus: http://www.communitycollaboration.net

• Caledon Institute of Social Policy: http://www.caledoninst.org

• Centre for Housing Research: http://www.chranz.co.nz/ (The Centre for Housing Research provides an evidence base for policies and practices regarding housing in New Zealand).

• Center for Universal Design (North Carolina State University): http://www.design.ncsu.edu/cud/about_ud/udprinciples.htm

• Civil defence and emergency management planning:

• Economic Development Association New Zealand: http://www.edanz.org.nz


• New Zealand’s Climate Change Solutions (government climate change projects): http://www.climatechange.govt.nz

• Demos (a ‘think tank for ‘everyday democracy’): http://www.demos.co.uk

• Department of Internal Affairs: http://www.dia.govt.nz/diawebsite.nsf. As the central government department responsible for local government, Department of Internal Affairs provides information on local government and related issues, including central government involvement in the community outcomes process and other central–local government interfaces, descriptions of roles and reports on funding.
  – For information to support central–local government work on community outcomes, see Community Outcomes Processes: Central and local government working together: http://www.localcentral.govt.nz
• Department of Labour, Regional Publications:

• Department of Building and Housing, Building Act 2004 guidance:

• Edinburgh Partnership:
  http://www.edinburgh.gov.uk/internet/Council/Partnerships/Community_planning/edinburghpartnership (Edinburgh 2008b); see also Community planning:

• EECA: Energy Efficiency and Conservation Authority: http://www.eeca.govt.nz

• Effective Community Governance: http://www.resultsthatmatter.net/site

• Good Practice Participate (Office for the Community & Voluntary Sector):
  http://www.goodpracticeparticipate.govt.nz

• Healthy Cities:
  – International Healthy Cities Foundation:
    http://www.healthycities.org/index_english.html
  – New Zealand: Healthy Cities (featuring Healthy Manukau), Local Partnerships and governance: (http://www.arts.auckland.ac.nz/lpg/ProjectDetail.cfm?iid=79) and Healthy Christchurch (http://healthy.christchurch.org.nz/Background.asp).

• The Jakarta Declaration on Health Promotion into the 21st Century:
  http://www.ldb.org/iuhpe/jakdec.htm

• Local and Central Government working together, Community Outcomes Processes (Department of Internal Affairs): http://www.localcentral.govt.nz/copwebsite.nsf


• Local government (general information): http://www.localcouncils.govt.nz/lgip.nsf

• Local Government New Zealand: http://www.lgnz.co.nz

• Local Government Online (internet portal): http://www.localgovt.co.nz

• Local Partnerships and Governance: http://www.arts.auckland.ac.nz/lpg

• Ministry for Culture and Heritage: http://www.mch.govt.nz/cwb/resources.html

• Ministry for the Environment:
  – Promoting Environmental Wellbeing under the Local Government Act 2002:
  – Society’s Responses to Pressures on Our Water Environment:


• Ministry of Health, About the Ministry of Health: Structure:

• Ministry of Social Development, Publications and Resources:
• Ministry of Youth Development, Third Funding Round:  

• New Zealand Society of Local Government Managers (SOLGM):  
http://www.solgm.org.nz  
  – Good Practice Toolkits Website: http://www.solgm.co.nz
  – Shared Services across Local Government Conference (workshop materials):  
http://www.solgm.co.nz/Other+SOLGM+Good+Practice+Material/Local+Government+Shared+Services+Conference+2007.htm


• New Zealand Utilities Advisory Group (NZUAG): http://www.nzuag.org.nz

• Office of the Auditor-General, Local Government Reports:  

• Population and Sustainable Development:  
http://www.population.govt.nz/home/default.htm

• Priority One (Bay of Plenty business development): http://www.priorityone.co.nz

• Quality of Life: http://www.bigcities.govt.nz

• Quality Planning (Resource Management Act 1991 planning resource):  
http://www.qp.org.nz

• Statistics New Zealand, Local Government Resource Kit:  

• Strengthening communities through local partnerships (Waitakere City Council, Christchurch City Council and the University of Auckland), Local Partnerships and Governance: http://www.arts.auckland.ac.nz/lpg

• Tamarack: An institute for community engagement: http://tamarackcommunity.ca  
  – Building and Sustaining Effective Collaborations, presentation to the Calgary Urban Aboriginal Initiative, 7 March 2006 (Tamarack 2006).

• Waikato District Health Board, Population Health: Planning resource:  

• World Health Organization, World Facing ‘Silent Emergency’ as Billions Struggle without Clean Water or Basic Sanitation:  

Interagency collaboration books and articles

References about interagency collaboration include:

• Success in Sustainability (Auckland Sustainable Cities Programme 2006)
• **Health Impact Assessment: Greater Christchurch urban development strategy options** (Canterbury DHB 2006)

• **System Failure: Why governments must learn to think differently** (Chapman 2004)

• **Communities and Government: Potential for partnership Whakatopu Whakaaro** (Community and Voluntary Sector Working Party 2001)

• **He Waka Kotuia: Joining together on a Shared Journey** (Community-Government Relationship Steering Group 2002)

• **Building on Partnership: Sustainable local collaboration and devolved co-ordination** (Craig 2004)

• **The Potential of Partnership** (Craig and Courtney 2004)

• **New Ways of Working with Our Communities** (Daly and van Aalst 2001)

• **Promoting Healthier Communities and Narrowing Health Inequalities: A self-assessment tool for local authorities** (Department of Health et al 2004)

• **Summary of Cabinet Policy Committee Paper: Central government engagement in community outcomes processes** (Department of Internal Affairs 2004?)

• **Pen to Paper: Creating partnership agreements that work** (Department of Internal Affairs 2006a)

• **Putting Pen to Paper: Profiles** (Department of Internal Affairs 2007b)


• **Engaging Citizens, Measuring Results, Getting Things Done** (Epstein PD et al 2005)

• **Māori Tribal Governance Arrangements and their Relevance to Local Government** (Farrell 2005)

• **Public Health and Government in New Zealand: Discussion paper for the Public Health Advisory Committee** (Gould 2004)

• **Integrated Service Delivery and Regional Co-ordination: A literature review** (Gray 2002)

• **Māori knowledge: A key ingredient in nutrition and physical exercise health promotion programmes for Māori** (Henwood 2007)

• **Local Agenda 21 in the United Kingdom: A review of progress and issues for New Zealand** (Hughes 2000)

• **Local Government Relationships with Māori** (James et al 2002)

• **Regional Partnership Agreements on Prioritized Investment Strategies for the Burnett Mary Region** (Keith et al 2006)

• **Waitakere City Māori Community Research Report** (Knox 2004)

• **Strengthening communities through local partnerships: building a collaborative research project** (Larner and Mayow 2003)
- *Local Authority Engagement with Māori* (LGNZ 2004c)
- *Co-management: Case studies involving local authorities and Māori* (LGNZ 2007a)
- *Submission to the Public Health Advisory Committee on the ‘Emerging Issues for Public Health in New Zealand: Discussion paper’* (LGNZ 2004d)
- *Balancing Means and Ends: Key messages for central government from the ‘Strengthening Communities through Local Partnerships’ research project* (Local Partnerships and Governance Research Group 2005)
- *Katrina’s code* (Miller and Gallagher 2007)
- *District Health Boards’ involvement in the community outcomes process* (Ministry of Health 2008b)
- *Mosaics: Key findings and good practice guide for regional co-ordination and integrated service delivery* (Ministry of Social Development 2003)
- *Showing the Way: Curitiba – Citizen city* (Office of the Parliamentary Commissioner for the Environment 2002)
- *The Collaborative State: How working together can transform public services* (Parker and Gallagher 2007)
- *Perspectives on Partnerships* (Social Partnerships Project 1998)
- *Accessible State Services: Rotorua research pilot report* (SSC 2006)
- *Partnerships: The good, the bad and the uncertain* (Torjman 1998)
- *Understanding social capital within community/government policy networks* (Walker 2004)
- *The Route to Health Improvement: An organisational development package to build capacity for local authorities* (Welsh Local Government Association 2006)
Appendix 4: Stepwise Approach to the Prevention and Control of Non-communicable Diseases

Table 1: Stepwise approach to the prevention and control of non-communicable diseases

<table>
<thead>
<tr>
<th>Resource level</th>
<th>Population approaches</th>
<th>Individual high-risk approach</th>
</tr>
</thead>
<tbody>
<tr>
<td>Step 1: Core</td>
<td></td>
<td></td>
</tr>
<tr>
<td>WHO Framework Convention on Tobacco Control (FCTC) is ratified in the country.</td>
<td>Local infrastructure plans include the provision and maintenance of accessible and safe sites for physical activity (such as parks and pedestrian-only areas).</td>
<td>Context-specific management guidelines for noncommunicable diseases have been adopted and are used at all health care levels.</td>
</tr>
<tr>
<td>Tobacco control legislation consistent with the elements of the FCTC is enacted and enforced.</td>
<td>Health-promoting community projects include participatory actions to cope with the environmental factors that predispose to risk of noncommunicable diseases: inactivity, unhealthy diet, tobacco use, alcohol use, etc.</td>
<td>A sustainable, accessible and affordable supply of appropriate medication is assured for priority noncommunicable diseases.</td>
</tr>
<tr>
<td>National nutrition and physical activity policy consistent with the Global Strategy is developed and endorsed at Cabinet level; sustained multiterritorial action is evident to reduce fat intake, reduce salt (with attention to iodized salt where appropriate), and promote fruit and vegetable consumption.</td>
<td>Active health promotion programmes focusing on noncommunicable diseases are implemented in different settings: villages, schools and workplaces.</td>
<td>A system exists for the consistent, high-quality application of clinical guidelines and for the clinical audit of services offered.</td>
</tr>
<tr>
<td>Health impact assessment of public policy is carried out (for example: transport urban planning, taxation, and pollution).</td>
<td></td>
<td>A system for recall of patients with diabetes and hypertension is in operation.</td>
</tr>
<tr>
<td>Step 2: Expanded</td>
<td></td>
<td>Systems are in place for selective and targeted prevention aimed at high-risk populations, based on absolute levels of risk.</td>
</tr>
<tr>
<td>Tobacco legislation provides for incremental increases in tax on tobacco, and a proportion of the revenue is earmarked for health promotion.</td>
<td>Sustained, well-designed programmes are in place to promote:</td>
<td></td>
</tr>
<tr>
<td>Food standards legislation is enacted and enforced; it includes nutrition labelling.</td>
<td>• tobacco-free lifestyles, e.g. smoke-free public places, smoke-free sports;</td>
<td></td>
</tr>
<tr>
<td>Sustained, well-designed, national programmes (counter-advertising) are in place to promote non-smoking lifestyles.</td>
<td>• healthy diets, e.g. low-cost, low-fat foods, fresh fruit and vegetables;</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• physical activity, e.g. “movement” in different domains (occupational and leisure).</td>
<td></td>
</tr>
<tr>
<td>Step 3: Optimal</td>
<td>Recreational and fitness centres are available for community use.</td>
<td>Opportunistic screening, case-finding and management programmes are implemented.</td>
</tr>
<tr>
<td>Country standards are established that regulate marketing of unhealthy food to children.</td>
<td>Capacity for health research is built within countries by encouraging studies on noncommunicable diseases.</td>
<td>Support groups are fostered for tobacco cessation and overweight reduction.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Appropriate diagnostic and therapeutic interventions are implemented.</td>
</tr>
</tbody>
</table>

Appendix 5: Health Services Map

Figure 1: Health services map

Source: Ministry of Health (2008k).
The Ministry of Health comprises the:
- Health and Disability Systems Strategy Directorate
- Māori Health Directorate
- Population Health Directorate
- Sector Accountability and Funding Directorate
- Sector Capability and Innovation Directorate
- Information Directorate
- Health and Disability National Services Directorate
- Corporate Services Directorate
- Risk and Assurance Group (Ministry of Health 2008i).

The Health Impact Assessment Support Unit at the Ministry of Health is seeking to improve capacity and build the evidence base for health impact assessments. The unit’s roles include raising awareness of health impact assessments and tools, providing advice, guidance and support, and creating capacity. This work is supported by District Health Board (DHB) public health service staff.

Different parts of the health sector are discussed below.  

**District Health Boards**

DHBs are responsible for providing, or funding the provision of, health and disability services in their district. In particular, DHBs provide dedicated public health services. They, therefore, play an important role in promoting public health.

New Zealand has 21 DHBs and they have existed since 1 January 2001.

The activities of DHBs are guided by two overarching strategies for the health and disability sector, the New Zealand Health Strategy (Minister of Health 2000) and the New Zealand Disability Strategy (Minister for Disability Issues 2001).

District Health Boards are supported by the Ministry of Health, which provides national policy advice, regulation, and funding and monitors each agency’s performance.

**Primary health care**

Primary health care covers a broad range of out-of-hospital services, although not all of them are government funded. It aims to improve the health of the people in communities by working with them through health improvement and preventative services, such as health education and counselling, disease prevention and screening.

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240 Taken from the Ministry of Health website, Structure of the New Zealand health and disability sector, The New Zealand Health and Disability System http://www.moh.govt.nz/healthsystem#5
Primary health care includes first-level services such as general practice services, mobile nursing services and community health services that are targeted especially for certain conditions (for example, maternity, family planning and sexual health services, mental health services and dentistry) or particular therapies (for example, physiotherapy, chiropractic and osteopathy services).

Chronic diseases such as diabetes are best managed by primary health care services so complications can be prevented or mitigated.

The way primary health care is delivered to New Zealanders is covered in the Primary Health Care Strategy (Minister of Health 2001). A key part of the strategy was the creation of primary health organisations (PHOs).

**PHOs (primary health organisations)**

A PHO is a new way of arranging health care in the community to make sure people get the first level health care they need. A PHO is a group of health providers whose job it is to look after all the people enrolled with them.

A PHO is a team of doctors, nurses and other health professionals (such as Māori health workers and health promotion workers) who are working with the community to give them and their families a better health service.

**Planning timeframes and input**

The Public Health and Disability Act 2000 sets out planning requirements for the Minister of Health and DHBs.

The Act requires the Minister of Health to create a ‘New Zealand Health Strategy’ to give overall direction to the health sector. Before creating the strategy, the Minister must consult appropriate organisations and individuals, and must report annually on progress in implementing the strategy.

DHBs are required to produce a 5–10-year district strategic plan that is ‘not inconsistent with’ the New Zealand Health Strategy (Minister of Health 2000). In producing or amending a strategic plan, the DHB must consult its resident population on the draft and obtain the Minister’s consent to the plan. DHBs must review these plans at least once every three years.

The Act also requires DHBs to agree with the Minister of Health on an annual plan for each financial year.
Appendix 6: About Local Government

New Zealand has 85 local authorities: 12 regional councils, and 73 territorial authorities (district and city councils). Four of the 73 territorial authorities are unitary authorities that carry out the functions of both regional and territorial authorities in their areas.

National roles

Sector bodies include Local Government New Zealand and SOLGM. There are also special purpose bodies for, for example, engineers and information managers.

The Department of Internal Affairs is the primary ministry for local government. Its activities include:

- implementing the Local Government Act 2002
- providing information on local councils
- working with local and central government to support community outcomes.

Several central government agencies are involved with the development and monitoring of local government. Their roles range from strategic development and policy, regulation and monitoring to handling complaints about the activities and operation of local government. Other ministers and departments are also responsible for policy and legislation affecting local government, including the environment (especially for the Resource Management Act 1991), roading and transport, public health, building and construction, housing, regional development, and culture and heritage.\(^{241}\)

Local authority planning

Under the Local Government Act 2002, local authorities’ planning and management activities include:

- identifying community outcomes no less than every six years, in consultation with the community and with input from other organisations that can influence the outcomes
- reporting every three years on the community’s progress on community outcomes
- preparing 10-year long-term council community plans that are updated every three years showing the local authority’s activities, funding, liability management and investment policies, and council contributions to community outcomes
- preparing annual plans and budgets in consultation with their communities
- reporting annually on performance in relation to plans
- adopting generally accepted accounting practice including accrual accounting
- separating policy and regulatory functions from operational functions.

In addition, other statutes require councils to prepare policies and plans concerning specific functions such as resource management, land transport and biosecurity.

The Local Government New Zealand website contains a guide for realising the potential of community plans (McKinlay Douglas Ltd 2004).

The Local Government Act 2002 has a strong emphasis on consultation with the community and with stakeholders who are affected by an activity or can influence outcomes. Māori are specifically included in consultation requirements, particularly with regard to the environment.

Community outcomes

The Local Government Act 2002 requires local authorities to:

- facilitate the identification of community outcomes in consultation with their community (including government agencies are able to influence progress towards outcomes)
- include the community outcomes in their long-term council community plans
- show in their long-term council community plans how their activities are contributing to community outcomes
- report on progress on community outcomes at least every three years.

The Local Government Act 2002 does not require local authorities to achieve community outcomes or to take action on particular community outcomes. Local and central government, businesses, social agencies and individuals all have roles to play, and this is clearly signalled in the Act.
## Appendix 7: Policy Assessment Advice

### Table 2: Policy assessment

<table>
<thead>
<tr>
<th>Areas to consider</th>
<th>Examples to consider</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Stage 1</strong></td>
<td></td>
</tr>
<tr>
<td>Initial problem/issue</td>
<td><strong>Issue and involvement</strong></td>
</tr>
<tr>
<td>analysis</td>
<td>Is there an issue? Who does it affect? Is it a local issue or also elsewhere? What are the drivers and influences? Who might have a view/interest? Who else can I talk to about their views, experience and other projects and activities?</td>
</tr>
<tr>
<td>Options identification</td>
<td>What kind of responses could there be (education, other services, innovation, resources, regulation–last resort)? How might this relate to other work (related issues or potential approaches to solutions)? Who could be involved in options, development, implementation, enforcement and other roles?</td>
</tr>
<tr>
<td><strong>Stage 2</strong></td>
<td><strong>Relationship to other work</strong></td>
</tr>
<tr>
<td>Community outcomes</td>
<td>Identify linkages</td>
</tr>
<tr>
<td>Related national goals</td>
<td>Identify linkages</td>
</tr>
<tr>
<td>Relevant strategies, plans</td>
<td>Identify linkages</td>
</tr>
<tr>
<td>and legislation</td>
<td></td>
</tr>
<tr>
<td>Current services and</td>
<td>Existing services. Access to quality education, housing, public transport, health care, disability support, childcare</td>
</tr>
<tr>
<td>activities</td>
<td></td>
</tr>
<tr>
<td><strong>Stage 3</strong></td>
<td><strong>Consider options in terms of ...</strong></td>
</tr>
<tr>
<td>Social factors</td>
<td>Social networks, family connections and perception of safety</td>
</tr>
<tr>
<td>Cultural factors</td>
<td>Racism, cultural and spiritual participation</td>
</tr>
<tr>
<td>Economic factors</td>
<td>Income level, affordability of housing, access to employment</td>
</tr>
<tr>
<td>Environmental factors</td>
<td>Housing conditions and location, waste disposal, urban design, noise, transmission of infectious diseases (eg, exposure to pathogens)</td>
</tr>
<tr>
<td>Other factors</td>
<td>Social attitudes. Individual and behavioural factors (affected by all of the above), personal behaviours (eg, smoking, physical activity, nutrition, alcohol and drug use), personal safety, employment status, educational attainment, stress</td>
</tr>
<tr>
<td>Implementation or</td>
<td>How will this be resourced? What tools, guidelines, training and education might be needed?</td>
</tr>
<tr>
<td>enforcement</td>
<td></td>
</tr>
</tbody>
</table>

Source: Drawn from a health impact assessment table in Public Health Advisory Committee (2007).
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