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**TOWARDS 2060**

*Manukau's Spatial Plan*

*April 2010*

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# IMPORTANT NOTE TO THE READER

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Work on *Towards 2060 – Manukau’s Spatial Plan*, started before central government’s decision to restructure local government in Auckland. Under this arrangement, Manukau City will cease to exist as an entity on 1 November 2010 and will be amalgamated into a new Auckland Council. This transition is currently underway.

The Auckland Governance (Auckland Law Reform) Bill 2009 legislates – for the first time in New Zealand – the need for a Spatial Plan for Auckland.

Whilst still in the transition period leading up to November ‘10, preparatory work on the Auckland Spatial Plan has commenced in a joint effort amongst existing Auckland local authorities and under the auspices of the Auckland Transition Agency. Manukau City Council is actively contributing to this work.

Given this situation, the Council has made the conscious decision not to proceed with further research, analysis and development of *Towards 2060*. Rather, the work done to date can help inform a future greater Auckland Spatial Plan.

In this regard, while the intent and main policy directions of *Towards 2060* have been established, there are information gaps and a number of matters that need further consideration.

The Council believes that the *Draft Towards 2060* will add value to the Auckland Spatial Plan in terms of both its framework and content. The issues identified will apply equally to the new Auckland Spatial Plan. Where work in *Towards 2060* is not complete it can be completed as part of the development of the Auckland Spatial Plan.

There are specific matters in this document that need further consideration:

- **Growth and the Metropolitan Urban Limit (MUL)** – at this stage of preparation, *Towards 2060* maintains the MUL as identified in the current Regional Growth Strategy (RGS) and Regional Policy Statement (RPS) and states that “population and business growth will be focused within the urban boundary” and that “rural population and business growth will be focused on existing rural centres / settlements”. Manukau’s Draft Spatial Map, endorsed in principle, can be seen on page 15.

However, given Manukau’s land capacity within the current MUL, cultural and socio-economic profile, this approach results in a shortfall of accommodating around 105,000 residents in the forecast population of 2060 (see ‘our priorities’ page 23 and Policy Intervention 1.1 on page 41). Projected population and economic growth therefore cannot, and should not be accommodated within Manukau. *Towards 2060* acknowledges and highlights the fact that additional capacity will be required elsewhere in greater Auckland to cater for this projected growth. It is acknowledged that the RGS / RPS are due for review and that an Auckland Spatial Plan is being prepared, and that this evidence can feed into that process. Appendix B1 and B2 contain maps that show future growth areas for residential and business growth.

The implications of maintaining the existing MUL unaltered therefore need further investigation at an Auckland-wide level – the appropriateness of this approach over a 50 year horizon, and particularly its impact on housing affordability, infrastructure provision, employment and environmental impacts. It will be necessary to, under certain conditions and circumstances, consider expanding the current MUL for new residential and business greenfield development in specific locations and in particular timeframes. The Council is aware of such pressures for future greenfield development and that the private sector challenges the current MUL via private plan changes. The areas for possible expansion may also be beyond the current

Manukau City Council administrative boundary and affect existing southern-sector areas in Papakura and Franklin. The Auckland Spatial Plan should reflect on such options.

- **Protecting rural values** – *Towards 2060* acknowledges the values that the rural areas surrounding the city hold in terms of food production and other rural enterprises, and also specifically the values that these rural areas hold for Aucklanders. There is a balance to be struck between the role these areas play in the lives of Aucklanders, their tourism potential and the living people make from the land. Methods and approaches to achieve this balance, in addition to regulatory mechanisms, need further investigation.
- **Communities of opportunity** – *Towards 2060* recognises the socio-economic challenges some of Manukau's communities face, and the latent potential of especially the young in these communities. How best to intervene and bring about positive change needs further investigation. This has to be done in conjunction with central government agencies, community organisations and the affected communities. There will be a need to consider how that spatially manifests itself in policy and funding decisions. At the moment the principles in this Draft Plan identify the under 5-year olds and youth as 'significant communities of opportunity'. Spatial mapping, as captured in this document, can assist to determine appropriate locations for services and facilities.
- **Logistics and distribution hub** – *Towards 2060* acknowledges that logistics and distribution are some of the fastest growing economic sectors in Manukau and that their efficiency is crucial for the economic functioning of Auckland. The specific needs of these industries need to be further investigated and better understood to ensure this efficiency into the future.
- **Private sector provided infrastructure** – Manukau's rural areas are generally not serviced with water and wastewater infrastructure – they rely on tankwater, bores and septic tanks. Still, there is some capacity in the Beachlands Treatment Plant for additional development. Developers can provide water by way of boreholes. This critical point regarding infrastructure provision and the role of the private sector is a critical consideration that must be further investigated – i.e., to what degree should private sector investment and funding be encouraged versus the development pressure created, perhaps in unwanted areas, when the private sector / developers are willing to invest in infrastructure for the ability to develop land?

Each of the *policy interventions* throughout *Towards 2060* contain a section on "What must be done". In cases these sections need further investigation and development to identify the best ways to give effect to the intervention.

#### *The status of Towards 2060*

Manukau City Council considers the further development of *Towards 2060* outside the context of the Auckland Spatial Plan inappropriate at this point in time, even though there are some gaps in its completion. We however also consider it inappropriate to abandon the work done and the value that *Towards 2060* can add to the new Auckland Council – *Towards 2060* focuses on the needs and aspirations of the people of Manukau and this should continue in the new Auckland Council.

The Council has therefore adopted *Towards 2060 – Manukau's Spatial Plan* as a draft document to be used by the Council, communities and the new Auckland Council as deemed appropriate.

This draft document is available as a resource to anyone that wishes to use it. It will however remain in its current draft state.

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# OVERVIEW OF TOWARDS 2060

*Towards 2060* is a 50-year plan to guide and manage change across the city of Manukau, and to balance competing demands in a long-term and sustainable way.

*Towards 2060* is foremost a spatial plan – by that we mean a plan that gives physical and geographical expression to the social, economic, cultural and environmental goals that we aim to achieve as a city and a people. It provides a blueprint for shaping our future city, how people ‘live’ in the city and in turn, how the city supports the needs of its various communities.

At the core of the city are the 360,000 people who currently call Manukau home. *Towards 2060* is therefore about Manukau’s people and communities. It plans for what they need and what their children will need – their own needs as individuals and what they need as communities, the environment they live in and enjoy and their ability to make a living.

The ultimate aim of *Towards 2060* is consequently to ensure that everyone in Manukau, and the additional 300,000 people who, over the next 50 years, will also call Manukau home, continue to enjoy Manukau as a vibrant, highly liveable place that offers them an outstanding quality of life. We have defined this through four overall goals:

- Manukau is a community of choice
- Manukau is a place where all peoples flourish
- Manukau’s rural and natural environments continue to exist
- Manukau contributes significantly to Auckland and New Zealand’s competitiveness.

This will not happen by itself. A bold and strategic approach is required, one that recognises not only the challenges but also the opportunities of the evolving future - a strategic approach that leads to the action needed to secure the city’s prosperity for current and future generations. We believe *Towards 2060* provides such an integrated and consistent strategy for the future.

One key thrust of *Towards 2060* relates to the spatial ‘pattern’ of the future city. This pattern has a direct impact on how the city functions, how people ‘use’ the city and therefore, how it adds to people’s quality of life. Our overall aim is to secure future growth and development in a network of centres and transport corridors. The purpose of this is twofold – to protect the rural areas from ever increasing development and loss of valuable and productive rural land and enterprises, and its life

## OUR VISION

Progressive  
Proud  
Prosperous

## TOWARDS 2060 GOALS

1. Manukau is a community of choice
2. Manukau is a place where all peoples flourish
3. Manukau’s rural and natural environments continue to exist
4. Manukau contributes significantly to Auckland and New Zealand’s competitiveness

## PRINCIPLES UNDERLYING TOWARDS 2060

- a) We will first help those who cannot help themselves or who are vulnerable
- b) We will create places that are inclusive for everyone
- c) We will not trade-off long-term gain for short-term economics
- d) We acknowledge that one size does not fit all and that local communities have local character and needs
- e) We will ensure that we say no to bad development and always facilitate good development
- f) We will balance the needs of people and vehicles and acknowledge the importance of place
- g) We will provide the private sector with planning certainty
- h) We will care for our natural and coastal environment
- i) We will partner and work with others to achieve our goals
- j) We will always acknowledge tangata whenua and the Treaty of Waitangi as a founding document

supporting capacity, and to make more efficient use of existing infrastructure. This intent also helps to protect city dwellers' easy access to the natural and coastal environment. This attribute is a unique feature of greater Auckland and the lifestyle it presents – whilst at the same time providing a foundation for tourism and economic development. However, as we have identified that growth cannot be accommodated within the existing Manukau Metropolitan Urban Limit (MUL) or rural villages, areas in the southern sector will have to be considered for future growth whilst acknowledging the importance of and role the rural areas play.

A thrust is to secure future growth and development in a network of centres and transport corridors, and to protect the rural areas from ever increasing development pressures.

The future urban pattern is however only the broad canvas within which the all-important detail is filled in. It is this detail – making places and spaces that work for people – that add to the local character of communities and that ultimately makes the place they live a home of choice.

Economic, social, cultural and environmental matters have formed a major input to this Plan are an integral part of *Towards 2060* - they are addressed throughout the Plan. This is however not an economic or social development plan or an environmental management plan. *Towards 2060* rather provides a high-level overview of the directions that Manukau will take and provides a context for, and it will work in conjunction with other strategies and plans.

## Response to the future

An analysis of the factors that currently shape the city leads to the responses in *Towards 2060*.

At the centre of *Towards 2060* are three 'metropolitan responses' (summarised in the following pages). This is in recognition of Manukau's role in Auckland and the country, and a way of contributing to the future planning of the region. *Towards 2060* further contains five 'city responses' (summarised in the following pages) that focus specifically on Manukau City and its people. The achievement of these responses over time depends on giving effect to the policy interventions identified.

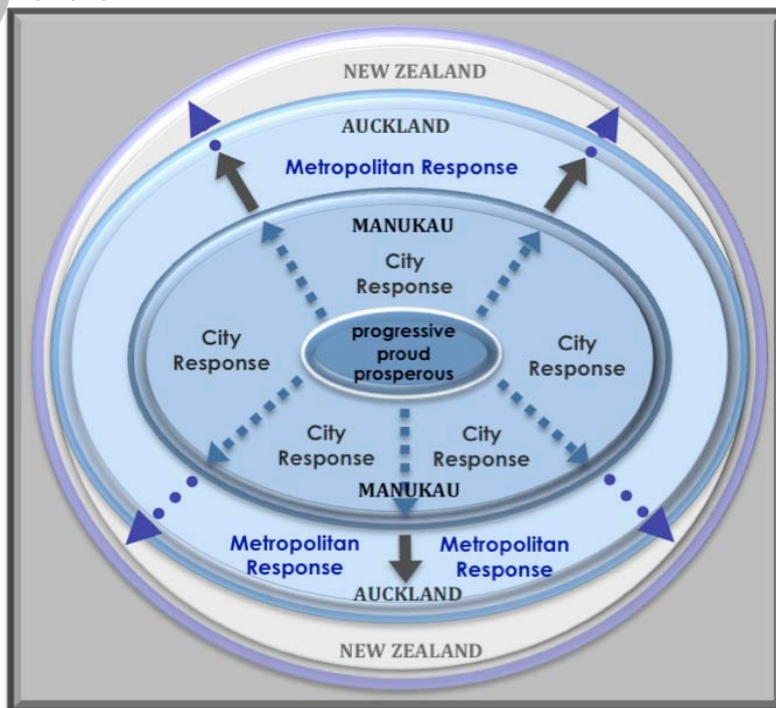
The strategic framework

These come together in the *Draft Towards 2060 Spatial Map*.

'Local responses' are not captured in this Plan but will follow in the form of local board plans and agreements, town centre plans, area structure plans etc., where the more detailed response suited to the local community and conditions will be developed within the context provided by *Towards 2060*.

In addition to championing the actions and interventions identified throughout this Plan, Manukau City Council will contribute to achieving *Towards 2060* by providing:

- strong city governance
- leadership, support and education
- advocacy on the needs of communities and business
- marketing of the city's strategic advantages and abilities, culture and people
- delivery of key city services
- maintenance of the city's infrastructure and assets
- an efficient, effective and integrated policy development and regulatory environment
- partnerships, brokering agreements and alliances with Manukau's partners and other key stakeholders, including the private sector.





## Support our logistics and distribution hub

Just about everything that happens in a major centre like Auckland is dependent on the movement of goods. Manukau is the location of the primary logistics and distribution hub in the Auckland region, and this hub also plays a key role in logistics and distribution across the country. Economic analysis highlights the emergence of new activities, particular those related to the demand for storage and logistics.

The intent is to foster development in this industry and the employment it generates. The focus is on:

- supporting the industry in its infrastructure requirements, primarily good transport accessibility, and protecting key freight and distribution routes
- facilitating growth of logistics activities centred around the airport and its environs
- facilitating the redevelopment and intensification of brownfield industrial land for recycling to warehousing.

### Priorities

- Ensure road and rail networks to and from the distribution hub are expanded where necessary and protect their ongoing serviceability
- Meet the development and infrastructure needs of the logistics and distribution sector

## Prioritise our communities of opportunity

Auckland has people and communities that are disadvantaged, experience deprivation, social exclusion and are at risk. These communities often become marginalised by place. The situation and conditions many of Auckland's people live under, a substantial proportion being in the south and west of Auckland, are undesirable in a world-class city. Addressing these issues must be an integral part of Auckland's drive for sustainability. It is arguably also the aspect that will require the most dedicated and integrated interventions – social, economic and environmental interventions within the appropriate cultural context.

Our first priorities are interventions that focus on the under 5-year olds and youth. Under 5-year olds are the most vulnerable and research suggests that targeting them first will achieve better overall social outcomes. Our youth are

our future leaders and workforce and their potential is not being realised. Without assistance and intervention they can also cause substantial social harm. These priorities has been and will continue to be targeted in four locations – Mangere, Papatoetoe Manurewa and Otara.

Addressing the socio-economic issues facing these communities will be a task of a wide range of role-players from the public, private and community sectors. The will require requires engaging widely to:

- address issues of deprivation, social exclusion and communities at risk, in particular those under 5 years
- lift the school performance of Maori and Pasifika students to ensure better skilled and equipped people entering the workforce and creating their own future opportunities
- address economic and education/training issues
- work with Mana Whenua and Pacific leaders to identify and implementing solutions to problems that affect their communities and people.

The “city responses” of *Towards 2060* address issues of affordable and social housing, safety, transport and community facilities and services as related to the disadvantaged. These are also focused on in Tomorrow's Manukau - Manukau Āpōpō.

### Priorities

- Focus interventions on the under 5 year-olds and youth
- Target interventions in Mangere, Papatoetoe, Manurewa and Otara first
- Ensure a focused, integrated and coordinated approach amongst all agencies and groups

Manukau City - changing age demographics

	1996	2001	2006	1996	2001	2006
0-4 Years	23,643	25,680	28,023	9%	9%	9%
5-9 Years	23,262	25,785	28,758	9%	9%	9%
10-14 Years	20,571	24,957	29,550	8%	9%	9%
15-19 Years	20,997	22,353	28,131	8%	8%	9%
20-24 Years	20,235	19,755	23,673	8%	7%	7%
25 Years and Over	145,575	164,670	190,824	57%	58%	58%
<b>Total</b>	<b>254,283</b>	<b>283,200</b>	<b>328,959</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

# Secure population and economic growth and development

## city response 1

### *policy intervention 1.1*

#### Focus growth and development in a network of centres and corridors

- support the role and function of each centre in the hierarchy and the network of corridors
- apply a policy of 'centres first'
- develop and manage each corridor and segment to its future role and nature

*Also see policy intervention 3.2, 4.2 and 6.1*

### *policy intervention 1.2*

#### Integrate transport planning with growth and development

- approach transport as linked to and an integral part of growth and development
- acknowledge that the transport network is spatially integral to and part of place making
- develop transport to contribute to broader outcomes
- make public transport a preferred choice and place greater reliance on walking and cycling

*Also see policy intervention 3.2, 3.3 and 4.4*

### *policy intervention 1.3*

#### Promote mixed-use development with multi-modal transportation connections in the centres and corridors

- promote mixed and integrated developments that do not segment uses
- support mixed-use development with high-quality public places
- structure land to reinforce neighbourhood integrity and facilitate access between activities

*Also see policy intervention 2.1 and 2.3*

### *policy intervention 1.4*

#### Promote selective intensified development and improve the sustainability of residential areas

- support high-quality, medium and higher-density residential development and housing options in centres and corridors where suited to location and community context
- enable residential redevelopment in neighbourhoods adjacent to centres and corridors while respecting the nature and character of these areas
- focus investment in residential intensification areas (RIA) through development, redevelopment and regeneration

*Also see policy intervention 2.1 and 3.2*

### *policy intervention 1.5*

#### Manage the location and form of retail and commercial activities in the centres and corridors

- locate new development or expanded retail and commercial activities in centres and corridors
- apply a sequential test approach for single-use retail developments
- follow locational preferences for large format retail
- ensure retail and commercial developments contributes to the public realm

### *policy intervention 1.6*

#### Manage and protect rural and coastal environments for their inherent qualities

- protect and support rural productive economic values and industries
- focus limited residential development in existing rural centres

#### Priorities

- Focus growth and development within the urban boundary while investigating future residential and business greenfield opportunities in the southern sector
- Create an urban form that is more sustainable
- Protect those values that the people of Manukau and Auckland hold
- Find solutions that are locally appropriate
- Focus resources and investment where the most benefit can be gained, targeting centres first
- Develop a transport network that allows the city to grow without reliance on the private car

## Create places and spaces for people

### city response 2

#### *policy intervention 2.1*

Create places and spaces that put people first and add to a rich urban experience

- ensure high quality urban design
- develop streets as places, not as movement corridors for cars
- enable greater access through walking and cycling
- ensure safety in the public realm
- invest in public open space

*Also see policy intervention 6.1*

#### *policy intervention 2.2*

Create a sense of community, place and local identity through development and redevelopment

- express local characteristics and identity
- protect local culture and history
- involve communities in local planning

#### *policy intervention 2.3*

Broaden the base of activity in centres and strengthen their multi-functional use

- locate new community facilities and services in centres
- create a wider range of employment opportunities in centres

#### *Priorities*

- Develop tools and mechanisms that ensure good urban design outcomes
- Invest in public realm improvements in Manukau City Centre, Mangere Town Centre first
- Connect the pedestrian circulation network
- Create an understanding amongst those that have an impact on the public realm of their role in and contribution to it

## Remain a fair and just city

### city response 3

#### *policy intervention 3.1*

Partner with national government and the private sector to deliver affordable housing solutions and address issues of housing deprivation

- take a proactive and partnership approach to housing affordability and deprivation
- address the particular needs of Māori, Pacific peoples, older persons and the disabled
- support and participate in Housing New Zealand's housing work programmes and initiatives

#### *policy intervention 3.2*

Identify and prioritise strategic areas for regeneration

- establish whole of stakeholder town centre partnerships
- focus redevelopment and regeneration in centres and RIA's where there is high deprivation
- intervene in areas where market-led change is inadequate to address social and economic disadvantage and exclusion

*Also see policy intervention 6.1*

#### *policy intervention 3.3*

Prioritise public transport in areas of high deprivation and along main corridors and ensure it is safe for everyone to use

- improve the availability and convenience of public transport in areas of deprivation
- ensure services are at minimum of equal standard to other parts of the city
- address the affordability and safety of services provided

#### *policy intervention 3.4*

Reduce community risk and exposure to the impacts of natural hazards

- ensure new development is not located in high-risk areas and minimises the risk to people and property
- address the potential impact of natural hazards through planning, development assessment and land management

#### *Priorities*

- Address the long-term housing needs of those that are most vulnerable
- Provide people in areas of high deprivation with greater transport choice
- Consider equity as a key criteria in the distribution of funding
- Focus interventions on the areas of Otara, Manurewa, Papatoetoe and Mangere first

## Create jobs, wealth and a robust economy

### city response 4

#### *policy intervention 4.1*

Ensure the city has a sufficient supply of industrial land to meet long-term needs

- meet the projected demand for industrial land
- facilitate the transformation from a manufacturing to a high value-add manufacturing and service-based economy and accommodate the needs of the growing service industries
- acknowledge and support the different attributes of industrial centres across the city

#### *policy intervention 4.2*

Strengthen Manukau City Centre's function as a primary regional centre

- continue with public and private sector projects and initiatives
- position the Centre to effectively compete for high-value activities, including meeting the needs of such firms and employees
- prioritise budget allocations to investments that develop sustainable outcomes – including education and training, public realm improvements and essential City Centre infrastructure

#### *policy intervention 4.4*

Build on and develop the Middlemore health cluster

- support options for the expansion of the medical/health cluster and employment opportunities this creates
- meet the demand for affordable housing and short or medium-stay or rental accommodation
- improve access to public transport – including extended service hours - and personal safety

#### Priorities

- Diversify and shift Manukau's economy to a high value-add manufacturing, knowledge and service-based economy
- Prepare the workforce, particularly Manukau's youth, with the skills required by the future economy
- Plan for and accommodate future economic growth and development

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## *policy intervention 6.1*

### Develop a connected, visible and accessible green network throughout the city

- provide both new and more intensified use of parks and open spaces
- use parks, coastal and riparian reserves, river and stream margins and streets to develop a interconnected system of greenways, walkways, cycleways and trails
- use the green network to support the movement of people and wildlife, improve ecological connectivity and to protect sensitive ecosystems

## *policy intervention 6.2*

### Protect and manage Manukau's coast and waterways

- protect the limited natural areas remaining along the coast
- maintain and enhance social and recreational access to coastal areas
- manage land based urban and rural activities to minimise the risk of contamination to waterway systems and the coast
- recognise and take into account the cumulative impacts of development on waterways and the coast

## *policy intervention 6.3*

### Protect and enhance areas of important biodiversity

- reverse the loss of native vegetation and ecosystems through improvements and habitat creation
- develop a more comprehensive approach to natural asset protection

## *policy intervention 6.4*

### Protect Manukau's natural and cultural assets

- recognise, maintain and protect Māori and European natural and cultural heritage
- recognise and manage Manukau's landscape heritage

## *policy intervention 6.5*

### Manage and protect rural environmental values, landscapes and heritage

- protect the essential rural character
- protect biodiversity
- preserve natural and cultural assets
- maintain food production capacity

## *policy intervention 6.6*

### Contribute to reducing energy use, greenhouse gas emissions and air pollution

- support the goals of achieving improved air quality
- support national efforts to reduce energy use

## *policy intervention 6.7*

### Ensure the sustainable management of water, wastewater and stormwater

- ensure good water catchment management
- promote water sensitive urban design
- ensure integrated stormwater management
- manage demand of the use and disposal of water
- progressively upgrade infrastructure

#### Priorities

- Purchase prioritised areas of public open space
- Ensure the health of all waterways
- Invest in stormwater infrastructure
- Manage green waste

Insert Draft Spatial Map here.

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# THE CONTEXT FOR TOWARDS 2060

Manukau is recognised as one of the fastest growing cities in New Zealand, demographically and economically. As an integral part of the Auckland region, Manukau is a city within a city. Home to 360,000 people, the city is expected to grow to around 630,000 by the year 2060 – a population increase of nearly 100 percent.

Growth of this magnitude has not been incidental. Manukau's innumerable assets – our rural and coastal environment, a strong economy, a culturally rich and diverse community, established and extensive big-city infrastructure, services and amenities - provide a range of choices that gives the city a competitive edge and makes it attractive to new residents, economic activity and regional, national and international investment.

This growth brings many challenges and pressures. As the city grows, so too does the demand for developable land, housing, goods, business services, social infrastructure and community facilities – resulting in increasing pressure on the environment and existing infrastructure.

Continuing as we have in the past is simply not an option anymore. Increasing social disparities, ever-expanding growth and an uncertain economic future demand integrated planning and intervention. We have reached a new turning point. Planning for Manukau's future is essential to maintain our competitive edge and livability that the city's people expect. Our actions today will determine the quality of life we will have tomorrow.

*We have reached a new turning point. Continuing as we have is not an option anymore*

## Why we need to consider the future

Although Manukau is a relatively young city by international standards, it is a city in transition. Years of rapid urban growth has left the city with much that is not sustainable in the long-term - a relatively low-density urban form that is greatly car dependent, concentrations of social deprivation, a potential to lose productive rural lands etc. In recent years, new forms of concentrated urban development have emerged, again often with undesirable outcomes for local communities.

Over the next 50 years, Manukau needs to accommodate around 240,000 additional people, around 95,000 additional homes (off the 2006 base) and around 122,000 additional jobs. At the same time we need to consolidate our reputation as one of the regions most economically prosperous, attractive and liveable places.

- How do we accommodate the expected growth and maintain our quality of life?
- How do we address the many socio-economic and environmental challenges facing us?
- How do we balance the need for economic growth with the need to protect the natural rural and coastal environment?
- How do we provide quality and affordable housing and transport infrastructure while protecting the rural and coastal environment that people value?
- How do we improve our town centres and neighbourhoods and create attractive, vibrant, and walkable places?
- How do we manage growth and settlement on the urban / rural periphery while protecting rural character and productive capability in an unknown future?
- How do we sustain our environment for the present and renew it for the future?
- How do we position Manukau to remain regionally and nationally competitive with a strong economy?

The city's population will continue to grow but will not have the same capacity or resources to accommodate this growth and its consequences. *Towards 2060* acknowledges that some of this growth will have to be

accommodated in the wider southern region of the city whilst also acknowledging that some consolidation is necessary to achieve other objectives, incorporating broader and 'rounded' growth that includes social wealth and capital. The way that services and infrastructure are delivered will need to change to be more efficient and sustainable in the long-term. Solutions will come from creating opportunities, trying new approaches and continuing to work collaboratively and in partnerships to deliver desired outcomes.

The city is at a new turning point in its evolution. We also have a greater understanding about the way cities work as systems. A prosperous future for Manukau cannot be guaranteed, nor can the qualities that communities value, by doing nothing. A bold and strategic approach is required, one that recognises not only the challenges but also the opportunities of the evolving future. We need an integrated and consistent strategy for the future, underpinned by a visionary approach focused on sustainability and targeted action plans. A dramatic and rapid shift in thinking and action is needed to secure the city's liveability and prosperity for current and future generations. A number of approaches will have to be used to ensure such a future. Whilst new methods are crucial, approaches will also include proven methods such as strategic land ownership, joint ventures and enhanced asset development and management.

## Key challenges and drivers of change

To ensure that those qualities the community value about the city are protected, improved and shared by everyone, and that the city's future prosperity is more secure, we must consider the significant challenges, trends and drivers of change that have and will continue to shape the city's future.

**Population growth** and demographic change; accommodating an additional 240,000 people, changes in household size and family structure, meeting the needs of both an increasing young and an ageing population, providing for the living, working and recreational needs of increasingly diverse demographic

**Employment growth** and change; a contracting local economy, falling levels of employment and a declining low value-add manufacturing sector, increasing globalisation of the economy, fast changing global values, markets and business models, competing internationally to attract investment and sell goods and services, highly competitive markets

**Transport systems;** increasing demand for affordable alternative transportation modes to offset car dependency and offer choice, high environmental impacts, health impacts

**Utilities and social infrastructure;** inefficient use, under utilised investments, competing needs

**Spatial polarisation;** inequitable access to facilities and service, housing affordability, social impacts of residential densification, overcrowding, social exclusion

**Quality of public places;** uninviting and people unfriendly environments, lack of human scale, safety and security, cost of retrofitting and upgrading, lack of integrated planning

**Development and growth;** potential loss of productive rural land, pressure on open space systems, waterways and green networks, demand for infrastructure, environmental impacts

**Segregated land-use patterns;** growing distances between place of residence, work and leisure, increasing dependency on single occupancy vehicle trips, continuous greenfield development

**Diseconomies of urbanisation;** land scarcity, high land prices, high infrastructure costs, increased housing costs, shrinking open space standards, more crowded living

**Climate change:** global environmental changes, greenhouse gas emissions, changing societal attitudes, demand for more sustainable development practices, increased risk of hazards and disasters, doing our part to reduce emissions, waste and keep a healthy environment

**Energy costs;** increasing prices, reliability of supply, alternative supplies, environmental impacts

While Manukau is part of the bigger Auckland picture, it needs a city-wide framework to respond to these issues and challenges, and set the direction for future actions and change. Stepping up to this challenge will ensure Manukau takes its place as one of the most dynamic cities of the Pacific Rim.

## What is Towards 2060?

The *Draft Towards 2060 – Manukau’s Spatial Plan* is part of the Manukau City Council’s commitment to a sustainable future and to establishing a broad spatial framework to influence decisions and outcomes. This is needed to secure and strengthen Manukau’s place in the global, national and regional economy, and to maintain and improve the wellbeing and quality of life of those who live in Manukau. Actively guiding, facilitating and managing the right kind of growth, development and urban and societal regeneration over the next 50 years is a concrete step in that direction.

- *Towards 2060* outlines a vision and strategy for the city in response to the range of current and expected future challenges and pressures facing the city. This is based on the premise that there are social, economic, environmental and cultural benefits to be gained from well-managed spatial and non-spatial planning.
- *Towards 2060* provides strategic direction and guidance on the form, function and location of physical development across Manukau and actions that the city will need to take to achieve the desired vision.
- *Towards 2060* is a statement of the council’s policy intent and the starting point of an ongoing planning process to better integrate transportation and community activities with land-development in a manner that delivers broader outcomes. It is the precursor to more detailed planning initiatives.
- *Towards 2060* considers the spatial implications of housing affordability, mobility and accessibility, walking and cycling, economic competitiveness, community and cultural development and relative social and income inequality.
- *Towards 2060* acknowledges the spatial implications of sustainable economic growth and development.
- *Towards 2060* considers measures to address climate change implications on development, particularly around coastal and rural environments. These measures include those that aim to reduce the causes of climate change and those that mitigate the potential impacts.

*Manukau’s commitment to sustainability*  
This is a cornerstone of our vision for the future. The vision is broad and comprehensive and focuses on the interdependent relationships of environmental stewardship, economic strength and cultural and social integrity. These four elements - the “quadruple bottom line” of sustainability - define the vision and will serve to guide the choices and decisions Manukau will make as a 21<sup>st</sup> century city.

Many of the strategic responses to these challenges and issues are not new. At the same time, a shared understanding amongst everyone is needed of fundamental spatial form and function that people and communities respond to positively.

*Towards 2060* is a generalised description of intent over the horizon period of the Plan, with the purpose to guide planning, development and decision-making at the city-wide scale without defining these intentions to the individual property or situation.

*Towards 2060* is not a zoning map as contained in a District Plan. Whilst it will influence future changes to the District Plan, it does not alter current zoning or affect the right of property owners to use the land for its purpose as identified in the Operative Manukau District Plan. The plans and maps in *Towards 2060* are schematic and conceptual but they will inform all future changes to the District Plan.

## What can Towards 2060 achieve?

*Towards 2060* is a planning and decision-making ‘tool’ that is able to positively shape the way Manukau develops socially, economically and physically, in space and over time, by defining *where, what and how* change will be managed. It seeks to:

- inspire by a clear vision and ideas, and provide direction to ‘spatial’ changes into the future
- provide a framework for collaboration and co-ordinated action between the public, private and community sectors
- provide a basis by which social, economic and environmental challenges can be addressed spatially, integrated with non-spatial responses
- provide the basis for orderly, consistent and predictable land-use decision-making and investment, including investing in infrastructure
- provide the basis for more detailed local area planning
- identify the physical and hence spatial parameters to growth and development, and the best location and scale of future urban and rural growth, including industrial and employment development opportunities
- identify those areas and features worthy of protection and preservation, thereby providing a ‘greenprint’ for more sustainable growth patterns.

*Towards 2060* presents a ‘likely’ picture of the future in physical terms – one able to guide the quantum and location of future growth and development. It can also guide the nature of infrastructure that will be required and assist the process of identifying, selecting and prioritising urban infrastructure projects – focusing investment on projects that have real impact on addressing the most important development opportunities and problems facing the city. In this regard *Towards 2060*:

- provides a ‘spatial framework’ for making decisions that affect the long-term development of the city
- identifies how these components will be linked and supported with transport and other necessary infrastructure
- identifies the nature of the social infrastructure and services required to support the growth, and improve and build strong communities
- provides spatial direction to the LTCCP in the identification, selection and prioritisation of key infrastructure projects and social initiatives
- informs developers and investors on the nature of development most likely to be supported.

### *What is spatial planning?*

Spatial planning refers to the methods used by the public sector to influence the distribution of people and activities across spaces of various scales. Spatial planning includes a variety of levels of land-use planning, including regional planning, urban planning, structure and master planning and urban design.

*“Spatial planning gives geographical expression to the economic, social, cultural and ecological policies of society. It is at the same time a scientific discipline, an administrative technique and a policy developed as an interdisciplinary and comprehensive approach directed towards a balanced regional/city development and the physical organisation of space according to an overall strategy.”*  
*Torremolinos Charter, 1983*

## Relationship to other plans

*Towards 2060* is developed in response to what the residents of Manukau said they wanted through the Community Outcomes process (Tomorrow's Manukau) and feedback from the community on the Draft Strategic Spatial Plan. *Towards 2060* therefore aims to address the wide range of aspirations of the Manukau community.

The District Plan is the primary regulatory tool for implementing the physical components of *Towards 2060*, particularly the Spatial Map (page xiv). *Towards 2060* suggests and provides guidance on how the District Plan should be amended and updated. There must be consistency between *Towards 2060* and the District Plan that must enable the implementation of *Towards 2060*.

*Towards 2060* also provides direction and guidance that enables the council to prioritise projects, including non-spatial or land-use, towards achieving future goals for the city. These are budgeted for through the LTCCP. The LTCCP contains the key projects across the city over the next 10 years, and the expenditure associated with it.

### *Auckland Governance changes – why proceed with Towards 2060?*

*Towards 2060* was initially intended to serve as the city's key strategic planning document and an important step towards the review of the Manukau District Plan. It was also intended that *Towards 2060* informs the council's response and submission to the Auckland Regional Policy Statement review.

As a result of the Auckland Governance review and its associated legislation, it is highly likely that these plans, along with those of our regional partners, will play an important part in informing the development of the Auckland Spatial Plan and a single District Plan.

## Obligations to Tangata Whenua

The Manukau City Council is committed to honouring its Treaty of Waitangi and statutory obligations under the Resource Management Act 1991 and the Local Government Act 2002. This commitment and the integration of a Mana Whenua approach to planning for a sustainable future is reflected in the Manukau Operative District Plan 2002 (Chapter 3; which sets out the statutory context in which the Council responds to Māori and Treaty interests); Tomorrow's Manukau (Community Outcomes) and the Long Term Council Community Plan 2006/16.

This commitment is further reflected in the Council relationship agreements with the Mana Whenua groups of the city; the establishment of the Mana Whenua Forum and the adoption of the Treaty of Waitangi Charter. Manukau City Council currently consults with the following Mana Whenua groups: Ngãti Paoa Whanau Trust Board; Ngai Tai Umupuia Te Waka Totara Trust; Ngaati Te Ata; Makaurau Marae (Te Ahiwaru); Pukaki Marae (Te Akitai) and Ngai Tai Ki Tamaki Tribal Trust.

In planning for the long-term sustainability of the city, the starting point is the inclusion of Treaty of Waitangi principles and partnership with Māori which is encapsulated in the following statement:

*“Manukau City Council is committed to upholding Te Tiriti o Waitangi/Treaty of Waitangi. This commitment has taken the form of developing Te Tiriti/Treaty of Waitangi relationships with Mana Whenua and other Māori in Manukau, and establishing governance arrangements and organisational processes to meet Te Tiriti/Treaty based responsibilities”.*

This commitment acknowledges the special relationship and fiduciary responsibility associated with the Treaty of Waitangi.

This commitment has been continued through in the development of *Towards 2060*.

# THE DEVELOPMENT OF THE DRAFT TOWARDS 2060 – MANUKAU’S SPATIAL PLAN

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In 2006 a new approach and planning perspective in Manukau brought about the rationalisation of three draft strategies – urban, rural and business – into a city-wide, sustainable development and growth strategy. During the early stages of development, this strategy changed into the Manukau Spatial Plan (*Towards 2060*) i.e. a plan that takes a long-term view of sustainable development. This is consistent with the definition of spatial planning as giving geographical expression to the economic, social, cultural and ecological policies of society (Torremolinos Charter, 1983).

Manukau’s community outcomes, as contained in “Tomorrow’s Manukau - Manukau Āpōpō (2006)”, were due for review in 2010. It was intended that once reviewed, these community outcomes would inform a final Spatial Plan. This would add a fresh approach to planning for the long-term, sustainable development of Manukau and its people. It was however not possible to review the community outcomes simultaneously with the development of the Draft Spatial Plan, and resulted in the Spatial Plan being at a final draft stage whilst the community outcomes are being reviewed.

The continuing review of the existing community outcomes now has the purpose of informing and encouraging discussion and deliberation on future challenges and opportunities, and to develop a vision, milestones and actions for each community, based on sustainable development. This will form a basis for community action and is being made available for the revision of community advocacy plans; a platform for local communities to express their views to the Auckland Council and Local Boards.

## ***Public participation***

In brief, public consultation has been and remains a central component of this Draft Spatial Plan and the wider Towards 2060 process.

Communities have been involved in and contributed to numerous studies, reports and strategies over the last decade that have influenced the shape of Manukau City and how it has grown and developed. This strategy has built on this body of work and has been supplemented with more recent community and stakeholder engagement and additional research (see Appendix A).

Consultation to date has included: public presentations; community board discussion sessions; public notification, submission and hearing opportunities, stakeholder meetings, and online submission. The centerpiece of the public outreach effort was through the 09 LTCCP and Manukau Matters, with opportunity for the community and other stakeholders to express their views. The purpose was also to raise consciousness about the Draft Spatial Plan, and to influence and align the LTCCP with the aims of the Draft Spatial Plan.

## Manukau yesterday

The name Manukau ('only birds') was given to the Manukau Harbour by Hoturoa, commander of the Tainui canoe, around 1350. About this time, extensive gardens were established in the rich volcanic soils of Mangere and Manurewa. The Wai O Hua people may have preceded the people of the Tainui and intermarried with them. The Mana Whenua of the area today are linked with either the Tainui or Hauraki confederations. Te Wai O Hua, Te Akitai, Ngati Te Ata, Ngati Tamaoho, Ngati Pou and Ngati Tipa of the western part of the region all belong to Tainui; Ngai Tai, Ngati Paoa, Ngati Whanaunga and Ngati Tamatera of the eastern part all belong to the closely related Hauraki peoples.

The two groups, Waikato and Hauraki, have a shared history of resistance to invaders from the north, from Ngati Whatua, who occupied Mangere in the 1740s, to Nga Puhī, who devastated the area in the 1820s. During this period the area's numerous volcanic cones also served as fortified pa sites. The local people – Te Ahiwaru, Te Akitai, Ngati Paoa, Ngai Tai, Ngati Tamaoho, Ngati Te Ata – re-established themselves in the late 1830s. By this time traders and missionaries were entering the region. These included William Fairburn of the Church Missionary Society, who controversially purchased a large tract of land between the Wairoa River and the Manukau Harbour in 1836, and established a mission station at Maraetai the following year.

The first European settlements outside of central Auckland were established at the head of tidal creeks to exploit resources such as timber and clay (Henderson, Albany, New Lynn) or in strategic military locations to protect Auckland's southern flank. In 1847 and 1848 fencible villages were established at Panmure, Howick, Otahuhu and Onehunga. As transport networks developed, settlements developed and grew around rail stations (Papakura, and Henderson) and ferry wharves (Devonport). The introduction of tramcars enabled the growth of the first contiguous suburbs and centres and transport corridors developed organically along the tram routes of the isthmus. In 1849, by agreement between Governor Sir George Grey and the powerful Waikato chief Potatau Te Wherowhero, a Māori militia settlement was established at Mangere.

During the 1850's farming settlements were established at Mangere, Pakuranga, East Tamaki, Wairoa (later Clevedon), Turanga Creek (later Whitford) and in the Papakura Valley (later Alfriston). From 1851 Waiuku developed as a trading centre on the portage

between the Waikato River with the Manukau Harbour. At this time small rural settlements sprang up along the Great South Road as far south as Drury. In 1862 the Great South Road was extended southwards from Drury to the Waikato River for military purposes. The Waikato war that broke out in 1863 led to the confiscation of much of the remaining Māori-owned land in the region.

In the late nineteenth century South Auckland developed into a prosperous farming area. The flax industry flourished briefly. The railway went through in 1875. Wheat growing and cattle raising gradually made way for dairying.

Manukau County was established in 1876. This covered the whole of South Auckland, stretching from Otahuhu in the north to the Waikato River in the south. Because of the difficulties of communication, no county administration was established at the time with the area administered by a myriad of tiny road boards until Manukau County and Franklin County were formed in 1912. Otahuhu and Pukekohe became boroughs the same year. Papakura, Manurewa, Papatoetoe and Howick later also became boroughs in their own right. Waiuku and Tuakau all gained independence from their respective counties, although all remained essentially market towns serving a rural hinterland.

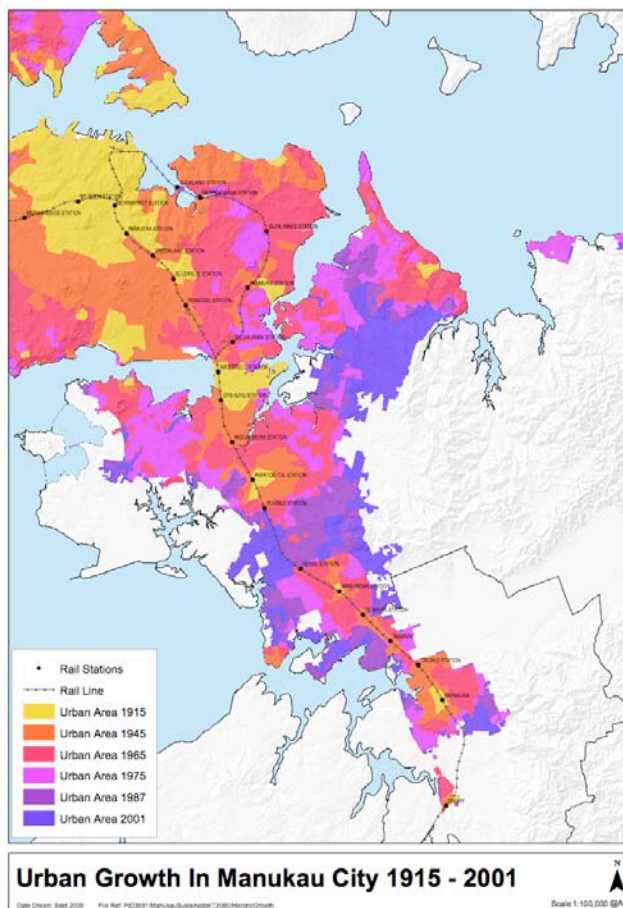
After the Second World War, investment in public transport languished and car-based dormitory suburbs began to spread beyond the isthmus, engulfing older settlements in the process. For the latter half of the 20<sup>th</sup> century planning regimes dictated that it was best to separate different activities – residential, commercial and industrial – into different zones. Planning policy and government mortgage lending policies, together with the ready availability of land, gave people little choice other than to develop in low-density suburbs. The ‘gaps’ between the various centres started to be settled – the southern motorway reached Wiri in 1955; large areas of state housing were built at Otara from 1958 onwards; industrial development began at Wiri in 1961; Auckland International Airport was opened at Mangere in 1965.

In 1955 a South Auckland Local Government Association was formed. This led to the first tentative steps towards amalgamation and 1965 Manukau County and Manurewa Borough amalgamated to form Manukau City.

The planned and rapid urbanisation that proceeded since the 1970’s took advantage of the cheap and plentiful land in Manukau, resulting in the current urban form. Development was facilitated by the City Council.

By 1976 a new city centre had been developed on a greenfields site at Wiri. In 1982 the Rainbow’s End amusement park was opened nearby. The Auckland Regional Botanic Gardens were opened at Manurewa the same year.

In 1989, as part of a national restructure of local government further amalgamations occurred, resulting in the present Manukau City. The city’s rapid growth has continued since. Tracts of industry and housing have spread across formerly rural land. The city now links communities of great socio-economic and ethnic diversity.



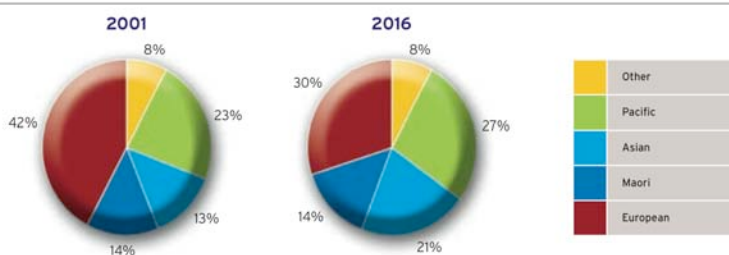
## Manukau today

### Our people

Manukau is unique in New Zealand. Our social, cultural, economic and environmental wellbeing is enriched by many distinct communities of people from very different ethnicities and backgrounds. Māori, the indigenous inhabitants of New Zealand, make a special contribution to this city and are active in kaitiakitanga (stewardship) of this area. Europeans have helped to develop and grow the city. More recently, Manukau has become the largest Polynesian city in the world and the Pacific Peoples have contributed significantly to building the city as it is today. Asian and other new settler communities will each leave their distinctive as we all advance together into the future.

- There are presently 165 different cultural groups in Manukau.
- Manukau has the largest Māori population in New Zealand.

Current and Projected Cultural Breakdowns for Manukau



Source: Statistics New Zealand.

- Samoan is the second most spoken language in Manukau after English.
- Cultural diversity is reflected in the fact that there are over
- 250 listed dining-out options in Manukau that offer culinary experiences from across the world.
- Manukau has a youthful population, 41% are under the age of 24 years.
- The average Manukau household has 3.4 members, and the city has the largest number of two-family households in the country.
- 49% of people in Manukau live in the areas rated highest on the Social Deprivation Index.

As our population continues to grow, the inclusion and participation of all people, regardless of age, culture and ability in their communities and the city as a whole needs to be nurtured to promote mutual trust, respect and understanding. The wellbeing of Manukau’s children and youth is paramount and they require support to help them reach their potential. The improved health and safety of our people, families and communities is essential to promoting the city’s wellbeing. The promotion of social equity and justice, the reduction of poverty, and improved opportunities for education and learning across all the city’s diverse groups is fundamental to building a sense of pride and belief in ourselves and community.

### Our economy

Since the inception of the city in 1965, Manukau has benefited from comprehensive urban planning to cater for business investment and growth and a strong partnership with the private sector. Today, Manukau has the two largest employment centres in the Auckland Region at East Tamaki and Wiri, whilst the Auckland International Airport business zone has the potential to become the largest in New Zealand.

Manukau enjoys a strategic location in the region. This, coupled with rapid population growth, has enabled the city’s economy to grow steadily over the past 10 years, with an average rate of 5.2% per annum. From 1994, Manukau has averaged higher annual growth than the Auckland Region and New Zealand on GDP, employment, productivity and business numbers.

### Manukau’s Business Environment

In 2004, Manukau had over 20,000 business units, employing 110,000 generating 6.7% of New Zealand’s GDP (or \$9.2 billion and around \$28,240 per capita). While high employment growth has helped reduce unemployment significantly in past years, Manukau still has the highest rate of unemployment in the region (5.8% in June 2005). We also have the largest numbers of unskilled and low skilled unemployed people in the region.

Moreover, we have hundreds of job vacancies and nobody with the appropriate skills to fill them.

Continued economic growth and sustainable enterprise in Manukau is essential to provide increased opportunities for employment and an improved standard of living for our people. The city has education, employment and economic development strategies that are presently being reviewed. These have been responsible for many successful initiatives. One such initiative is ‘Smart Manukau’ that is transforming Manukau into a ‘knowledge society’. The strategy emphasises how higher education levels and the adoption of new technologies can result in knowledge-led economic growth. Through the use of high-technologies, such as broadband or alternative high speed internet technology capabilities, the aim is to produce a new kind of city with a highly educated workforce and a 21st century business community comprised of leading-edge companies. This will only be achieved by all of the community organisations, the business community and other groups in Manukau working together with the same goals in mind.

Overall, we must strive to think and act in holistic and integrated ways, and create an environment that supports a sustainable and thriving economy. This means continuing to:

- support collaboration between the public sector, business and communities to come up with innovative approaches to sustainable economic development
- harness and support Manukau’s diversity and skills, leadership and innovation. Also to invest in people to

Manukau Business Sectors



Source: Statistics New Zealand.

- provide an educated, knowledgeable and dynamic workforce
- support Manukau's success as both a 'sustainable city' and a 'business friendly city', attracting significant investments and renowned throughout New Zealand for its progressive image
- use our geographical location, cultural and business assets, and develop an efficient transport and communications infrastructure to get residents and businesses connected and moving.

### *Our place*

Manukau dominates the southern part of the Auckland region. It covers an area of 55,200 hectares (136,402 acres). Manukau is geographically divided into the eight communities of Botany, Clevedon, Howick, Mangere, Manurewa, Otara, Pakuranga and Papatoetoe. While two-thirds of Manukau are rural, large parts are urbanised; either highly developed for residential and business or earmarked for future urban development.

We have some 300 kilometres of coastline and approximately 14% of land in public open space, comprising parks and reserves. Whether in the community or at the new TelstraClear Pacific Events Centre, Manukau is a creative place that embraces and reflects its diversity. Manukau hosts a range of local, national and international events ranging from art exhibitions and street festivals to premier events such as the Manukau Business Excellence Awards, the Rally of New Zealand, the Ellerslie Flower Show, the Three Day Equestrian Event and the annual ASB Auckland Secondary Schools Maori and Pacific Islands Cultural Festival.

The Auckland region is the commercial heart of New Zealand and is home to one-third of the country's population. With around 360,000 residents, Manukau is likely to become the second largest city in the region and New Zealand. It is currently growing by nearly 10,000 people each year. Like the rest of the region, Manukau is witnessing rapid population and economic growth. This means that within 10 years we will have limited land available for business development, requiring further initiatives to be taken to increase the reservoir of suitable land.

Sustainable management of growth is essential to the environmental, cultural, social and economic wellbeing and success of Manukau, the Auckland region, and New Zealand as a whole. This is why Manukau plays a key role in implementing the Auckland Regional Growth Strategy – a co-operative, regional approach to ensure that growth is managed in a way that protects sensitive environments, promotes lifestyle options and improves transport efficiency. In the face of growth and development, attention to our environmental wellbeing is crucial to promoting a progressive place. Manukau people have to act in ways that do not merely safeguard the environment, but proactively enhances it for present and future generations. This requires education and information to support people to behave in an environmentally friendly way, as well as participate in the development and implementation of strategies and activities to improve Manukau's urban and rural environments, public open spaces and heritage sites. In the face of growth and development, attention to our cultural and social wellbeing is also crucial.

Manukau plays a key role in implementing the New Zealand Urban Design Protocol. This national initiative recognises that intensification in the development and redevelopment of urban centres needs to be done in a way that meets people's needs and aspirations so that they are healthy, safe and attractive places where business, social and cultural life can flourish. This will enable Manukau to define its identity to reflect the diversity of its people and their lifestyles, celebrate their art and culture and protect Manukau's special places and elements. It also supports Manukau's uptake of information and communications technology (ICT) to become a leading 'knowledge based' city.

In the face of growth and development, a progressive Manukau requires an integrated approach to infrastructural development to enable residents and business to connect and get around this place better. This requires completion and improvement of rail networks, as well as investments to improve public transport, ferry services, and cycle ways, as well as the upgrading of suburban rail links in the city. Planned road upgrades will also require support, including: the Auckland-Manukau-Eastern Transport Initiative (including the Pakuranga Creek Crossing); Allen's Road Crossing; Highbrook to Southern Motorway; Manukau SH 1 and SH 20 linkage; SH 20 Manukau Crossing; and the Southern Sector transport and motorway linkages.

# TOWARDS 2060 STRATEGIC FRAMEWORK

The **vision** is Manukau’s aim for the future of the city.

The **goals** express the key elements of the vision and what we want to achieve.

The **principles** underpin *Towards 2060* and express Manukau City Council’s commitment to how it will go about implementing *Towards 2060*.

Manukau is a city, within a city, within a country. *Towards 2060* recognises this relationship and is structured on a model that aims to contribute to the future planning and success of the Auckland region and the country. This contribution is made through the **metropolitan responses** and the related actions and initiatives. The three metropolitan responses are distinctly unique to and part of Manukau, yet have a major impact on Auckland as a whole – and on New Zealand. They are key elements that Manukau adds to Auckland.

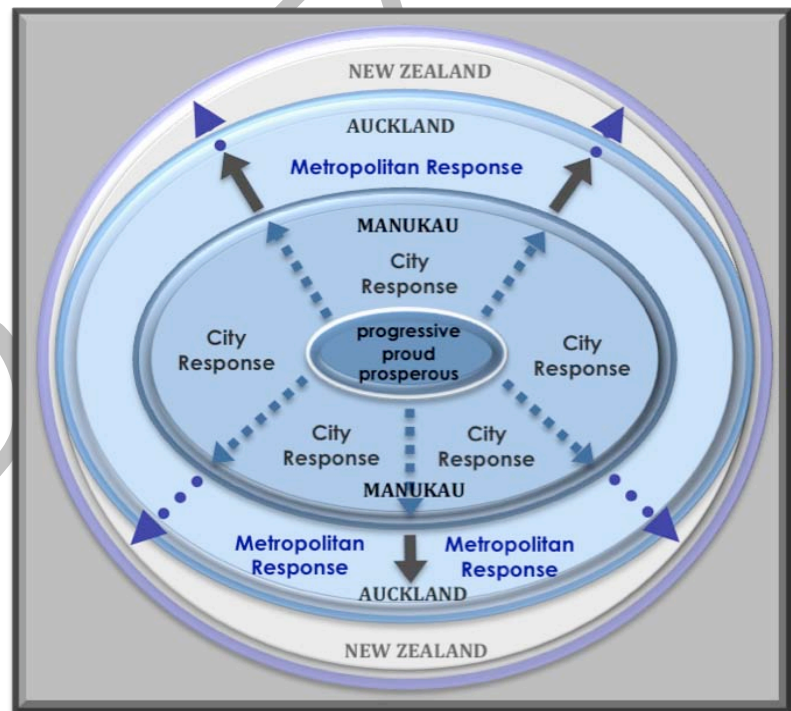
**City responses** describe how we propose to plan for the future in a way that delivers on the vision and goals and that deals with the issues, challenges and opportunities. The city responses are inter-linked and inter-dependent and respond to one or more of the goals. They are generally open-ended as to time-frames as they provide ongoing direction. The responses are supported by a number of policy interventions.

These come together in the *Towards 2060 Spatial Map*.

The **policy interventions** will be implemented through a range of initiatives undertaken by the council and through joint action with central and regional government, Manukau’s partners and the community.

It is anticipated that a future Auckland Spatial Plan will acknowledge and incorporate the metropolitan responses because of their fundamental role in the nature and functioning of Auckland. That is, the Auckland Spatial Plan should adopt them as Manukau’s contribution the whole. Other parts of the city will add their distinct contributions.

Strategic framework



*Towards 2060* is a statement of the Manukau City Council’s policy intent. Implementation of the policy interventions will be subject to the availability of funding and await assessment and prioritisation through the LTCCP processes over the next 50 years.

## Towards 2060 Vision

Manukau – progressive, proud and prosperous

## Towards 2060 goals

1. Manukau is a community of choice
2. Manukau is a place where all peoples flourish
3. Manukau's rural and natural environments continue to exist
4. Manukau contributes significantly to Auckland and New Zealand's competitiveness

## Core principles underlying Towards 2060

- a) We will first help those who cannot help themselves or who are vulnerable
- b) We will create places that are inclusive for everyone
- c) We will not trade-off long-term gain for short-term economics
- d) We acknowledge that one size does not fit all and that local communities have local character and needs
- e) We will ensure that we always facilitate good development
- f) We will balance the needs of people and vehicles and acknowledge the importance of place
- g) We will provide the private sector with planning certainty
- h) We will partner and working with others to achieve our goals
- i) We will care for our natural and coastal environment
- j) We will always acknowledge tangata whenua and the Treaty of Waitangi as a founding document

The vision of Towards 2060 supports and contributes to the vision for Manukau.

*Manukau – progressive, proud and prosperous*

- A *progressive* city of vibrant town centres, thriving rural areas, and abundant recreational spaces, connected by efficient transportation and communication systems. A well-planned city with growth managed to provide for the needs of future generations.
- People *proud* of their success and their good education – confident they can achieve their aspirations and enjoy a variety of lifestyles in harmony, good health and safety.
- *Prosperous* people enriched by the diversity of cultures, the beauty of the environment, the strong economy and the wealth of opportunities.

### Underlying values of Towards 2060

**Sustainability** - An integrated approach to decision-making and taking a long-term view while ensuring that economic, social, environmental and cultural implications are considered. The purpose is to:

- safeguard the welfare of future generations
- improve equity within and between generations
- protect biological diversity and maintain systems essential to support life.

**Innovation** - Innovation and the creativity, cultural vitality, intellectual capacity, creativity and entrepreneurial skills that give rise to, and are essential for, all forms of growth and development. The council is committed to finding new answers and approaches.

**Adaptability and resilience** - Taking into account past trends and indications of future directions. The council is determined to plan for change and to be adaptable when faced with the unexpected.

**Inclusiveness** - Considering the differing needs, values and aspirations of all individuals and groups in society while managing urban and rural growth and change, carrying out the processes of planning at all levels, and implementing *Towards 2060*.

**Equity** - Ensuring that the Manukau community receive fair and equitable access to the benefits of growth and development. The council is committed to addressing those areas of greatest need and current inequality as a priority.

**Environmental justice** - Commitment to redressing inequitable distributions of environmental burdens such as air pollution, noise pollution, and noxious industrial facilities; and ensuring equitable access to environmental goods such as clean air and water, parks and recreation.

**Leadership** - Commitment to providing direction and leadership at individual, community and business level is vital to manage the rapid change that many communities are experiencing, and to achieve the desired outcome for Manukau City.

**Partnership** - Commitment to working in a collaborative manner with government and non-government organisations, the private sector, mana whenua and the community.

DRAFT

metropolitan responses

# Enhance our international gateway to New Zealand

Auckland International Airport and the Mangere Gateway area jointly form the international gateway to New Zealand. Together they are a key component in the nature and functioning of Auckland as a city and the region's economy. They also form part of the country's economy and give New Zealanders access to the rest of the world.

The airport is the key hub in moving passengers and freight into and out of Auckland, and is the country's largest passenger interchange. Together with the land transport network, it is part of an international-national-regional logistics chain.

Major developments at the airport in the next 20 years<sup>1</sup> include:

- substantial extensions and upgrading of the international terminal along with improved retail and passenger processing facilities
- a new domestic passenger terminal, aprons and gates
- dual runways with both runways and new taxiways jet-capable and a cross-taxiway system to link the two runways
- a new control tower to service the parallel runways system
- enhanced apron and terminal facilities for both runways
- redevelopment of the freight facilities and creating a new freight precinct
- at least two hotel facilities - one budget traveller accommodation and the second a four-to-five star hotel in the terminal precinct
- improved transport links with Auckland and Manukau cities
- a transport hub within the airport precinct
- further development of the commercial, business, recreational, aviation support and shopping areas on the airport.

The airport is a critical driver for economic activity in the region. Constrains on the effective functioning of the airport affects not only the airport, but the whole region. The intention is therefore to ensure the ongoing, effective functioning of the airport and its environs, and to capitalise on the opportunities the airport offers its wider area. Focus will also be placed on activities throughout the region associated with and/or dependent on the airport.

*Auckland International Airport*

- Over 70% of the country's international arrivals land here
- 11 million passengers used the airport in 2006 – forecast to grow to 24 million in 2025, of which 15 million will be international passengers
- 20% of all imports by volume worth \$7.5 billion entered through the airport in 2006
- 12% of all NZ exports left from the airport
- Air transport is the 3<sup>rd</sup> largest industry in Manukau with annual earnings of around \$610 million
- More than 10 000 people work for over 300 businesses at the airport and its immediate environs
- Directly or indirectly the airport sustains around 283,000 full time jobs and generates 14% of NZ's economy



Auckland International Airport Master Plan

On-going development of the airport and its environs poses a number of challenges:

- additional business zoned land is required in the environs to sustain development

<sup>1</sup> Auckland International Airport Ltd, (2006), *Auckland Airport: the next 20 years and beyond. Masterplan: 2005 to 2025*, Auckland International Airport Ltd, 71pp

- development and design of the built form around the area and intensification within the airport needs to respond to a number of constraints including:
  - reverse sensitivity issues near the airport and under flightpaths
  - limited road access points
  - noise contour lines and permissible Db levels
  - air/odour pollution
  - existing designation controls
- the need to create a sense of place or neighbourhood for the large number of workers and people who use the airport and its environs daily.

An additional 513 ha of industrial land is projected for the airport/Mangere area to 2060. Of this, 83 ha will be needed by 2016 when the current available land is expected to be absorbed. It is anticipated that more land will be zoned for industrial activity in the foreseeable future, which would add to the local supply and push out the 2016 date when available land will be absorbed. Transport and storage is the main activity requiring industrial land.

To the east of the airport the noise contours extend out to Manukau City Centre. There are no curfew restrictions on the airport at the moment. This protects the ongoing operations of the airport and will remain in place for the foreseeable future.

The airport operates on a 24-hour basis, requiring access for goods, workers and services around the clock. The range and quantity of activities located within the airport and its immediate environs lead to congestion at peak times during the day, because of limited access points. This impacts on the accessibility and efficiency of freight movements around the region.

This congestion will be offset to an extent by a dedicated, high-frequency bus service and a rail line and airport terminal station if this were to proceed. Good pedestrian linkages and cycleways within the area are also needed to reduce multiple short trips during the day.

Other infrastructure that is key to the development of the airport includes:

- upgraded 'three waters' infrastructure capacity to meet anticipated growth needs and water quality management
- social infrastructure - including local health facilities for 10,000 workers.

Given that the airport/Mangere is the gateway for international tourism, two particular issues must be addressed:

1. the experience of visitors and impressions created as they enter or leave the area
2. the potential for tourism spending in the area.

Seven million visitors enter New Zealand through the airport at Mangere. Adjacent to the airport lies a rolling volcanic landscape where geology, flora, fauna and natural heritage come together with centuries of human history.

#### OUR PRIORITIES

- Improve the journey to and experience of the gateway
- Connect the airport with its wider environment and leverage off the opportunities the airport offers
- Plan for future growth and expansion of the airport
- Make the area's natural and cultural heritage a foundation of its future
- Maintain and improve passenger and freight transport routes to and from the area, and creating rapid transport linkages to central Auckland
- Leverage off just-in-time and small airfreight business.

#### Key elements of the Mangere Gateway

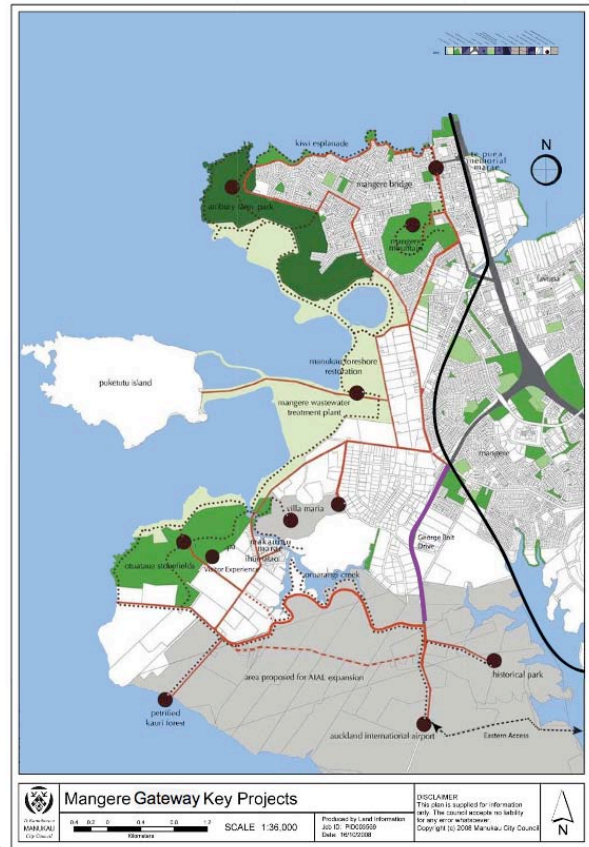
- *Outataua Stonefields and Heritage Centre* – public open space acquisition, revegetation programme, trails and walks, archaeological investigation and rebuilding of original structures, heritage centre construction
- *Ngā Tapuwāe o Mataoho; Gateway Heritage route* – native planting, landscaping and revegetation, boat ramp construction, new access to petrified kauri forest
- *George Bolt Memorial Drive* – mass native planting, banner and lighting installation
- *Mangere Mountain* – education centre expansion
- Mangere Bridge Village
- Puketutu Island and Ambury Regional Park

Collaborating with Auckland International Airport, Villa Maria, local businesses, Tangata Whenua and the wider community, a future is envisaged where we can share our culture with others, and change an area once regarded as Auckland's backyard to arguably Auckland's premier cultural heritage destination through the Mangere gateway project.

The aim of this transformational project is to create a holistic and authentic cultural heritage destination of international significance for our visitors, Aucklanders and for the people who live and work in this area – in particular the expected 60,000 international visitors and the 2,000 international media coming to New Zealand for the Rugby World Cup 2011.

The expectations of this undertaking are that:

- the natural beauty and cultural heritage of the area, together with the airport, will be the foundation for an international gateway to Auckland and New Zealand
- increased opportunities for travel, trade and tourism within the area will contribute to New Zealand's economic well being and reputation as one of the top holiday destinations in the world
- working with Tangata Whenua as partners in the development of the area will result in shared opportunities and benefits
- leading businesses including Auckland International Airport, Villa Maria, Watercare and the local community will help achieve the goals of the Gateway
- initiatives will align with the welcoming experience of the 2011 Rugby World Cup
- the project will be internationally significant and deliver integrated, sustainable benefits to our social, cultural, economic and environmental well being.



### What must be done

- 1.1 Support proposals by NZTA, ARTA and AIA to improve accessibility to the airport and environs.
- 1.2 In partnership with AIA, invest in public realm improvements.
- 1.3 Foster the concept of a 'Cultural Gateway' at the airport building onto the start made with the airport marae Te Manukanuka o Hoturoa.
- 1.4 Expand the opportunity for travel, trade and tourism within the Gateway.
- 1.5 Work with leading businesses including AIA, Villa Maria, Watercare, NZTA and the local community to help achieve goals.
- 1.6 Invest in three waters infrastructure.
- 1.7 Ensure all initiatives coincide with meeting the Gateway experience for and beyond the Rugby World Cup 2011.
- 1.8 Invest in the gateway Visitor Information Centre.
- 1.9 Acquire additional public open space at Otautau.
- 1.10 Work with AIA to develop the Otorangi Creek heritage route.

## Support our logistics and distribution hub

Just about everything that happens in a major centre like Auckland is dependent on the movement of goods. Industries such as manufacturing, construction and retail are particularly dependent on efficient logistics, as are many of the professional service businesses in the heart of service and financial districts. An efficient logistics and distribution sector is crucial for the economic functioning of Auckland.

Manukau is the location of the primary logistics and distribution hub in the Auckland region. This hub also plays a key role in logistics and distribution across the country. An analysis of the future structure of the economy highlights the decline of the traditional manufacturing base in Manukau and the emergence of new activities, particular those related to the demand for storage and logistics.

This regional logistics and distribution centre has developed as a result of its location in the regional transport network and its proximity to the airport. Because of the airport and the metropolitan area to the north, Manukau is strategically located as a key transport node for the northern part of the North Island.

The 15 ha Wiri Inland Port is strategically located off Wiri Station Road in South Auckland, close to Auckland International Airport, and adjacent to SH1 and SH20. The Port is ideally placed as an inter-modal freight hub and plays a vital role in the Upper North Island supply chain. It is connect with the national rail network and provides a direct link to the Waitemata seaport, supporting the priority of connecting industries and processing plants to railway lines so that goods can be moved by rail. The net effect when containers are loaded and unloaded off rail wagons is that it reduces traffic congestion in central Auckland. Once fully operational, the rail link is forecast to eventually save up to 2.5 million truck kilometers per year – the equivalent of 100,000 truck trips.

The logistics and distribution sector will continue to grow in response to the demand and opportunities generated, mainly by the airport. This is likely to result in further intensification as proximity to the airport provides a competitive edge, and location or expansion choices are limited and costly. This is also likely to result in an increase in job/worker density in the long-term. However, the level and ease of accessibility to the rest of the region is a crucial factor in the ongoing growth and health of this sector.

Strategically, this sector must be supported and its infrastructure requirements – primarily good transport accessibility – safeguarded.

### Logistics and distribution

- The airport and its greater surroundings employ around 20 000 people – over 15% of total employment in the city
- Around 9 000 people are employed in transport and services to transport businesses in this area – 72.5% of total employment in this sector in Manukau
- Over 13 000 people or 44% of the total number of people in the logistics sector in the region work on Manukau
- In 2006 storage was the fastest growing industry in the city by FTE with 45.6% growth
- Employment in the transport and storage sector is expected to rise from 10.4% in 2007 to 10.9% in 2006

### OUR PRIORITIES

- Ensure road and rail networks to and from the distribution hub are expanded where necessary and protect their ongoing serviceability
- Meet the development and infrastructure needs of the logistics and distribution sector

### What must be done

- 2.1 Support and facilitate growth of logistics activities centred around the airport and its environs.
- 2.2 Protect key freight and distribution transport routes from activities that impact negatively of their serviceability.
- 2.3 Facilitate the redevelopment/intensification of “brownfield” industrial land including provision for logistics to recycle ‘brownfield’ sites for warehousing.

*To be completed*

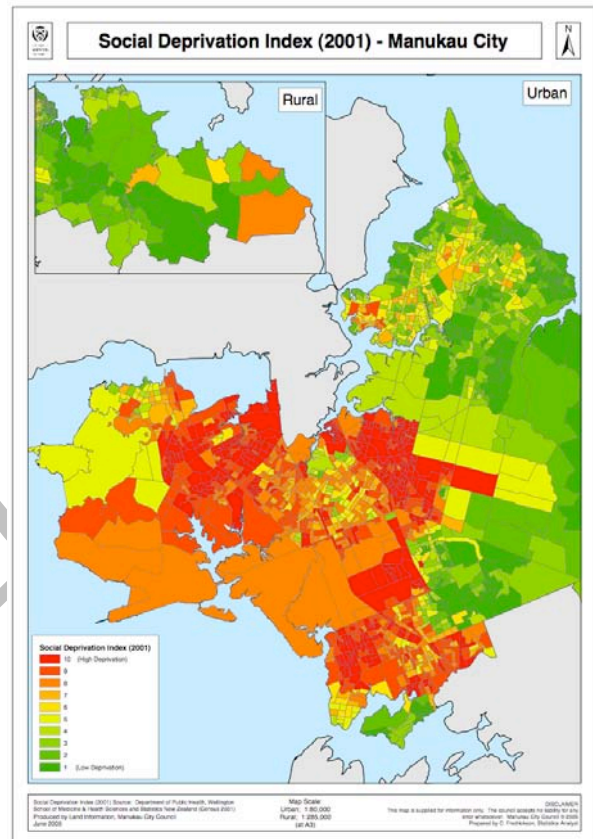
## Prioritise our communities of opportunity

As with many cities across the world, Auckland has people and communities that are disadvantaged, experience deprivation, social exclusion and are at risk.

In an analysis<sup>2</sup> of crowded households - requiring one or more additional bedrooms - Manukau had 18 of the top 20 most crowded area units in New Zealand in 2001. This was mainly in the south and west of the city. In 2006, the incidence of crowding was highest in Manukau at 10.7%. Household crowding was highest for Pacific peoples with almost half of households classified as crowded (48%)<sup>3</sup>.

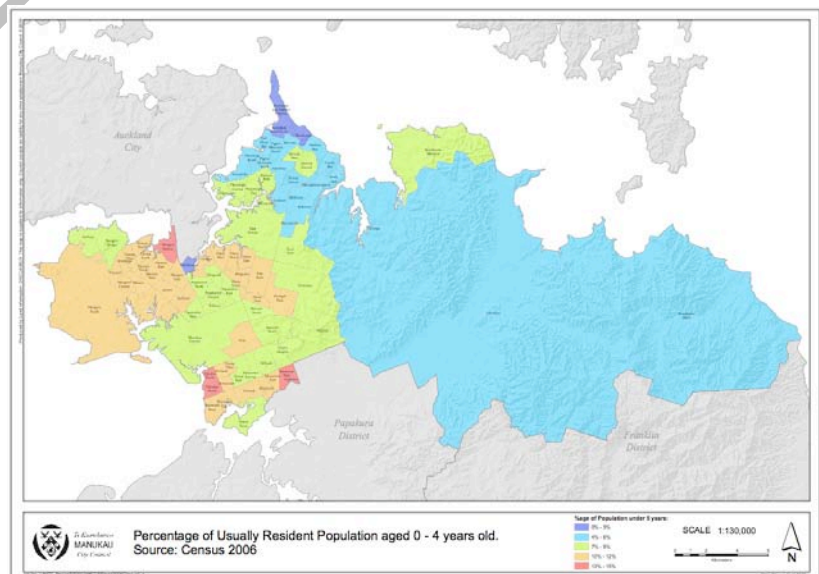
Crowding of dwellings is only one facet of a wider phenomenon of social deprivation where Manukau stands out at the regional level<sup>4</sup>. In 2006, the city had the highest proportion of small area units with the most deprived scores (decile ten) in the region, with 21%, followed closely by Papakura with 20% and Auckland City significantly lower at 11%.

This gives an indication of the situation and conditions many of Auckland's people live under, the majority being in the south and west of Auckland. Addressing the situation of these communities must be an integral part of Auckland's drive for sustainability. It is arguably also the aspect that will require the most dedicated and integrated interventions – social, economic and environmental interventions within the appropriate cultural context.



### Socio-economic context

As Manukau's population increases, so does its workforce. To achieve a greater level of employment self-sufficiency - creating more local jobs to reduce cross-regional commuting for employment - the city must consider how local employment is created in proportion to its population and workforce increase. With a growing population, it is essential that new jobs be created.



<sup>2</sup> Census data

<sup>3</sup> Ministry for Social Development, 2007

<sup>4</sup> New Zealand Deprivation Index

BERL (2005) estimated that over 3,500 new jobs would be created annually if the 1996-2006 trends continued. This will not provide enough employment opportunities to the on average 4,200 annual school leavers in Manukau. Historically, approximately 6,000 new jobs were created annually in Manukau from 1999 to 2006. However, during the last two years only around 2,900 new positions were created per year. It is likely that the number of new jobs created in 2009 and 2010 will be significantly less, which will impact especially Maori and Pacific youth<sup>5</sup>. These figures will not provide enough new jobs for school leavers and will certainly not address the large number of existing unemployed in the city. In the short term, unemployment may double.

The city's current unemployment rates are increasing from the lowest base since 1992<sup>6</sup>, partly due to the global credit crunch. In addition, Manukau has a higher proportion of blue-collar workers compared the rest of the region because of the large number of manufacturing firms. Though the manufacturing sector is still a major employer in the city, its contribution to employment had been declining. This trend is expected to continue. However, there is a shift away from low-value manufacturing to more high-value manufacturing. In contrast, the fastest growing employment industries are shown in the Table: *Ten fastest growing industries by FTE, 2005 to 2006*.

For Manukau to be sustainable in terms of future employment, it has to transition from its manufacturing base to a knowledge and service economy. The existing and future workforce will therefore need the transferrable skills

that are required in tomorrow's knowledge economy.

However, the average skill level of the labour force in the city is low. Of the people aged 15 years and over, only 30% have a post-school qualification, compared with 38% regionally and 35% nationally. The majority of Manukau residents are in semi-skilled or unskilled occupations.

Maori and Pasifika students account for 52% of students in Manukau - and is increasing. Their school performance has been low compared with other groups. It is critical to

### OUR PRIORITIES

- Focus interventions on the under 5 year-olds and youth
- Target interventions in Manukau City, Mangere, Papatoetoe and Manurewa first
- Ensure a focused, integrated and coordinated approach amongst all agencies and groups

### Unemployment

The city still exhibits continuing high levels of unemployment. While the national unemployment rate was 5% at the time of the 2006 Census, unemployment in Manukau was 7%. This relates directly to the declining manufacturing base. Total employment grew by 3.9% in the March 2008 quarter compared with the same quarter in 2007. However, this strong growth comes off weak performance in the first half of the year. Employment in the year to March 2008 was 1.4% above the previous year.

The estimated unemployment rate increased from 7% in December 2007 to 8.9% in March 2008, compared with 4.6% in the region and 3.6% nationally. While government assistance under various forms is the main source of income for 14.5% of people aged 15 and over in Manukau, the corresponding figure was only 9.5% in the rest of the Auckland region in 2006. As a result, the average income of residents in Manukau (\$24,200) is 12.5% lower than in the rest of the region (\$27,680)<sup>1</sup>.

Table: Ten fastest growing industries by FTE, 2005 to 2006

FTE Rank	Industry	Employment (FTEs)		
		2006	2006	% growth
1	Storage	790	1150	45.6
2	Electricity and Gas supply	266	348	30.9
3	Other Services	1987	2378	19.6
4	Machinery & Motor Vehicle Wholesaling	3660	4186	14.4
5	Business Services	10219	11628	13.8
6	Communication Services	1636	1861	13.7
7	Accommodation, Cafes & Restaurants	3979	4470	12.3
8	Air and Space Transport	3823	4237	10.8
9	Libraries, Museums and the Arts	531	587	10.4
10	Finance	1216	1335	9.7

Source BERL (2007) regional database, Statistics NZ

Table: School leavers with less than a Level 1 qualification, 2007

Group	Less than a Level 1 qualification %	
All students	18	
Gender	Male	21
	Female	16
School decile group	1-3	31
	4-7	20
	8-10	10
Ethnic group	European/Pākehā	14
	Māori	35
	Pasifika	26
	Asian	8
	Other	19

Source: Ministry of Education

<sup>5</sup> Unemployment rate projected to increase as a result of the economic downturn.

<sup>6</sup> March 2008 Quarter Manukau City Economic Report p7

significantly lift the school performance of Maori and Pasifika students to ensure that Manukau has a better skilled and knowledgeable workforce, and to better equip them to enter the future labour market. They represent a potential human resource pool that can create and fulfil future opportunities.

Table: Number of students

Students 2007	Number
Number of students in Manukau Schools	70012
Number of students in secondary schools	22102
Number of Maori students in all Manukau schools	13409 or 19%
Number of Pasifika students in all Manukau schools	22846 or 33%

Source: Ministry of Education

### The broader context

The social issues that Auckland faces require interventions much wider than job creation, education or training. A holistic, integrated and coordinated approach is needed.

Other parts of *Towards 2060* address issues of affordable and social housing, safety, transport and community facilities and services as related to the disadvantaged.

The time has come for a drastic change. Addressing the socio-economic challenges facing a large section of the Auckland community is a regional, and to some extent national issue, and must be addressed regionally and nationally in a comprehensive way.

Our first priorities are interventions that focus on the under 5-year olds and youth. Under 5-year olds are the most vulnerable and research suggests that targeting them first will achieve better overall social outcomes. Our youth are our future leaders and workforce and their potential is not being realised. Without assistance and intervention they can also cause substantial social harm. These priorities will initially be further targeted in four locations – Mangere, Papatoetoe, Manurewa and Otara. These areas have the highest concentration of under 5-year olds and youth.

Bringing about positive change relies on the participation and contribution of all sectors of society – public sector agencies, the private sector, the voluntary and community sectors and in particular, the affected communities.

A number of joint initiatives are already underway across the city, involving partners such as the Ministry for Social Development, Ministry of Education, Salvation Army, Mana Whenua Forum, Housing New Zealand Corporation and the City of Manukau Education Trust amongst others. Specific initiatives and projects include:

- Reducing Family Violence in Manukau
- Manukau Youth Transitions

Table: Educational qualifications, 2006

		Manukau	Rest of Auckland	New Zealand
Secondary	None	27%	18%	25%
	Level 1 Certificate	13%	11%	14%
	Level 2,3, or 4 Certificate	14%	16%	14%
	Overseas	12%	10%	6%
Post – School	Level 1-3 Certificate	5%	4%	5%
	Level 4 Certificate	9%	9%	10%
	Level 6/5 Diploma	8%	10%	9%
University	Bachelors or Level 7	10%	16%	11%
	Higher	3%	6%	5%
	Total	13%	22%	16%

Source: Census of Population, Statistics New Zealand

Table: Labour force status, 2006

	Manukau	Rest of Auckland	New Zealand
Labour Force Status			
Employed Full Time	49.2%	51.6%	50.1%
Employed Part Time	12.3%	14.1%	14.9%
Unemployed	4.7%	3.6%	3.5%
Not in the Labour Force	33.8%	30.7%	31.5%
Total	100.0%	100.0%	100.0%
Occupational Status			
Managers	15.2%	18.6%	18.2%
Professionals	17.1%	24.2%	20.0%
Technicians & Trades	13.8%	12.4%	12.9%
Community & Personal Service	7.4%	7.8%	8.4%
Clerical and Administrative	15.2%	14.1%	12.9%
Sales	11.3%	10.7%	9.9%
Machinery Operators & Drivers	9.7%	5.0%	6.1%
Labourers	10.3%	7.1%	11.7%
Total	100.0%	100.0%	100.0%

Source: Census of Population, Statistics NZ

### Collaborative planning to address the issue of child poverty

Manukau was the first city in New Zealand to launch a Child Poverty Action Plan (December 2003). Since then Te Ora o Manukau – Manukau the Healthy City's Child Advocacy Group has been recognised locally and nationally for their vision and achievements in working collaboratively on the issue of child poverty. This group comprises Manukau City Council, many government and non-government organisations and community agencies as signatories to the Manukau Healthy City Charter. Over 30 organisations contributed to the development of the plan and have been responsible for the outcomes achieved. The plan was developed in response to significant evidence that child poverty is a crucial issue in Manukau– even more so than in other parts of New Zealand. It is estimated that by 2006, children under the age of 12 will make up 26% of Manukau's population so action was required to ensure the needs of our children are addressed.

- Manukau Housing Working Party
- Māori Outcomes for Manukau
- Raising Participation in Early Childhood Education
- Wiri Improvement Project

These initiatives will continue and be supplemented by further action, focusing where need is the greatest and targeted for whole of government urban regeneration and community renewal.

### What must be done

- 3.1 Continue to engage with public sector social agencies and organisations to develop, coordinate and implement interventions regarding deprivation, social exclusion and communities at risk. We expect the Ministry of Social Development and the Housing New Zealand Corporation to be key players and contributors in this.
- 3.2 Continue to engage with the community sector to gain their knowledge, experience in and contribution to dealing with a wide range of social issues. Many of these organisations receive some degree of grant funding from the Council. We will investigate the possibility of targeting grant funding to organisations that can make the greatest contribution to identified socio-economic issues.
- 3.3 Continue to engage with business, private sector leaders, education and training institutions and government agencies to address economic and education/training issues, and form joint task forces to develop and implement interventions. We expect Enterprising Manukau to play a leading role in this regard.
- 3.4 Continue to work with Tangata Whenua in identifying, finding and implementing solutions to problems that affect their communities and people.
- 3.5 Continue to work with Pacific leaders and communities in identifying, finding and implementing solutions to problems that affect their communities and people.
- 3.6 Maintain the John Walker “Field of dreams” programme and ensure it is targeted where the greatest need exists.

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city responses

## city response 1

# Secure population and economic growth and development

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### *Where we are today*

The rapid urbanisation since the 1970's took advantage of the comparatively cheap and plentiful land in Manukau, resulting in an urban form that has the following characteristics:

- residential areas are low-density, widely spread - though gradually increasing - typically comprising single storied detached houses and focussed on suburban shopping malls, and necessitate use of the private car
- business / industrial areas are large in extent but generally have low employment densities
- as a relatively modern suburban city, Manukau does not have a CBD or traditional mixed-use / high density enclaves such as in Auckland City. Still, Manukau City Centre is progressively fulfilling a stronger CBD role
- the origin-destination pattern for most trips is widely dispersed. There are not particularly large volumes of trips originating from, or destined for, any particular geographic location in Manukau. For example, only 10 percent of Manukau workers travel to the Auckland CBD and the origins of that 10 percent are spread across the city. This contrasts with some other parts of the region
- rural and coastal areas face ongoing and increasing development pressures
- rapid population growth and sustained large scale development of land and buildings continue to put pressure on the transport system.

### *What we need to address*

- the expected continuation of rapid population growth and the large-scale development of land and buildings associated with it
- the affordability of providing infrastructure, such as wastewater, to dispersed, low-density development, and the impact development like this has on services such as public transport
- the long-term un-sustainability of relying on the private vehicle
- the negative impact of a continuous increase of the urban and built footprint on natural systems, such as waterways and harbours, natural habitats and its threat to the viability of rural areas
- the affordability of housing to a greater number of people
- the poor urban and living quality resulting from attempts at higher-density housing
- the quality of much of the city's urban and built form that is not people focussed nor conducive to civic life
- the protection of sensitive coastal and productive rural land and the need to manage further development
- increasing trip demand that lead to increased traffic volumes and congestion
- the challenge of an urban form and pattern that does not serve effective passenger transport service well.

#### OUR PRIORITIES

- Focus growth and development within the urban boundary while investigating future greenfield opportunities in the southern sector
- Create an urban form that is more sustainable
- Protect those values that the people of Manukau and Auckland hold
- Find solutions that are locally appropriate
- Focus resources and investment where the most benefit can be gained, targeting centres first
- Develop a transport network that allows the city to grow without reliance on the private car

### *Where we want to be*

- rural land and values are protected from an uncertain future and rural issues have become mainstream
- natural environments are protected and valued
- growth is focused within the current urban boundary
- the city capitalises on existing settlement patterns and has as little as possible impact on the environment
- existing infrastructure, services and facilities are used more efficiently
- higher-density development is of high quality and contributes positively to the urban environment
- convenient public transport is viable and available to many more people
- the built and natural environments are of high-quality and enjoyed by people
- all neighbourhoods are safe places
- centres are lively, viable and focal points for local communities
- communities are vibrant, identify with their area and know that they belong
- transport supports vibrant, well designed urban and rural centres, and economic activity
- streets are places for people and the community
- getting around by all transport modes is integrated, safe and effective
- serviceable future growth areas are identified in the southern region.

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## policy intervention 1.1

# Focus growth and development in a network of centres and corridors

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Manukau's projected growth in population, along with changes in lifestyle, demands better planned, more attractive and more accessible places in which to live, do business and visit. The city's centres are ideally placed to accommodate much of the anticipated growth, and will be the focus of major change over the next 50 years and beyond.

This change requires a clear direction and intent, focus of effort and investment, and mechanisms to deliver on the intent.

A substantial proportion, but not all of the city's growth and development will be accommodated and managed within a network of centres and corridors and within the current urban metropolitan limit. This network will comprise a hierarchy of centres that differ in size, role and function, and that are connected by land-use and transport corridors.

A key reason for this intervention is to protect those values that New Zealanders hold and which is a characteristic of life in Auckland – the ability to get to the countryside and coast relatively easy, the role that the natural environment and rural areas play in tourism, the lifestyles that Aucklanders enjoy. Protecting these values demands the containment of growth in certain areas whilst accommodating it in others. These values and characteristics cannot be safeguarded without clarity on where and what type of growth is appropriate.

### *Strategic intent of the centres and corridors network*

The strategic intent is to provide a spatial pattern of growth and development that offers access to employment, retail, office space, services, a broader mix of housing types, recreation, leisure and community facilities and activities in the widest possible clustering and to the greatest number of people. To achieve this, planning, investment and development processes will encourage growth and redevelopment at those centres and corridors that are well-located in terms of transport accessibility and where such development is appropriate. Only limited development outside the centres and corridors will be supported.

There are enormous opportunities for economic development, capital investment and creating an improved quality of life by building on the existing urban pattern or 'network' of both centres and corridors. The intention is therefore to:

- accommodate and manage population and economic growth and development in a more compact manner
- address land-use distortions and spatial inefficiencies
- improve accessibility to services and facilities
- improve the efficiency of infrastructure - in particular the viability of and investment in public transport
- steer the restructuring of the city in a way that fundamentally improves the liveability of Manukau for its communities, ensuring greater social inclusion and facilitating a more sustainable urban form.

Within this model of centres and corridors a policy of 'centres first' will be taken. This means that preference will be given to the development of centres ahead of corridors, and ahead of any potentially new greenfield development.

*We will follow a policy of 'centres first'*

### *Constrained population growth approach as applied to Towards 2060*

As consulted on by way of the Manukau 2009 – 2019 LTCCP and presented in *Towards 2060*, the strategic approach to forecast growth is based on accommodating the bulk of growth (residential & employment) within the current MUL. This growth is focused on a combination of a hierarchy of centres and strategic growth corridors. Future rural growth is to be accommodated and focused around the key existing rural centres / settlements with limited opportunities for dispersed rural subdivision. Growth areas, in particular growth centres, are identified based on a range of economic and social criteria.

This approach however results in a shortfall of accommodating around 105, 000 residents, as discussed below. *Towards 2060* thus clearly highlights that the projected growth cannot be accommodated within the current MUL. This matter must be addressed at a greater Auckland level.

#### Strategic Growth Overview

Both Statistics NZ and the Auckland Regional Council (projections based on the distribution of growth based on the Regional Growth Strategy) projected a 2060 population within Manukau in excess of 630,000 residents. The Manukau capacity assessment has been based on 175,000 dwellings. Given the number of residents per household projected by the ARC by 2060, this would equate to capacity for only 525,000 residents in Manukau City, resulting in a shortfall of projected accommodation for around 105,000 residents.

It is important to note that the Regional Growth Strategy, anticipating considerable brownfield development over this period, has significantly directed the Statistic NZ and ARC projections. These projections, unlike those of *Towards 2060*, have not considered the market ramifications of this development, and where specifically this intensification is more likely to not only occur, but also be accepted by the market and the community.

*Towards 2060* on the other hand distributes the potential growth outlined by the ARC at a Manukau City level based on capacity and commercial market considerations. The ensuing market accommodation results in the distribution of approximately 190,000 dwellings (an additional 95,000 dwellings off the 2006 base) throughout Manukau City.

A review of international best practice, together with lessons learned from the failure of Auckland's regional strategic and spatial planning processes, resulted in the desire of the Manukau City Council to develop an approach that was sustainable, affordable, implementable and socially and culturally acceptable. As such, *Towards 2060* differs from other approaches as follows:

- it moves away from 'one size fits all'
- it recognises uniqueness of community and place
- rather than straight-line growth projections: it is instead based on:
  - actual available capacity on the ground, and potential in the operative District Plan
  - market investment preferences in various areas (Eastern, Central, Western)
  - local community preferences for place and housing type
- it recognises the fact that the *Towards 2060* cannot rely on 'normal' market intensification for Manukau to achieve its projected level of growth by 2060, as some areas require higher intensity than the market may be able to provide. Prior identification of apartment sites and their inclusion in the appropriate planning documents is required to successfully accommodate future growth, thus 'skipping' a development cycle for the city's most strategic sites.

The outcome of this constrained population distribution model based on capacity, market forces and the nature of the community is that there is a substantial differential between the Manukau City Council capacity projections and the ARC population projections of around 105,000 people by 2060, indicating Manukau City does not have the current capacity (within the current MUL), cultural and socio-economic profile suited to accommodating the forecast population at 2060. Additional capacity will be required elsewhere in greater Auckland to cater for the projected growth.

Note: The Manukau City Council capacity projections should not be directly compared to either that of the ARC or Statistics NZ growth projections as the latter are based on increases in population, rather than land capacity and socio-economic factors. Manukau City Council's research suggests that the ARC projections for Manukau are highly unlikely to be met given the locational advantages and amenity of other parts of the region, the aging demographic and their dwelling and location preferences, as opposed to the larger household sizes and housing preference and style in Manukau, due to cultural composition which are unlikely to change significantly.

#### Southern sector growth

The projected population and economic growth, both in terms of households and businesses, that cannot or should not be accommodated in Manukau will need to be accommodated elsewhere in the region, in particular the greater southern sector. This will put increasing pressure on areas such as Takanini, Drury, Ramarama through to Pokeno, and if access is improved (e.g. the Waymouth link) the northern areas of Franklin (Karaka). (See Appendix B1 and B2)

It has been recognised regionally that greenfield group 1 business land will be required and that the likely location will again be the southern sector and the southern motorway corridor.

## Centres

Centres are the focus of services, employment and social and community interaction. They provide an important sense of place and belonging among residents, attract higher numbers of people, and generate significant trip volumes within and beyond their respective boundaries. Although their core function is typically retail and local services, centres are also the places where people do business, meet, relax and often live.

Centres are traditionally places that are most accessible and where both public and private investment tends to occur. By nature centres are places where activities cluster, providing benefits that include:

- creating a ‘critical mass’ of retail and services and the resulting ‘flow-on’ benefits of being co-located
- creating opportunities for the more efficient and balanced concentration of goods and services
- higher levels of amenity and diversity within the local area
- making the most efficient use of the investment in physical and social infrastructure
- providing focal points for communities by increasing opportunities for social interaction
- providing greater opportunities for integrating land-use and transport, particularly public transport, walking and cycling, with other land uses.

Because of the vital role centres play in everyday urban and rural life, it is crucial to improve their attractiveness and capacity to perform their respective functions - and share the benefits of growth and development.

Manukau’s centres are therefore a key spatial priority in the future development of the city which seeks to:

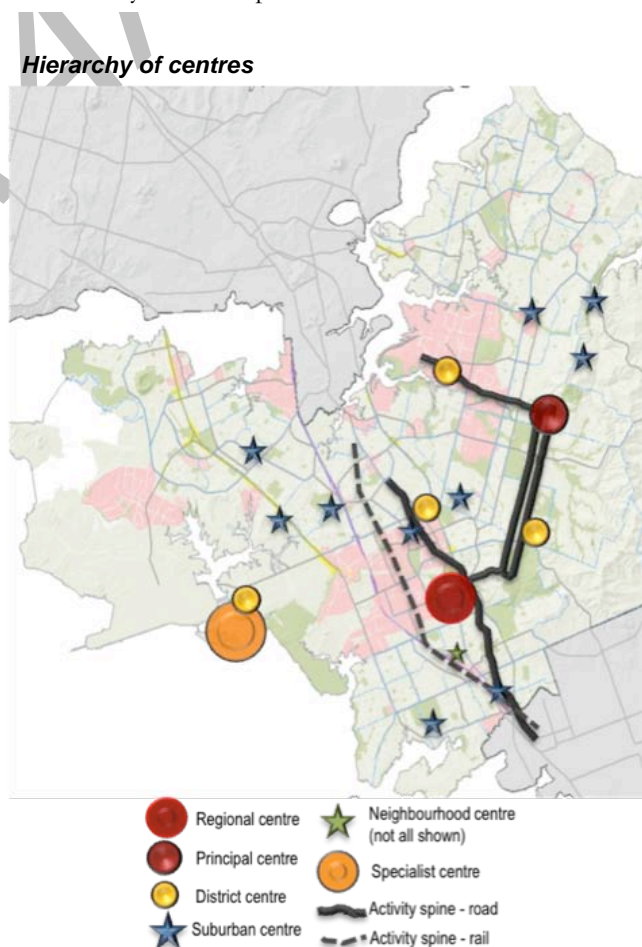
- promote the strategic importance of the centres in accommodating population and economic growth, meeting the needs of communities and improving the suitability of development
- promote the complementary advantages of the different centres in the network
- improve accessibility to centres from the areas which they serve, particularly by public transport, walking and cycling
- reduce the number of private vehicle trips to and from centres by concentrating activities that generate high numbers of (non-freight) trips in highly accessible locations
- broaden the range and mix of centre functions and uses, appropriate to the role and function of the particular centre
- enhance the attractiveness, vitality and viability of centres which includes maximising housing provision through intensification, mixed-use development and improvements in amenity.

Existing and planned centres will be maintained and strengthened. For the larger centres this means:

- retaining their role as primary places to shop
- growing their multi-functional nature.

For the smaller centres this means:

- retaining and strengthening their role in providing accessible convenience shopping and local community services.



## Manukau's network of centres

Manukau has a well-established network of centres across the city ranging from the regional Manukau City Centre through to small neighbourhood and local centres. Each centre performs a role and function reflecting its location, population catchment, size and historical development patterns. Seven broad types of centres are identified (Table: Centre hierarchy on the next page). This helps define the role and function of different centres, including preferred uses, scale of development and links to the public transport network. It provides a framework to co-ordinate appropriate types and levels of development and transport provision.

Table: Centre hierarchy

Centre type	Current role & function	Future role & function	Centre characteristics and criteria
Regional Centre	<ul style="list-style-type: none"> <li>Manukau City Centre*</li> </ul>	<ul style="list-style-type: none"> <li>Manukau City Centre*</li> </ul>	<ul style="list-style-type: none"> <li>extensive retail offer (i.e. &gt;100,000m<sup>2</sup> total retail floor space)</li> <li>numerous department stores and full range of retail goods and specialist stores</li> <li>civic centre and centre of local government head quarters</li> <li>major regional employment node (including large corporate offices)</li> <li>community facilities</li> <li>extensive residential uses (i.e. apartments)</li> <li>extensive recreational and entertainment activities</li> <li>major cultural institutions</li> <li>visitor facilities, including accommodation</li> <li>high level of pedestrian activity</li> <li>central multi modal public transport hub</li> <li>extensive on-street and off-street parking</li> </ul>
Principal Centre	<ul style="list-style-type: none"> <li>Botany Centre</li> </ul>	<ul style="list-style-type: none"> <li>Botany Centre</li> </ul>	<ul style="list-style-type: none"> <li>servicing a significant part of the city</li> <li>significant retail offer (i.e. between 50,000 - 80,000m<sup>2</sup> total floor space)</li> <li>at least one or more large supermarket and department stores, and a wide range of retail goods and specialist stores</li> <li>a large catchment covering several suburbs, and attracting activities that meet city wide needs</li> <li>some civic or government services</li> <li>significant employment node</li> <li>hub for community facilities</li> <li>range of recreational and entertainment activities</li> <li>medium-scale office uses</li> <li>high level of pedestrian activity</li> <li>sub-regional public transport hub</li> <li>significant on-street and off-street parking</li> </ul>
District Centres	<ul style="list-style-type: none"> <li>Pakuranga</li> <li>Hunters Corner</li> </ul>	<ul style="list-style-type: none"> <li>Pakuranga</li> <li>Hunters Corner</li> <li>Flat Bush (once completed)</li> <li>Auckland Airport (non-terminal once completed)</li> </ul>	<ul style="list-style-type: none"> <li>servicing one or more suburbs</li> <li>significant retail offer (i.e. between 10,000 - 30,000m<sup>2</sup> total floor space)</li> <li>anchored by one large supermarket and a range of retail goods</li> <li>some civic or government services</li> <li>employment node</li> <li>range of community facilities</li> <li>recreational and entertainment activities</li> <li>smaller-scale professional office uses</li> <li>high level of pedestrian activity</li> <li>very good accessibility by public transport</li> <li>on-street and off-street parking</li> </ul>
Suburban Centres	<ul style="list-style-type: none"> <li>Manurewa</li> <li>Papatoetoe</li> <li>Otara</li> <li>Mangere</li> <li>Mangere Bridge</li> <li>Auckland Airport (non terminal)</li> <li>Howick</li> <li>Highland Park</li> <li>Meadowlands</li> <li>Clendon</li> </ul>	<ul style="list-style-type: none"> <li>Manurewa</li> <li>Papatoetoe</li> <li>Otara</li> <li>Mangere</li> <li>Mangere Bridge</li> <li>Mangere East</li> <li>Howick</li> <li>Highland Park</li> <li>Meadowlands</li> <li>Clendon</li> <li>Clevedon</li> <li>Maraetai</li> </ul>	<ul style="list-style-type: none"> <li>servicing surrounding suburb</li> <li>moderate retail offer (i.e. &lt;10,000m<sup>2</sup> total floor space) of predominantly convenience-based retail</li> <li>some community facilities and services</li> <li>some recreational and entertainment activities</li> <li>small-scale professional office uses</li> <li>good accessibility by public transport</li> <li>on-street and limited off-street parking</li> <li>serve as important community focal points, ideally containing libraries, child care, health services, police stations and other facilities that benefit from good public transport.</li> </ul>
Neighbourhood Centres	<ul style="list-style-type: none"> <li>Beachlands</li> <li>Maraetai</li> <li>Clevedon</li> <li>Whitford</li> <li>Other...</li> </ul>	<ul style="list-style-type: none"> <li>Beachlands</li> <li>Whitford</li> <li>Homai</li> <li>Others....</li> </ul>	<ul style="list-style-type: none"> <li>servicing surrounding residential neighbourhood</li> <li>small retail offer based on convenience retail (i.e. &lt;2,000m<sup>2</sup> total floor space)</li> <li>servicing day-to-day retail needs</li> <li>community services</li> <li>very small-scale professional offices and specialist retail</li> <li>easy pedestrian access to neighbourhood area</li> <li>some accessibility by public transport</li> <li>generally on-street parking</li> <li>serve as important community focal points, ideally located close to schools, libraries, child care, health services, police stations and other facilities that benefit from good public transport.</li> </ul>
Local Centres	<ul style="list-style-type: none"> <li>Not listed</li> </ul>	<ul style="list-style-type: none"> <li>Not listed</li> </ul>	<ul style="list-style-type: none"> <li>servicing the immediate localized residential area</li> <li>small retail offer based solely on convenience retail (i.e. &lt;2,000m<sup>2</sup> total floor space)</li> <li>servicing day-to-day retail needs</li> </ul>
Specialist Centres	<ul style="list-style-type: none"> <li>Auckland International Airport</li> <li>Middlemore Hospital Precinct</li> <li>Wiri Super Clinic Precinct</li> </ul>	<ul style="list-style-type: none"> <li>Auckland International Airport</li> <li>Middlemore Hospital Precinct</li> <li>Wiri Super Clinic Precinct</li> </ul>	<ul style="list-style-type: none"> <li>often have a single primary use but can generate a mix of economic activities, e.g. airports, harbours and medical centres.</li> </ul>

\* Note - the Manukau City Centre includes the Supa Centa.

This hierarchy:

- promotes Manukau City Centre as the primary centre for Manukau and a regional centre for the southern sector of greater Auckland
- promotes the principal and district centres as major centres to service their large suburban catchments, providing for the weekly shopping, service and community needs
- promotes suburban and local centres in providing day-to-day convenience shopping for the immediate neighbourhood as well as an important focus for neighbourhood services
- ensures that employment centres, particularly specialist centres and business areas, do not take on the role and function of centres in the network or undermine their viability, particularly as regards retail and social services.

With more than ten centres identified as locations of major change, there will be increased options for investment and for locating a range of activities. However, the status of centres is not static - centres can and will move between categories and new centres will emerge, particularly in growth areas.

*There will be increased options for investment and locating activities*

### *Overview of the hierarchy of centres*

#### *Regional centre*

Manukau City Centre is Manukau’s largest centre of activity with the greatest variety of uses and functions and the most intense concentration of development.

Manukau City (along with the Supa Centa) is, and will remain for the foreseeable future, the ‘City Centre’ and dominant commercial and retail centre in Manukau, attracting shoppers and workers from throughout the city. It provides, or is able to provide, services and functions such as commercial, retail, housing, transport, more specialised personal services, education, government and tourism.

The Manukau City Centre is also the cultural, administrative and civic ‘heart’ of Manukau - a focus for civic and state functions and an entertainment and events hub. It will continue to be the preferred location for activities that have regional, sub-regional and local significance, and for activities that have a significant impact as trip generators, drawing users from across greater Auckland, especially south and central Auckland and the Waikato. The centre will thus benefit from the developing multi-model public transport network. The centre also has an emerging apartment residential component.

#### *Principal centre*

Botany Town Centre is Manukau’s only principal centre. This is unlikely to change, with future expansion plans expected to further its status in the network. The centre provides substantial retail choice, employment, and a wide variety of recreation and community facilities for the surrounding

Principal centres are targeted:	<ul style="list-style-type: none"> <li>• as a location for priority investment and support</li> <li>• as a focus for land-use corridors and public transport programs to produce better, more integrated land-use and transport outcomes</li> <li>• as priority for investment and location of significant land-uses where catchments overlap in any part of the network of centres.</li> </ul>
District centres are targeted:	<ul style="list-style-type: none"> <li>• as a focus for growth</li> <li>• for substantial reinforcement of the network by connecting most of these centres into the public transport network and encouraging more mixed-use development along appropriate land-use/transport corridors</li> <li>• for appropriate housing options of different types, including higher-density housing in and around these centres.</li> </ul>
Suburban / neighbourhood centres are targeted:	<ul style="list-style-type: none"> <li>• for appropriate higher-density housing in and around them.</li> </ul>
Key higher-order centres - Manukau City Centre, Botany, Pakuranga, Hunters Corner	<ul style="list-style-type: none"> <li>• focus for prioritised planning, investment, provision of infrastructure and accelerated development.</li> </ul>

community. Continued development of Botany as a principal centre provides scope to accommodate ongoing investment and change in retail, office, service and residential markets.

Manukau City and Botany are the two primary retail areas of the city and both offer significant specialty and large format retail (LFR) as part of their retail mix. These two retail destinations, along with Sylvia Park, are anticipated to absorb much of the forecast growth in the comparison retail sector.

The size and location of principal centres means they have an especially important role to play as a focus for community activity, services and investment.

#### *District Centre*

Manukau currently has two district centres – Pakuranga and Hunters Corner. Both are anchored by supermarkets and department stores, and have a selection of comparison-shopping, primarily fashion and accessories and footwear stores. The district centres have a less extensive economic trade catchment than principal and regional centres, whose trade catchment encompass and attract shoppers from across Manukau.

By 2060, it is envisaged Manukau will have four district centres, with Flat Bush and Auckland International Airport (non-terminal activity) included once fully developed. With both Pakuranga and Hunters Corner located in the proposed Residential Intensification Area (RIA), this continued growth will entrench these centres in their current role. Growth is likely to be in line with market growth and their current role in the market. Retail growth is likely to be focused on ‘more of the same’.

Continued development of the district centres supplements the network of regional and principal centres and provides additional scope to accommodate ongoing investment and change in retail, office, service and residential markets.

#### *Suburban and neighbourhood centres*

Twelve suburban / neighbourhood centres are identified. – Manurewa, Papatoetoe, Otara, Mangere, Mangere Bridge, Mangere East, Howick, Highland Park, Meadowlands, Clendon, Maraetai and Clevedon. Beachlands, Whitford and Homai. These centres are convenience-oriented centres that service the frequently required retail needs of the surrounding suburbs. The difference in status between suburban centres and neighbourhood centres is primarily based on size, potential and role in the market.

Developing these centres can improve access to local services and accommodate the changing housing needs of those who want to retain their links with their local community.

#### *Local Centres*

The presence of thriving local convenience shopping is important, especially for people less mobile and those on low incomes. Local centres, for example a dairy and one or two shops, play an important community role, offering access to very frequently used local convenience and often transport services. These centres will develop where the market determines as they do not generate any retail distributional effects, or threaten the viability of any other centre.

*Convenient shopping is important, especially for those less mobile and those on low incomes*

#### *Specialised Centres*

These important precincts play a vital role in both the regional and local economy and include:

- Auckland International Airport
- Middlemore Hospital Precinct
- Wiri Medical Precinct.

Specialised centres provide a mix of service and economic activities that generate high numbers of work and visitor trips. They require similar transport management responses to other types of large centres. Their planning and development must reinforce their specialised economic function, and should contain only uses that support and are consistent with continued growth in their primary function. Mixed-uses that complement the role of these centres are encouraged, but they should not compete with other nearby centres in the

network. Nor should these centres attract mixed-uses that serve a wider catchment and might inhibit their specialised role. They must be located on the public transport network.

### Corridors

A corridor is a linear, mixed land-use area with a sphere of influence approximately 2 kilometres wide, containing a major high-quality, preferably multi-modal transport route(s) or spine(s) that links and is anchored by high-order centres. Corridors are characterised by areas of nodal agglomeration, and able to accommodate high(er) concentrations of residential and/or employment growth in a way that complements and supports the role and function of the centres on the network.

The appropriate development of land-use transport corridors as part of a network of centres and corridors has definite advantages:

- it is sensible to intensify, diversify and focus land-use and economic activities in areas where bulk infrastructure and mass movement / transport routes and services (road and rail) are available
- by concentrating non-residential land-uses mixed with higher density housing, the distance between ‘home’ and other places is reduced, meaning fewer trips by car. It makes travel by public transport viable at the same time.
- because a wide variety and mix of land-uses are provided close to each other, there is ‘concentrated choice’ and a wide variety of customers can be served. This in turn creates the necessary thresholds for public transport modes and high-frequency trips
- the nature of corridors create opportunities for a range of smaller scale enterprises to enter the local economy
- because land-uses are more concentrated and public transport an attractive choice, the effect on the environment is likely to be less
- public infrastructure can be a catalyst for other actions which, taken together, can effectively integrate introverted and often low-income residential neighbourhoods spatially and socio-economically into the wider urban fabric by improving their general level of ‘connectivity’ and access.

*Classifying corridors*

To classify the corridors, each corridor is tested against the following key pre-conditions for corridor development:

- location of the QTN and RTN
- strongly links to high-order regional centres
- existence of or possibilities for multi-modal transportation
- high potential to accommodate growth and intensification
- presence of higher-order land-uses of regional significance on the corridor
- pre-existence of economic viability
- high economic feasibility
- critical economic mass and locational amenity
- multiple secondary centres and stops on the corridor
- presence of an efficient transport feeder system.

### Manukau’s network of corridors

Each corridor has its own unique role, function, character, scale and length, mix of land-uses, travel modes and patterns, historical process of development and sphere of influence. The city-wide corridors of significance for Manukau and the region are:

Table: Network of corridors

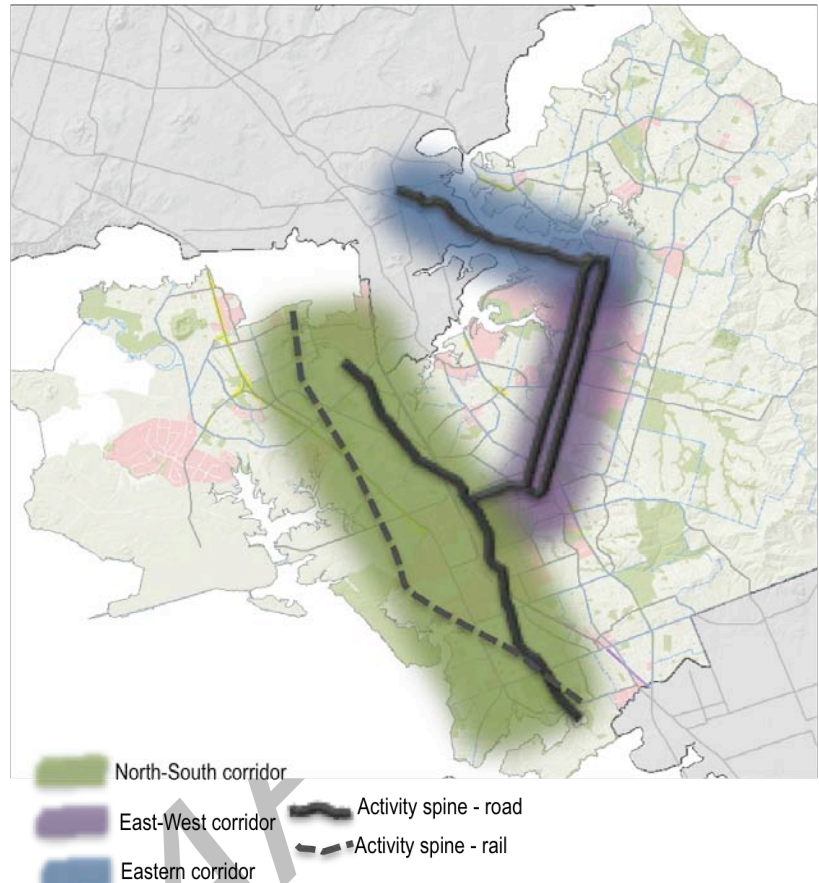
Corridor	Description	Development stage	Future corridor typology
North-South Axis Growth & Transport Corridor	Comprises the N1 Motorway as the high speed movement routes, and the Great South Road and the North Island Main Trunk Line as the primary movement routes with the former as the activity spine in the area linking Otahuhu, Hunters Corner, Manukau City Centre and Manurewa	-	<ul style="list-style-type: none"> <li>• Mixed-use</li> <li>• Higher density mixed-use development fronting directly onto street</li> <li>• Active ground floor</li> <li>• High quality public domain</li> <li>• Residential density: 60-100 du/ha</li> <li>• Residential intensification areas adjacent to rail line and stations (30-60 du/ha)</li> </ul>
	Sub-segment: Otahuhu to Manukau City Centre	Emerging corridor	
	Sub segment: Manukau City Centre to Manurewa	Potential corridor	
East-West Growth & Transport Corridor	Comprises Te Irirangi Drive and Chapel Road movement routes or potential activity spines, in the area linking Manukau City Centre and Botany Centre	Potential corridor	<ul style="list-style-type: none"> <li>• Connector</li> <li>• Higher density residential</li> <li>• Potential commercial / retail nodes at key intersections</li> <li>• High quality public domain</li> </ul>
Eastern Growth & Transport Corridor	Comprises the Ti Rakau Drive movement route linking Botany and Pakuranga with Glen Innes, Mount Wellington and Panmure (with public transport continuing through to Auckland CBD) via the AMETI (Auckland – Manukau Eastern Transport Initiative) link	Emerging corridor	<ul style="list-style-type: none"> <li>• Mixed-use</li> </ul>

Because of the uniqueness of each, the different corridors and segments on the corridors require different implementation strategies and development regulations. Corridor segments tend to be homogenous in character, forming a unit that is distinct from adjacent or connecting segments in terms of form, land-use type and intensity of use. Corridor management and structure plans need to be tailored for each corridor and each corridor segment based on detailed analysis.

Through the centres and corridors model, the city form will be shaped by making the significant centres and regional corridors the major focus for:

- urban restructuring, restoration and investment in social facilities
- implementation of a rationalised public transport network
- local economic development
- improvement in levels of amenity
- increased options in providing housing of differing types
- maximising environmental gain.

### Growth and transport corridors



### What must be done

- 1.1.1 Support and promote the role and function of each centre in the network.
- 1.1.2 Prioritise and promote the growth and development of the *regional, principle* and *district* centres and growth corridors located on the quality transport network.
- 1.1.3 Develop and apply criteria when considering a request for a new centre, to reclassify an existing centre or to locate in an out-of-centre location.
- 1.1.4 Ensure that transport is integrated with land-use development and considered together in decision making processes.
- 1.1.5 Ensure appropriate opportunities are available across the network of centres for the full range of retailing to establish.
- 1.1.6 Prepare corridor management and structure plans tailored for each corridor and each corridor segment.
- 1.1.7 Reflect the hierarchy of centres and growth corridors in the District Plan as a comprehensive set of structure plans, design guides and a range of complementary land-use zones.
- 1.1.8 Investigate future greenfield opportunities in the southern sector.

## Integrate transport planning with growth and development

Transport has a major impact on the city – its form, how it functions, when and how people travel etc. Transport accessibility and capacity, and spatial policies, cannot be considered in isolation. They are intrinsically linked and have profound impacts on each other.

Many of the problems we face today – reliance on the private car to go places, traffic congestion, destruction of what was once vibrant community spaces, a lack of safe and convenient walking – are a result of not viewing transport and other land-uses as one integral system as well as a predominant focus on the private car. These mistakes cannot be repeated and must be fixed to the extent possible. Three fundamental shifts are required to do so:

- approaching transport as being a land-use itself, linked to and an integral part of other land-uses
- devising a workable model that balances national transport needs and priorities with local needs and outcomes broader than transport
- greater use of public transport as people’s preferred choice for moving around and greater reliance on walking and cycling.

*Decisions made in isolation have profound long-term impacts and create problems often hard and expensive to fix*

Growth and development cannot result in ~~create~~ vibrant and sustainable living and working spaces when transport planning devalues the high impact it has on surrounding activities, nor can it create vibrant and sustainable places without supporting transport - in terms of both the services provided and design quality of infrastructure. Transport planning and investment on the other hand cannot achieve a greater shift to public transport in itself – it relies on supporting spatial and land-use ‘enablers’. These include development located in close proximity to transport networks and ‘people volumes’ to make alternative modes viable. There is thus an integral link between transportation and the spatial policies around centres and corridors, as well as the policy interventions of *City response 2: Create places and spaces for people*.

The focus has traditionally been on developing and completing a network of arterial roads in Manukau to facilitate mobility between areas and provide a platform for business growth. This focus must shift further towards an integrated model. It is recognised that some transport solutions may not seem cost effective in the short-term, but they may actually give the city the flexibility and resilience to grow sustainably in the future. It is essential to better balance the trip-making between roading, passenger transport and active modes to achieve objectives wider than transport only. The key is to develop integrated networks.

Transportation planning and investment must be responsive to both place shaping and movement objectives<sup>7</sup>. Improvements in public transport will therefore focus on centres and corridors located on existing or planned public transport networks, and will be coordinated with the ongoing development and redevelopment of the urban area.

*Public transport oriented development*  
Public transport oriented development is a moderate to high density mix of land-use activities such as residences, retail shops, offices, and civic and entertainment uses, located within 5 to 10 minutes walking or 400 to 800m of a public transport station, stop or route and designed to support public transport use.  
The ideal land-use / transport corridor has a station located every 2 to 3 km, which would allow public transport-oriented development to extend along the entire corridor with the highest densities and intensities of uses occurring near each station.

To increase public transport usage, and to ensure the community consider it as a realistic and attractive choice for everyday trips, centres and residential development located with access to existing and proposed public transport networks will be the focus for transport investment. Key trip generators, such as regional, principal, district and specialist centres, and higher density residential development located on the Quality Transport Network (QTN) and Rail Transport Network (RTN), will receive priority focus. Through this integration, development will support existing and future public transport infrastructure and services, as well as exploit

<sup>7</sup> Manual for Streets; March 2007, joint Department of Transport / Communities and Local Government publication, United Kingdom

existing areas of good public transport accessibility. Appropriate planning and zoning will promote and facilitate public transport oriented development around existing and planned public transport stations and model change points.

Transport facilities, services, and investments, including pedestrian and cycle facilities, will target the expected increase in mixed land-use centers and corridors and residential neighbourhoods. The subsequent anticipated reduction of single occupancy vehicles should additionally contribute to improved air quality.

*We will increase public transport usage and provide better access through walking and cycling*

The levels of connectivity between places must be improved. New development and redevelopment must therefore provide pedestrian, cycling and vehicular connectivity between individual development sites. This will provide alternative means of access between the centres and along the corridors.

Reorienting bus services and putting on new services that feed passengers onto it, rather than run in competition to the same travel destinations, will further capitalise upon the frequency and features of the rail service. A bus-rail interchange is currently being built at Manukau City Centre in conjunction with the rail connection (in addition to the recently completed one at Manurewa) to provide smooth and convenient interchange. Local bus services in Manurewa will provide feeder connections to rail at both interchanges. Passenger transport services from Flat Bush and suburbs east of Manukau City Centre will focus on the city centre interchange to provide for travel to the Auckland isthmus, CBD and other nodes on the RTN. Travel times for these journeys will be faster and more reliable than if made entirely by bus. This feeder strategy will also build patronage on the RTN services in which significant capital expenditure and operational subsidies are being invested.

The existing park and ride facility at Papatoetoe Railway Station is fully utilised and will be progressively expanded with increasing demand. A similar facility will be further developed at Homai Railway Station, and the bus-rail interchange at Manurewa also incorporates commuter parking. The council will explore further opportunities to provide park and ride facilities as dictated by demand.

Accessibility is not improved through public transport alone. Other modes of transport, specifically walking and cycling, play an equal role in people's ability to move from one place to the next on short trips without a private vehicle. Walking or cycling is often the most efficient way to get from a to b, yet past practices have discouraged walking and cycling. Still, there is a slow but continuous shift in attitudes and behaviours moving towards increased walking and cycling. Many see it as a healthy alternative for both themselves and the environment. The option to safely walk or cycle is however often not available, especially to the young and the old.

Investment will therefore be made in providing safe and convenient walking and cycling networks that connects neighbourhoods with centres, and centres within corridors. Priority will be placed on higher density areas and connections that can be made with existing transport networks. This is seen as a positive catalyst for behaviour change that provides good health and environmental outcomes.

Decision-making and the design of roads and other transport infrastructure will be seen in the context of, and integrated with, surrounding land-uses and activities to ensure:

- transportation contributes to the principles and intent of *Towards 2060*
- that the design of streets places equal value on the role of streets as places and as movement corridors for people and vehicles
- that transport corridors are safe and convenient for all users.

#### What must be done

- 5.1.1 Develop and apply criteria to determine the trade-offs required between transport needs, local needs and the achievement of broader outcomes.
- 5.1.2 Promote and support public transport oriented development.
- 5.1.3 Optimise multi-modal transportation design and increase mobility choice.
- 5.1.4 Direct transportation investments to support centres and corridors.
- 5.1.5 Enhance cycle and pedestrian circulation and network connectivity.
- 5.1.6 Work closely with transport agencies to ensure integration of transport decisions and investments with growth and development.

## policy intervention 1.3

# Promote mixed-use development with multi-modal transportation connections in the centres and corridors

Mixed-use developments help achieve more intensive development by using the same space for more than one purpose and more efficient land-use in terms of urban service delivery. They create lively and exciting urban spaces and enable better use of public transport.

Mixed-use centers and corridors typically bring together medium to high-density residential and non-residential uses within a walkable, cycle-friendly, and/or public transport accessible development framework. As a result, mixed-use places tend to be vibrant destinations that attract attention due to their level of activity and high degree of accessibility.

The success of Manukau's centres and corridors is dependent on an appropriate mix and diversity of uses set in a quality public realm. This will result in:

- vibrant, people friendly places servicing the needs of the local community and beyond
- enhanced economic activity in the network of centres and corridors
- convenient and accessible employment and residential areas
- maximised use of existing infrastructure.

Mixed-use places become vibrant destinations

Mixed-use centers must have well-mixed and integrated developments that do not segregated uses. This must be complimented with well-planned public spaces. The pattern and scale of development must be designed to integrate transport with other land uses. The land-uses with the highest levels of activity or intensity should be located close to the areas of highest public transport accessibility - the centre and/or corridor - and should have the highest densities and greatest intensity of uses.

Mixed-use developments provide places to live, shop, work, learn and recreate. Land must therefore be structured in a way that reinforces and protects neighbourhood integrity and facilitates convenient access between functions. Providing an orderly transition of land-uses is important for successful mix-use environments.

In order to move away from a dependence on the private motor vehicle to a successful and affordable public transport network, increased residential densities and mix-use development are fundamental requirements.

Compact high-density, mix-use areas more readily support passenger transport. There is a strong relationship between the success of passenger transport services and the density of development within the area it serves. A higher density of residential dwellings, employees or possible destinations within an area increases the potential number of passengers using the service. Mixed-use development also increases the use of walkways and cycleways, making public investment in this infrastructure more efficient.

### Socio-economic benefits of mixed-use centres

Economic benefits come from the agglomeration effects and interaction stimulated by clustering multiple activities in the same place, and from the synergy that result when both public and private investment complement each other.

Councils generally focus community facilities, streetscape amenities and major infrastructure assets in centres. This investment of public money achieves its full value if other major destination activities e.g. supermarkets, also draw people to centres. The value of the public sector investment is however diminished if private investment in major retail attractors goes elsewhere. This may mean that a centre fails to achieve its full potential in terms of vitality and amenity or worse still, its amenity may gradually be degraded and lost. Without a strong degree of 'certainty' neither public nor private sector investment is likely to be made.

Strong mixed-use centres also offer social benefits. In particular, they offer equity – allowing access for those who either do not have access to, or prefer not to use a private car, to the full range of activities required. This includes the economically disadvantaged, disabled, youth and aged.

To achieve successful mix-use environments within the centres and corridors the following needs to be done:

- plan for a mix of housing options, retail, services and employment along with public services and high-quality public amenity
- make mixed-use developments compatible with surrounding areas to reinforce a sense of neighbourhood and to minimise vehicle trips
- ensure convenience retail is planned in proximity to residential areas
- provide guidelines on the appropriate location of mixed land-uses in order to identify mitigating effects
- establish design guidelines to ensure residential land-use is located appropriately i.e. smaller lots are located close to amenity such as neighbourhood centres, parks, reserves etc.
- target public transport investments along routes and corridors that connect concentrations of office, retail, and residential uses
- offer residents safe and attractive choices among modes such as pedestrian walkways, cycleways and public transportation.

What must be done	
1.2.1	Provide a balance of land-uses that promote convenience, services and a sense of community.
1.2.2	Encourage the intensification and retrofitting of existing office clusters with new residential and retail uses.
1.2.3	Optimise multi-modal transportation design and increase mobility choice.
1.2.4	Establish and apply guidelines to appropriately locate mixed land-uses.
1.2.5	Establish and apply guidelines to appropriately locate residential land-use and developments.
1.2.6	Align and audit AMP's to ensure delivery on <i>Towards 2060</i> principles and priorities.

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policy intervention 1.4

## Promote selective intensified development and improve the sustainability of residential areas

A large number of new dwellings will be required over the next 50 years. Current trends indicate that on average, these will be households of fewer people than is the case today.

One of Manukau’s assets is its established urban pattern of residential neighbourhoods and centres. The older residential areas of the 1950s and 1960s are well regarded due to their housing stock, mature trees, and connectivity to what were then traditional town centres – Howick Village for example. Newer residential areas are more car-dependent and have poorer levels of connectivity and lack a finer-grain urban structure.

As the most accessible locations, centres have a unique capacity for higher density housing development. Medium and high-density residential uses can physically complement other centre activities by occupying the space above commercial uses, and by substantially adding to the vitality and viability of centres. Conversely, these commercial activities provide convenience close to where people live.

*Intensification along the central corridor and in local centres*

Given the lifespan of buildings in New Zealand is typically 50 plus years, and demand is likely to be modest along the corridors in the medium term, it may be necessary to set aside land for apartment or terrace housing development in key locations immediately adjacent to or in centres and corridors. At the same time, regulations around apartment height can be a powerful policy tool to support their commercial viability in the marketplace.

*Intensification in the north*

Market-led demand is likely to foster high growth in Bucklands Beach-Howick, Pakuranga, and Flat Bush. The relative amenity of these areas (notably proximity to beaches, accessibility to the Auckland CBD, and a master-planned development), suggest that these areas may ultimately absorb 30,000 apartment units or 75% of total forecast apartment capacity in the city. There is also a potential demand for terrace houses along the urban coasts and in the various centres.

Centres are also inextricably linked to their surrounding areas through their multiple functions. These adjacent areas provide a context for the development of centres, and centre development is based on a combination of factors such as geographical catchment, services and facilities provided, communities of interest, transport and infrastructure networks etc.

An increasing proportion of new housing is therefore to be developed within the established urban area, particularly in and around the existing centres.

- Residential development within all centres will be supported where it:
- is suited to the location and community context
  - enhances the viability and vitality of the centre
  - supports the development of

*Table: Estimated market demand by house type by market area 2060*

Catchment	Residential units 2060 (PEL)										
	Residential land area (ha)	Number dwelling units (DU) 2060	No. standalone units	No. terrace house	No. apartment	Standalone units %	Terrace house %	Apartment %	Population 2060 (2.6/ DU)	Dwelling density (DU/ha)	Population density (p/ha)
Botany-Dannemora	890	23800	11900	7100	4800	50	30	20	61880	27	70
Bucklands Beach-Howick	1080	23800	10400	7800	7800	40	30	30	61880	22	57
Clendon-Manurewa	1300	31100	15500	14000	1600	50	40	5	80860	24	62
East Tamaki-Otara	440	14800	7400	6600	800	50	45	5	38480	34	87
Flat Bush	740	17700	7100	5300	5300	40	30	30	46020	24	62
Mangere	970	27000	13500	12100	1400	50	45	5	70200	28	72
Manukau CBD	60	3800	1500	800	1500	40	20	40	9880	63	165
Pakuranga	610	17700	8800	5300	3600	50	30	20	46020	29	75
Papatoetoe-Manukau	850	20300	10100	8100	2100	50	40	10	52780	24	62
Balance	-	6800	6000	400	400	90	5	5	17680	-	-

Source: MCC (based on Property Economics growth overview)  
 Note – Flat Bush land area is nett and not gross as used for all other areas. The gross land area is 1233ha.

residential mixed-use and provides options in appropriate housing types

- maintains active ground floor activities and frontage
- result in the development of a secure and attractive living environment.

In addition to centres, Residential Intensification Areas (RIA's) are identified within the growth corridors. These RIA's have significant potential for accommodating more intensive residential and associated land-use activities through development, redevelopment and regeneration. The three key RIA's identified are:

- the existing residential neighbourhoods that straddle the NIMTL rail line and the Great South Road in the North-South Axis Growth and Transport Corridor between the specialist centre of Middlemore and the regional centre of Manukau City Centre
- the existing residential neighbourhoods that straddle the NIMTL rail line and the Great South Road in the North-South Axis Growth and Transport Corridor between the regional centre of Manukau City Centre and the suburban centre of Manurewa
- the existing residential neighbourhoods located adjacent to the Pakuranga district centre and within the Eastern Growth and Transport Corridor.

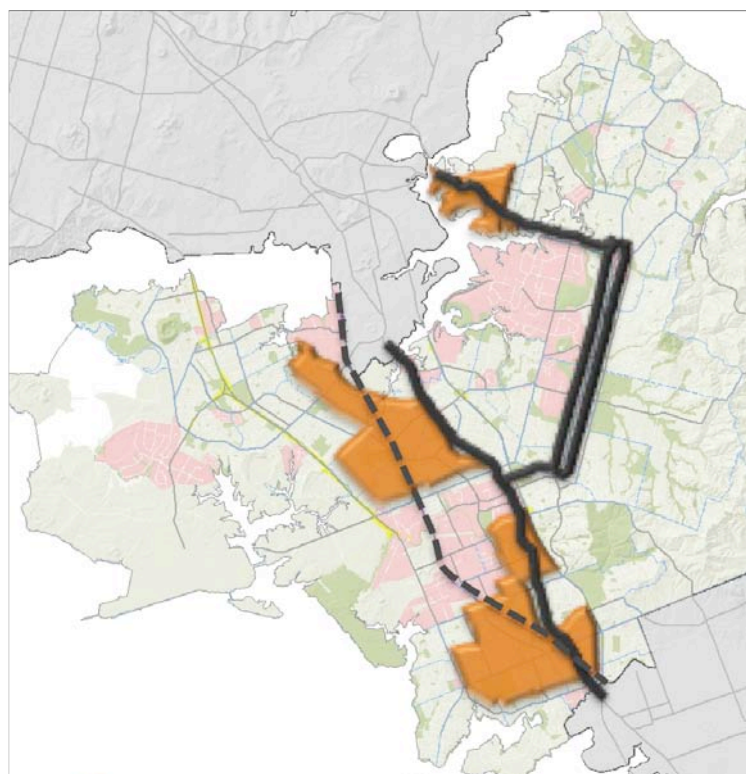
These three areas are selected due to:

- the existing and developing urban structure that 'clusters' these residential neighbourhoods around a network of centres and corridors located on and serviced by multi-model transport
- the structural ability and potential of these areas to accommodate more intensive residential and associated land-use activities
- their location within easy walking distance of a regional, principal and district centres and/or a suburban/neighbourhood centre served by local public transport
- their location within a transport corridor of regional significance, straddling and/or abutting a high priority movement route(s) or spine(s) that is part of the QTN and RTN
- existing or developing amenity within these areas
- their location within the logical economic growth path.

The combination of promoting residential development in or adjacent to centres and in RIA's will result in a concentration of residential and other activities at centrally accessible locations, rather than dispersed and/or greenfield development on the urban fringe. Encouraging higher density development on sites that are well located in relation to centres and public transport will:

- provide for the forecast increase in population and households within the current MUL

### Residential Intensification Areas



Residential intensification area

Activity spine - road

Activity spine - rail

Note – excludes greenfield areas

*Wastewater infrastructure - constraints to growth*  
Wastewater infrastructure in a number of areas, including some targeted for intensification, was planned for around 35 persons per hectare. These restricted areas include significant parts of Manurewa, Papatoetoe, Mangere, Mangere Bridge, Pakuranga, Howick, Hunters Corner and the Manukau City Centre. These areas will need significant redevelopment and extension of the wastewater networks to cater for intensification. The balance of the collection network was built to service up to 120 persons per hectare, with the exception of Randwick Park where it is 80 persons per hectare.

- ensure the available housing stock better matches changing demand by widening housing choice
- support opportunities for a wide range of income groups to choose housing in well-serviced locations
- increase the local population base to thresholds that ensure the long-term viability and vitality of centres
- increase the number of people using the facilities and services
- improve night-time activity and safety
- encourage walking, cycling and public transport as viable transport alternatives.

*Higher densities will not be promoted when it compromises the quality of living space*

Key considerations for the location of such development are:

- the potential to establish higher density housing in areas of high amenity, such as adjacent to large parks, in locations that offer expansive views, etc.
- higher density living options within 800m of centres or public transport nodes
- opportunities to encourage the preservation of existing housing units when feasible, especially structures of historic or architectural significance
- dispersal of affordable housing units throughout the city.

However, intensification and higher densities will not be promoted when it compromises the quality of living space and when it does not recognise the family formations particular to some communities. Also, the need to increase the housing supply in conjunction with local services must be balanced with the parallel need to protect neighbourhood character, preserve historic resources, and restore the natural environment. Investment in centres and RIA's will therefore aim to conserve, enhance and revitalise these areas – rather than intensify simply for the sake of it. The regeneration of areas, especially when associated with intensified housing, must go hand-in-hand with investment in the public realm and public open space. Importantly, the challenge is to avoid the simplistic application of standard models to what is arguably one of the most complex locations in New Zealand and to adopt a place-based, rather than generic strategy.

Residential development within the neighbourhoods adjacent to centres will also be supported. The intention is to maintain and conserve these residential areas by:

- acknowledging the role of and contribution of traditional suburbs to a diversity of housing stock and family formations
- ensuring new development within these residential neighbourhoods respects the existing physical character of the area - recognising that some physical change will occur on individual sites over time
- adapting and reinvesting in those residential areas better located relative to the existing network of centres and public transport routes
- investing in underperforming or declining residential areas to achieve greater connectivity, and promoting more traditional residential development patterns for both new and redeveloped residential areas. This includes guiding infill development and creating a more compact urban form, characterised by:
  - pedestrian-oriented design promoting better access to the centres, employment and community facilities

*Key principles of building sustainable neighbourhoods*  
 These principles for building sustainable neighbourhoods and residential areas are drawn from international examples and aim to create attractive and liveable neighbourhoods.

- an urban structure where networks of neighbourhoods are clustered to support larger activity centres on the transport network
- compact neighbourhoods oriented around 'walkable' distances between activities and where district, suburban and neighbourhood centres provide access to services and facilities for day-to-day needs
- reduced dependence on private vehicle use because of accessible and convenient public transport, safe and attractive pedestrian links for walking and cycling, and permeable subdivision layouts that allow easy movement through and between neighbourhoods
- a range of lot sizes and housing types that satisfy the needs and aspirations of the different sectors of the community
- integration of housing, workplaces, shopping, recreation, and community services that provide a mix and level of activity and threshold in a safe environment that attracts people, stimulates interaction and provides a lively community focus
- a range of open spaces to meet different needs, with links to the greater open space networks and regional parks where possible
- a strong sense of place where intensification and development emphasises existing identity, cultural heritage, attractive built form and landscape character, in part by relating the scale of infill development, alterations, renovations, and additions to existing neighbourhood context
- environmentally friendly development that includes improved energy efficiency, water conservation, local management of stormwater and wastewater treatment, less waste and reduced air pollution.

- a variety of uses and diverse housing types within easy walking distance of a centre or corridor
- where appropriate, modernised or redeveloped housing stock
- improvements in the public realm
- efficient use of space.

*Towards 2060* is the precursor to more detailed planning initiatives such as structure plans, master plans and infrastructure plans. Detailed planning outcomes will therefore be developed at the level of the individual centre, corridor segment and neighbourhood – a process that will address planning issues at the local level.

When identifying areas for redevelopment and intensification through such a process, the following will be considered in determining the structural ability and capacity of an area to accommodate growth:

- quality of the housing stock - poorer housing stock can be more easily replaced through more intensive re-development
- street and block pattern - straight streets, smaller street blocks and/or blocks which can be re-subdivided with new streets are better suited to intensification
- subdivision pattern, lot size and shape - regular rectangular or square shaped sites are more suitable for intensification. Sites which have narrow frontages may require new streets or lanes to be introduced so that all or most dwellings have street or lane frontage
- views (particularly water), north facing aspects, natural and built amenity - can all improve development feasibility and market demand
- relationship and proximity of the proposed development to existing facilities including shops, schools, etc.

### What must be done

- 1.3.1 Locate a substantial proportion of new residential growth in or close to centres and defined intensification areas that have good access to services and public transport, particularly in the northern residential areas where local amenity results in strong demand and along the central corridor (Papatoetoe-Manukau CBD-Manurewa).
- 1.3.2 Promote appropriate higher-density residential and mixed-use development in neighbourhoods and areas located around the centres that have good access by public transport, walking and cycling.
- 1.3.3 Create investment opportunities for new housing and employment in the main north-south corridor through land assemblage incentives and public infrastructure improvements.
- 1.3.4 Acquire land in the growth centres to meet public open space demands for intensified housing.
- 1.3.5 Align and audit AMP's to ensure delivery on *Towards 2060* principles and priorities.
- 1.3.6 Prohibit further residential development under national grid transmission lines or other such unsuitable locations.

## policy intervention 1.5

# Manage the location and form of retail and commercial activities in the centres and corridors

*Policy intervention 1.1* provides for a development model that is aimed at preventing urban sprawl into rural areas and making the most of existing infrastructure by concentrating development in the centres and corridors.

New single-use retail and commercial facilities that locate outside of a centre, or is distant from a centre and from public transport, rarely come with the co-location or added economic, environmental and social benefits presented by a mixed-use centre. They generate increased transport trips, higher use of private vehicles and have consequent environmental impacts. If they are of a sufficient scale they can also threaten the viability and vitality of existing centres and devalue public spending on infrastructure in existing centres. In some cases significant new out-of-centre developments can require additional infrastructure, resulting in duplicated services and increased pressure on limited funding resources.

Retail that falls into the general merchandise category, such as hypermarkets, supermarkets or clothing and fashion categories, generate higher levels of repeat visits. They can generate much greater economic, social and environmental benefits if located in a mixed centre and co-located with other complementary or even competitive stores.

On the other hand, yard based, trade based and bulky goods retail generate infrequent visits. Stores selling these goods are large by necessity of their products, requiring more extensive building footprints, large servicing and car parking areas. They are mostly not suitable or viable locating in centres. Out-of-centre locations on the edge of centres or along corridors are justified in this case.

Because of the nature of Manukau's network of centres, development or intensification of out-of-centre, single-use retail activities could threaten the role and function of the established centres in the network. *Towards 2060* therefore discourages proposals for new development or expanded activities remote from activity centres. Preference is given to locations in or on the border of existing activity centres or along appropriate corridors. Out-of-centre proposals will only be considered where it can be demonstrated that the proposed use or development is of net benefit to the community in the area served by the proposal.

A 'sequential test' approach will be applied to identify the preferred location for single-use retail developments. Firstly, an assessment of the capacity and appropriateness of each centre to accommodate the proposed development will be undertaken. If opportunities are not available in-centre, then consideration will be given to edge-of-centres locations or on the identified corridors if appropriate. Benefits are likely to be strongest in a hierarchy of options where:

- additional development takes place in the centre, or by an expansion of the centre
- followed by edge-of-centre sites where a development will be well connected to the centre
- followed by appropriate location within the identified key corridors.

New 'out-of-centre' locations that are accessible by a range of transport modes may be considered where all other options have proven unacceptable.

Different centres have different functions depending on their scale

### *Retail assessment criteria*

When applying the sequential test approach to proposed out-of-centre developments, considerations will be given to:

- likely impact of the development on the economic viability and social and cultural vitality of existing or proposed centres in the network
- accessibility by public transport, walking and cycling
- likely trip generation and effect on overall travel patterns, travel demand and private car use
- requirement for further direct or indirect investment in public infrastructure or facilities that not funded from development contributions
- direct or indirect impact on existing public infrastructure.

and the catchment they serve, and the mix of retailing will vary from centre to centre. Not all centres need or should have all types of retailing. However, it is important that the network as a whole provides for all types and scales of retailing. *Towards 2060* supports commercial development that consolidates activities, including major retail developments, within centres that provide a variety of land uses and are highly accessible. Where appropriate, it also supports such developments along the identified corridors. It is essential that future structure planning for centres and corridors provide for appropriate and adequate retail growth.

Large format retail (LFR) has a particular impact on their surrounding environment and communities. The location preference for LFR is:

Large format retail activity	Locational preference			
	Centre	Edge-of-centre	Significant regional corridor	Industrial / employment area
Yard based activities e.g. building supplies, garden centres, car sales, agri supplies	X	1	3	2
Trade suppliers e.g. tiles, paint, electrical supplies, plumbing supplies, catering supplies	2	1	3	2
Bulky comparison goods e.g. white-ware and appliances, furniture, office products, carpets, bedding	2	1	3	X
General merchandise e.g. supermarkets, hypermarkets, discount stores, department stores, home-wares, clothing	1	2	X	X

Key: 1 = Ideal location; 2 = next best; 3 = 3rd option with conditions; X = not supported

Retail developments that turn blank facades to the street, ignore their surroundings or are separated from the balance of the centre by an expanse of car parking make no contribution to the safety, attractiveness and vibrancy of the public realm or to the community role of the centre or corridor in which they are located. Given the significance of retail developments as an attractor of visits to centres, and in the corridors, it is important that their design contributes to the improvement of the public realm and links the retail developments positively to the location and its immediate surroundings. The interventions of *City response 2: Create places and spaces for people* have a direct bearing on future retail developments.

The capacity and functional ability of network centres to accommodate an appropriate level and range of retail activity, and hence their role and function, will be tested through regular centre 'health checks'. Centres may be reclassified in light of such evaluations. This process should ensure that the network is sufficiently flexible to accommodate changes in the role of centres and their relationship to one another.

The key objective of this approach to retail and commercial development is to promote the vitality and vibrancy of centres by:

- planning for the growth and development of existing centres
- enhancing existing centres by focusing development in these
- creating opportunities for economic development within the centres.

### What must be done

- 4.1.1 Manage the location of retail activities to ensure they support a compact urban form, provide for sustainable transport options, efficient use of resources and support the long-term vitality and viability of the existing and future centres.
- 4.1.2 Ensure appropriate opportunities are available across the network of centres for the full range of retailing to establish.
- 4.1.2 Develop and implement 'retail assessment criteria', based on a sequential test approach, to determine the best location for single-use retail developments.
- 4.1.3 Develop guidelines for retail developments, including large format retail, to determine location preferences.
- 4.1.4 Ensure the design of new retail facilities in centres and corridors is well integrated, contributes to a sense of place and enhances the public realm.
- 3.1.5 Ensure that land-use patterns and zoning regulations support appropriate retail infill in centres and corridors.

## Manage and protect rural and coastal environments for their inherent qualities

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Manukau's rural and coastal environments are highly valued by its people. These rural areas have a regional and national role as a productive resource and in providing rural amenity. Rural and farming communities play an important part in managing and maintaining an attractive landscape, providing opportunities for tourism, recreation and education, and contributing to a source of food. However, many rural communities are under stress and a new approach is needed to underpin the future viability of rural communities.

The economic structure of Manukau's rural areas has changed in recent years and employs fewer people - more people live and work in these areas but are not directly part of the agricultural economy. However, rural production still remains a major land-use. These areas have a high quality natural environment and play a major role in food security, protecting biodiversity and preserving natural, coastal and cultural assets. These are 'working lands' of high productive value that support diverse rural industries such as tourism and extraction in addition to agriculture. This requires appropriate management and protection.

Manukau's rural and coastal areas experience significant pressures from the Auckland population wishing to live in a rural or rural coastal setting. This pressure and development results in increased fragmentation of land, and loss of productive capacity, rural character and local amenity. These negative impacts are often not identified until after the event. Accommodating this demand, particularly in the rural periphery and coastal areas, requires the subdivision of land that, once subdivided, limits or precludes future productive use.

The future demand and uses of productive rural land, food security and sustainability are somewhat unknown given the challenges of climate change, peak oil, rising food prices and higher costs of production. This provides all the more reason why future options should not be foreclosed.

Manukau's rural areas are not required for future urban growth over the next 50 years. They are a critical part of the sustainable development of the city and region, and must be protected for their productive economic activity and the inherent values they hold for the people of Auckland. Future planning must therefore provide for a balance between development and a diversity of housing type and location, yet at the same time, protect the essential rural character and economic viability of rural enterprises.

*Towards 2060 supports the well-being of rural communities by creating conditions that sustain rural activities and lifestyles.*

Rural settlement issues are complex and varied. Different forms of rural settlement have evolved over time and the on-going process of evolution and change in rural settlement must be directed in ways that are economically, socially and environmentally sustainable.

Clarifying where rural residential settlement will be supported and where rural activities and environmental values are to prevail enables landowners and rural business activities to plan and invest with greater certainty. Without clear direction on future land development, resource lands are subject to land speculation. This can price land out of the rural industries market and increase land-use conflicts and reverse sensitivity issues which impact on the ability to continue viable production.

Controlling subdivision is a step towards retaining rural character. Subdivision of a single site arguably has a minimal effect on rural character, although issues of reverse sensitivity can compromise potential future land-use with even a small number of subdivisions. However, cumulatively subdivision has the potential to significantly affect rural character. In most cases, it is not so much the physical adjustment of boundaries that impacts on rural character, but the built structures, additional impermeable areas such as driveways, and ‘urban’ features that have a greater impact. Subdivision is merely the mechanism for these changes. Subdivision must therefore be carefully managed to maintain rural character.

The intention is to support the economic and social well being of rural communities by creating conditions that sustain rural activities and lifestyles. The urban and rural areas are intrinsically interdependent due to the complex flows of people, goods and services. *Towards 2060* aims to achieve a change in this relationship between rural and urban areas by balancing the competing demands and needs of:

- growth and development
- sensitive environments and natural landscapes
- rural values
- productive lands and versatile soils
- water resources
- rural-based economic activities.

*Towards 2060* also gives priority to current and future food production on prime rural land (class one soils).

The substantial proportion of future growth can be accommodated within the metropolitan urban limits. Limited residential settlement can be accommodated in the existing rural centres, and their future footprint constrained. This reduces the proportion of new housing development provided in rural areas in order to:

- encourage consolidation into existing centres (villages) and settlements where the investment in physical and community infrastructure and services has already been made
- minimise the uptake of rural land.

This will also increase job opportunities and services, providing additional locations for economic development. These rural centres will in turn strengthen their own catchments.

There will be limited dispersed rural residential subdivision. Any dispersed rural residential development must:

- maintain the long-term sustainable use of existing natural resources in activities such as agricultural production
- protect existing environmental qualities such as water quality, native vegetation, biodiversity and habitat
- provide environmental gain, enhancement or improvement - this may include riparian planting, protection and enhancement of native bush, or protection of identified outstanding natural landscapes.

*Planning for the smaller rural settlements*

Beachlands-Maraetai has experienced increased residential demand over the past ten years in the higher price brackets. This pressure is likely to continue. It is considered that the area’s ability to remain a destination is based on the natural amenity, which should be enhanced by the built environment. This requires a focused settlement that enables increased commercial activity to service the local residents. Maraetai itself does not represent a market for lifestyle blocks as such, but shows a demand for residential development on the coast. It is important that growth is aggregated in the existing settlements to retain this area’s amenity.

The Whitford area is already a significant location for lifestyle blocks. The majority of the smaller (< 1ha) blocks are to the east of the village. It is considered that consider that this area is likely to continue to see the vast majority of lifestyle block demand due to its proximity to the larger centres and ability to supply larger blocks.

It is appropriate to reinforce this trend and divert new lifestyle block development and subdivision of existing blocks away from the Clevedon area that already has a mix of smaller and medium sized (1-4 ha) lifestyle blocks. Although it is estimated that demand for smaller blocks in this area is limited, it is important that these blocks do not forgo their current productivity through further subdivision - Clevedon is fundamental to the continued support of agriculture in the area.

**What must be done**

1.4.1 Control and manage development in rural areas and consolidate the settlement of existing rural centres by using all available regulatory tools.

1.4.2 Focus lifestyle block development in the Whitford area and protect high value agricultural soils around Clevedon from subdivision into uneconomic units.

*To be completed*

## Create places and spaces for people

### *Where we are today*

Manukau's city form has resulted in a city that lacks quality urban places and spaces for people.

- many developments ignore the role they play in creating or destroying the public realm and treat this interface as purely utilitarian
- transport and transportation uses focus on the 'throughput' of vehicles and driver safety, and pay little attention to people using the same space – streets were viewed as places for cars, not people
- high-density developments focus on 'density' and maximum economic gain without incorporating good design and the elements that make such developments desirable
- standardised residential and commercial 'models' that bear little relationship with their location, context or local character are often rolled-out
- limited attention is paid to the 'functionality' of the public realm and the infrastructure and facilities that must support it.

### *What we need to address*

As human beings we have a core needs to interact with others. In today's society this often takes place in shared public places, whether as individuals or as a community. Community spirit and pride is greatly desired amongst its members, yet often hard to achieve – partly because of the lack of physical space in which to meet and interact. We therefore need to address the:

- poor public realm that results from many developments
- quality of existing public places and spaces across the city
- loss of local character
- lack of adequate community facilities available to some communities
- general lack of understanding of what creates people focused spaces and places.

*Public places accommodate the events that are part of everyday urban life*

### *What we want to achieve*

- quality public places and spaces that become destinations in their own right
- a built environment that is pleasant to be in, attractive look at and works for people
- quality architecture that defines the public realm and road network
- uncluttered streets that equally serve as public places and movement corridors
- commercial site design that forms part of and contributes to the public realm
- a connected and usable pedestrian circulation system throughout the city
- connectivity between individual development sites
- built form, activities and services that are safe, accessible, usable and permeable for all users
- environments in which everyone can participate equally and independently, with choice and dignity
- design that respect Manukau's cultural and natural heritage
- an understanding amongst the development community of their role in and contribution to the public realm.

#### **OUR PRIORITIES**

- Develop tools and mechanisms that ensure good urban design outcomes
- Invest in public realm improvements, focusing on Manukau City Centre, Mangere Town Centre first
- Connect the pedestrian circulation network
- Create an understanding amongst those that have an impact on the public realm of their role in and contribution to it

## policy intervention 2.1

# Create places and spaces that put people first and add to a rich urban experience

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The public realm plays a very important part in the lives of people and communities. The public realm includes places such as streets, squares, footpaths and green spaces are an important form of social and economic infrastructure.

These places act as urban ‘living rooms’ and connect residents in their daily lives. These places accommodate the informal events that are part of everyday urban life – meeting a friend for coffee, discussing business, watching people or simply relaxing. When public places are of a good quality they improve the enjoyment we get from these activities - they instil a sense of confidence and belonging in people. However, when the quality is poor the entire environment becomes sterile, regardless of the quality of any individual element.

Public places are particularly important in the lives of people who live in crowded conditions where their living environment is often too small for the whole household’s needs. For them, public places effectively extend their living environment, providing space for social and often economic activities.

Public places include the interface with private spaces such as shop fronts. The character of public spaces is formed by the arrangement and details of the elements that define them such as building edges, public squares, shop fronts along a commercial street, or dwellings that line a residential avenue. Places that are safe, attractive and vibrant are likely to be valued and used by the local community and be more commercially successful.

Good design is central to the intent of *Towards 2060*. The success of Manukau’s built form, in particular the network of centre and corridors, is dependant on a range of factors - in particular the quality of the urban fabric and resulting amenity. Given the city’s strong and continued growth, very high standards of design are essential to make Manukau a better city to live in and one which is more attractive, usable, durable, adaptable and sustainable – one that caters for its people and communities.

*We will improve the quality of our places and spaces, focusing on people*

The quality of urban design will therefore be improved by:

- promoting high quality development within centres and along the growth corridors to improve aesthetics and encourage higher levels of investment. Design of new development will contribute to the overall visual quality and usability and define the street space
- anchoring and defining the public realm through quality architecture. Buildings will have architectural accents and features conducive to pedestrian scale and usage
- creating visual interest through well-designed building facades, shop front windows, signage and lighting, and facades that promote the human quality and scale of the street
- orientating buildings in mixed-use developments along streets, plazas and pedestrian ways with relatively continuous facades built to the front lot boundary. This provides a sense of enclosure, improves pedestrian comfort and activates the pedestrian environment of the street frontage, which in turn stimulates pedestrian street life. The ‘activation’ of such spaces can be encouraged through the design of adjacent structures; for example, through the location of shop entrances, window displays, awnings, and outdoor dining areas
- designing streets as the main public spaces, scaled for pedestrian use, whilst achieving visual cohesion by using a variety of techniques including; undergrounding of utilities, landscaping and streetscape improvements along street frontages etc.
- ensuring a gradual transition in the relationship between taller, more visually prominent buildings and lower, smaller buildings

- avoiding new surface parking lots within mixed-use centers. Instead, shared parking garages with active ground floor uses and architectural treatments for all visible facades will be encouraged. Alternatively, new parking lots will be located at the side or rear of buildings. Where feasible, existing parking lots must be landscaped to create a more pedestrian-friendly streetscape with business visibility
- providing usable and well appointed urban public open space within centers to serve as focal points and community gathering place
- supporting centres and corridors with appropriate transport infrastructure, recreational and community services
- accommodating all modes of transport in mixed-use developments to the greatest extent possible
- ensuring a high-quality pedestrian environment improves accessibility, liveability and amenity, encourages physical activity and reinforces a sense of place.

Streets are important public spaces, and transportation routes are more than just roadways for vehicles – they can be designed and built to accommodate different users and reflect surrounding land uses. Streets have five principal functions; place, movement, access, parking, and drainage and utilities<sup>8</sup>. Of these, place and movement are the most important in determining the character of a street. A sense of place encompasses a number of aspects of street design, most notably:

*Streets are more than just roadways for vehicles – they are important public spaces*

- local distinctiveness
- visual quality
- human interaction.

The term ‘complete streets’ refers to streets that are designed to provide safe access and movement for all users (i.e., pedestrians, cyclists, motorists, and public transport commuters). The urban form, trees, and buffers along such streets relate to the modes of transportation they support and the land uses they serve. Streets will no longer be designed by assuming ‘place’ to be subservient to ‘movement’. Both functions will be considered in combination, with their relative importance depending on the street’s position within the network and fabric of the urban area. The concept of complete streets’ will be strongly promoted and supported in conjunction with wider urban design principles.

Parks and other public open space equally contribute to a rich urban life, providing people with opportunities for active and passive recreation. Also, open space often forms part of the walking or cycling network, linking it to surrounding neighbourhoods and centres. Ongoing investment will be made in the acquisition and upgrading of public open space.

*We will make ongoing investment in acquiring and upgrading public open spaces*

There is a strong link between the physical environment, socio-economic issues and community health and wellbeing. Communities that contain a broad mix of housing choices, good public transport systems, ample employment opportunities, appropriate local support services, adequate social infrastructure and strong community networks tend to be safe communities.

Good planning and design of the built environment encourages physical activity and healthy lifestyle choices, provides a sense of community safety, and assists in crime prevention. In this regard, Crime Prevention Through Environmental Design (CPTED) integrated within the planning process offers key direction to increase community safety.

Feeling safe is a crucial requirement for people in using and feeling comfortable in public places. Focus will therefore be placed on:

- using best practice urban design, local transportation investment, community engagement and planning practice

<sup>8</sup> Manual for Streets; March 2007, joint Department of Transport / Communities and Local Government publication, United Kingdom

- providing appropriate social infrastructure and involving local communities in their planning
- integrating community health and safety (CPTED) considerations in the planning and development of new urban areas and redevelopment sites
- establishing visible, convenient and legible pathways and movement systems with good connectivity between places of activity
- providing cycling and pedestrian networks, open space, and formal and informal sport and recreation facilities.

The overall attractiveness of a place to live, work and play, as perceived by its residents and visitors, is generally described as the ‘liveability’ of a place. This can include safety, the quality of social interactions, opportunities for recreation and entertainment, aesthetics, environmental and cultural characteristics and importantly, employment opportunities available. The quality of places in the sense of liveability is therefore not only about the way it looks and functions, but also about the ability to work and make a living. Creating quality places and spaces for people therefore also includes:

- facilitating access to education and learning opportunities
- encouraging employment growth in centres, corridors and economic activity locations
- identifying, promoting and supporting new business and industry initiatives in rural centres, building on local strengths and opportunities.

### What must be done

- 2.1.1 Improve the urban design quality of the centres and growth corridors and build on their sense of place.
- 2.1.2 Ensure the design of new retail facilities in centres and corridors is well integrated and contributes to a sense of place and enhances the public realm.
- 2.1.4 Formulate and implement a manual for the design and development of streets.
- 2.1.5 Create attractive and functional sites for development through streetscape improvements and other public realm investments.
- 2.1.6 Ensure future planning of communities provides for a comprehensive range of live, work and play activities.
- 2.1.7 Develop guidelines to determine the location preferences for new developments.
- 2.1.8 Develop design guidelines for quality, higher density, mixed-use, centre and corridor based and pedestrian-oriented urban development.
- 2.1.9 Prepare detailed structure plans/master plans for centres to guide land use, transport, design quality of buildings and public spaces.
- 2.1.10 Develop adequate provisions and triggers for assessment within the Operative District Plan.
- 2.1.11 Continue to invest in and leverage parks, leisure, and cultural amenities as key community and economic development assets.

## policy intervention 2.2

# Create a sense of community, place and local identity through development and redevelopment

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A sense of place can be found in the distinctive features of an area's physical landscape, its people, economy, arts and cultural heritage. It can also be based upon the relationships, connections and networks between the people who live and work in that community. This sense of belonging is an essential part of building and holding communities together.

Planning for new development and redevelopment must maintain and reflect local community characteristics and sense of identity. Communities derive much of their identity from their history. Preserving historic elements helps to maintain a connection to the community history in the face of rapid growth. Because of the importance of a sense of community and identity we will:

- reinforce local character and identity in the planning and development of urban centres, villages and greenfield developments and infill areas
- design and site new development to achieve design excellence
- coordinate community engagement and community capacity building programs when planning for development and redevelopment projects
- use community engagement to assist in identifying unique local characteristics and building greater community ownership of outcomes
- provide for an accessible and high-quality public domain in all new and existing urban development areas
- establish design guidelines to encourage design excellence for all new prominent buildings and public spaces in key centres.

Manukau has many distinctive places that reinforce a sense of place and identity for local communities through their historic and cultural associations. Traditionally the 'town centres' are symbolic of the historic heart of a community. But these places also include natural landscapes, streetscapes, buildings, images and identity, and other structures and forms.

Redevelopment involving heritage places is particularly complex, but offers the opportunity to bring vitality and character to communities difficult to replicate through new development alone. Similarly, recognition of historic icons are an important economic development tool to attract business and support local tourism.

Culture can be represented in many ways - in heritage, tradition, architecture, crafts, design, festivals, the arts, including public art, as well as aspects of media, tourism, leisure, sport and recreation. All influence the cultural life of an area.

Protecting, respecting and where appropriate, capitalising on local identity, culture and history is an important part of community building and wellbeing. Future actions will include:

- enhancing local identity by responding to site context, site characteristics, setting, landmarks and views, and incorporating key elements of natural and cultural significance
- exploring cultural expression through architecture, crafts, design, festivals, and the arts
- ensuring streetscape elements reflect the historical character of the district
- ensuring the local context informs design through continuity of community character, historic fabric and street patterns
- ensuring new development recognises and respects an area's unique character and contributes to the life of the new community

*We will protect, respect and capitalise on local culture, history and identity*

- identifying, conserving and managing places of significant cultural heritage and historic resources
- planning for future provision of arts and cultural infrastructure and facilities, including cultural precincts in new development
- providing appropriate public spaces for cultural activities, events and festivals when planning communities.

#### What must be done

- 2.2.1 Manage growth and development in a way that recognises, respects and where possible, capitalises on local identity.
- 2.2.2 Protect the city's unique cultural heritage, including historic places.
- 2.2.3 Develop location-specific guidelines and design elements that reflect local context and identity for new development, redevelopment and public realm upgrades.

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## policy intervention 2.3

# Broaden the base of activity in centres and strengthen their multi-functional use

Council has a significant influence over the nature of its centres by the decisions it makes regarding investment in infrastructure, improvements to the public realm, and through the location and development of community facilities.

When additional community facilities and services are located in the centres, people using the centre can make a single trip to meet many needs in one place. This makes providing public transport services more viable, which in turn provides more people with access to the centre and services. This is especially important for people without private vehicles.

When centres contain a mixture of uses other than retail - such as residential, employment, libraries, health care, education, cafes, restaurants, leisure etc. - they become vibrant, attractive focal points for their surrounding communities.

A range of employment opportunities in the suburban and neighbourhood centres is similarly important to support sustainable communities. As employment becomes more compatible with residential environments, there is growing opportunity for home-working and live/work spaces. This adds another dimension to the vitality of such centres. Opportunities for telecommuting are also increasing as technology and infrastructure develop and the 'telecommuting worker' becomes a greater reality for employers and workers.

*Locally based employment is important to support sustainable communities*

The aim is therefore to broaden the base of activity in centres and strengthen their multi-functional potential, especially those centres dominated by shopping. Centres are to have a more mixed role for social and community focus, public transport hubs, places of local services, where people live, work and recreate, and to operate over longer hours for this wider range of services.

New or upgraded community facilities and other public services must, wherever possible, be located:

- in or on the edge of centres that are within the service catchment of the facility/service
- in or adjacent to a type of centre where the intensity of the facility/service is appropriate, measured by trip generation and the primary function of the facility/service.

This approach is particularly important for under-performing centres where such co-location helps share resources and makes the most of infrastructure and transport services.

In addition to council provided community services and facilities, council will also work with central government agencies to encourage the appropriate location of facilities such as schools, hospitals, health services and customer service centres. New higher-order facilities such as education and health facilities - including university and tech campuses, libraries and hospitals - that attract users from wider areas, as well as justice, police, community and administrative facilities should be located in or on the edge of the regional or principal centres with their good public transport.

New small-scale education, health and other community facilities that meet local needs - including child health centres, playcentres, local branch libraries and primary schools - will be encouraged to locate in or next to district, suburban, neighbourhood and local centres. These are important local uses for the community. Their siting should create effective links with related activities and encourage walking, cycling and the use of local public transport services. These facilities should also reduce the need to make trips outside the local area.

### What must be done

2.3.1 Continue the use of public-private partnerships for mixed-use development in centres.

*To be completed*

### *Where we are today*

Manukau City is exceptional in New Zealand in demographic terms. The current structure and projected changes in the population have profound socio-economic implications.

- the largest Māori population in New Zealand. The largest numerical increase in Māori population is projected, up 31% from 54,000 in 2006 to 71,000 in 2021
- home to one third of the country's Pacific peoples. Projected to increase to 155,000 in 2021. By 2021, one in three (34%) of Manukau population will identify with a Pacific ethnicity and 36% of New Zealand's Pacific peoples will live in Manukau
- the Asian population is projected to increase to 141,000 in 2021 and one-third (31%) of residents will identify with an Asian ethnicity
- people of European and "Other" ethnicities are expected to steadily decrease to 141,800 in 2021 - an 8% decline - representing less than one-third (31%), compared with 44% in 2006
- over a quarter of the population is under 15 years old (26%), and 42% is under the age of 25. Just 8% of the population is currently over 65
- the Māori and Pacific populations are much younger; with over three quarters under 40 years of age, and over a third under 15 years. Less than 5% are over 65
- the number of residents over of 65 is projected to grow from 28,700 in 2006 to 81,300 in 2031. The number under 15 years is projected to grow from 89,100 in 2006 to 114,600 in 2031
- though there is an increase in single and couple households, the residents per household has remained relatively constant since 1996. With Manukau's large Pacific Island population base and cultural associations to multi-family living arrangements, this higher ratio of persons per household relative to other parts of the region is likely to continue
- the average household income was \$68,100 in 2009
- deprivation, as measured on the NZ Deprivation Index, is highest in the areas of Mangere, East Tamaki-Otara, Papatoetoe and Clendon-Manurewa
- single parents currently make up half of Housing New Zealand Māori customer base (2008). The Corporation considers that with the aging of the non- Māori population and the continued youthfulness of the Māori population, Māori single parents are likely to account for an increasing proportion of its customer base in the future
- 43% of Māori with disability lived in areas classified as decile 9 or 10 (i.e. most deprived) [analysis based on the 2001 New Zealand Deprivation Index] compared with 17% of non- Māori with disability
- based on Statistics NZ analysis (2003) Manukau had 18 of the 20 most crowded area units in New Zealand
- home ownership rates in New Zealand have been steadily declining for all ethnicities (Statistics NZ). Māori rates have declined more quickly than for other ethnic groups.
- in Auckland, the home ownership rate for the general population is 63%, while the home ownership rate of Pacific peoples is 36% (2006). Pacific families also form the largest group of Housing New Zealand tenants. In the year to December 2006, Pacific families accounted for 23% of the Income Related Rent recipients for Housing New Zealand.

### *What we need to address*

- the safety of communities and people, especially the young and vulnerable
- the resilience of communities and people to withstand economic shifts and changes
- meeting the housing needs of the population in the context of their cultural preferences and needs
- the concentrations of relative socio-economic disadvantage in the southern and western parts of Manukau, as well as a range of other issues affecting the welfare of residents, like health outcomes and crime rates
- the social impact of inappropriate housing intensification
- homelessness amongst groups at risk.

#### OUR PRIORITIES

- Address the long-term housing needs of those that are most vulnerable
- Provide people in areas of high deprivation with greater transport choice
- Consider equity as a key criteria in the distribution of funding
- Focus interventions on the areas of Otara, Manurewa, Papatoetoe and Managere first

### *Where we want to be*

- the trend of increasing socio-economic disparities within the city is reversed
- social infrastructure is equitably supplied and distributed across the city
- housing options provide for a diversity of choices and household types
- people have transport choices that enable them to participate in society, especially those most disadvantaged or marginalised
- communities are resilient and able to adapt to change and adverse situations.

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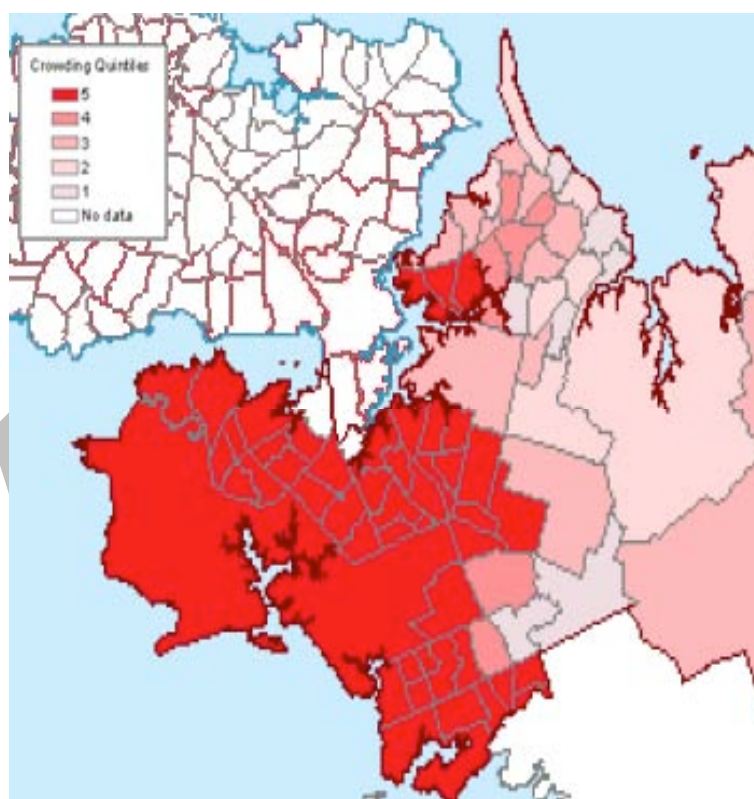
### policy intervention 3.1

## Partner with national government and the private sector to deliver affordable housing solutions and address issues of housing deprivation

Manukau is home to around 360,000 people. The houses they live in are central to their personal, family, and community welfare, and the manner in which they are housed has a direct relationship to aspects of their health, employment, family stability, cultural integrity, and whanau relationships. The quality of housing construction also has a significant bearing on people's finances.

Changes in house prices and patterns of home ownership in recent years have tended to worsen the socio-economic disparities within the city. Extrapolated growth forecasts 188,000 households in the city, or an increase of around 88,000 dwellings to 2061, accommodating around 240,000 people. Given that Manukau has the highest proportion of most deprived scores on the New Zealand Deprivation Index, it is imperative that these disparities be addressed. But the housing of Manukau's residents is not simply a matter of dwelling types or housing densities. The diversity of the city's population creates specific, and as yet largely unmet, needs and cultural preferences. Quality outcomes for residents will therefore only come from addressing the specific needs of Manukau's diverse community in a way that appropriately considers the people, their culture, place and the environment.

Relative crowding, 2001



Source: Ministry for Social Development

The potential tripling of the number of people over 65 years of age, with a significant number being of Māori and Pacific ethnicities - having specific cultural needs in housing – raise the first of many particular issues of future housing provision.

Housing New Zealand research (2008) shows that a large proportion of older Māori have little or no savings or assets, superannuation being their sole source of income. As a result, Māori will have fewer housing options available in retirement and there is likely to be a sizeable increase in the number of kaumātua experiencing housing stress and potentially requiring assistance.

With the aging of the non-Māori population and the continued youthfulness of the Māori population, Māori single parents are likely to account for an increasing proportion of Housing New Zealand's customer base in the future (Statistics New Zealand). For these tenants, housing has to be appropriate to their needs, for example, safe, close to schools, public transport and amenities. Similarly, the disabled also have particular housing needs.

Census data analysis of crowded households - requiring one or more additional bedrooms - shows that Manukau had 18 of the top 20 most crowded area units in 2001 (Table: Twenty most crowded area units in New Zealand by Territorial Local Authority). Crowding was mainly in the south and west of the city, with an outlier in the Pakuranga area. Increasing between 2001 and 2006, the incidence of crowding in New Zealand was highest in Manukau (10.7%) in 2006. Household crowding was highest for Pacific peoples with almost half of households classified as crowded (48%). Though significantly lower at 27%, the incidence of Māori household crowding may increase in line with increases in the number of elderly Māori.

The concentrations of relative socio-economic disadvantage in the southern and western parts of the city - even without addressing a range of other issues affecting the welfare of residents, like health outcomes and crime rates - highlights the broad complexity of issues in which housing is set. Viewing housing matters as part of a wider, integrated provision of public services will be extended and deepened as part of long-term strategic approach. Spatial planning is an important, but only one part of the response to addressing the disparate socio-economic status of Manukau's people.

The needs of specific groups within the community - Māori, Pacific peoples, older persons and the disabled - will receive particular focus.

There will be a proactive approach to meeting these needs, involving the full range of national and local public agencies, with housing being part of a wider initiative. The council will drive and facilitate this integrated public sector intervention.

We will also work closely with both public and private sector role players and communities to promote the development of suitable affordable housing.

There will be close alignment and co-operation with Housing New Zealand's housing work programmes for older people, women, children and youth, disabled people, Māori, Pacific peoples and other ethnic communities, all of which have social, health and support needs not always well met by the housing market. This includes promoting and supporting other housing initiatives such as the:

- Community Renewal Programme
- Healthy Housing Initiative
- Modernisation Programme
- Energy Efficiency Retrofit programme.

**Table: Twenty most crowded area units in New Zealand by Territorial Local Authority, 2001**

Census Area Unit	TLA	Number	Percent
Harania North	Manukau City	273	43.5
Otara West	Manukau City	231	41.8
Flat Bush	Manukau City	306	41.3
Viscount	Manukau City	303	41.2
Ferguson	Manukau City	294	40.8
Otara East	Manukau City	324	38.6
Otara North	Manukau City	114	38.4
Otara South	Manukau City	246	38.1
Clover Park	Manukau City	300	37.9
Arahanga	Manukau City	135	37.5
Mangere Central	Manukau City	210	36.8
Harania East	Manukau City	339	36.2
Harania West	Manukau City	297	34.7
Mascot	Manukau City	222	31.6
Wiri	Manukau City	261	30.3
Walmesley	Auckland City	255	29.0
Fordlands	Rotorua District	129	28.9
Grange	Manukau City	111	28.5
Aorere	Manukau City	273	27.9
Favona	Manukau City	312	27.4

Source: Statistics New Zealand, (2003)

#### Housing affordability

Real house prices in New Zealand increased by 80% between 2002 and 2008 - an increase almost as large as the total increase in the previous 40 years.

Statistics NZ data shows home ownership rates in New Zealand have been steadily declining for all ethnicities. Since the early 1990's there has been an on-going decline in Māori home ownership from just under two thirds (61.4%) to just under half (45.2%) of the Māori population. While part of a broader trend in home ownership in the country, the Māori rates have declined more quickly than for other ethnic groups. There has been a corresponding increase in the proportion of Māori in rental tenure from 38.6% in 1991 to 54.8% (2006).

In Auckland, the home ownership rate for the general population is 63%, while the home ownership rate of Pacific peoples is 36%. Pacific families also form the largest group of Housing New Zealand tenants. In the year to December 2006, Pacific families accounted for 23% of the Income Related Rent recipients for Housing New Zealand. There is a strong correlation among Pacific peoples between a person's employment status and tenure of dwelling. Pacific people on low incomes or dependent on a government benefit are more likely to live in rented accommodation. Those employed full-time are likely to own their home.

Pacific peoples' levels of home ownership are likely to remain lower than for the general population (Reserve Bank of NZ, 2008). In the longer term, the inability of earlier and current generations to own a home is likely to have a significant impact on the ability of Pacific families to generate wealth in the future. In a home-owning society like New Zealand, families and groups can feel alienated if unable to purchase a home, and can lead to ongoing social problems. Furthermore, in New Zealand, the mortgage is currently the key instrument for obtaining reasonably priced finance. Without a house, the cost of borrowing and the ability to withstand financial and other life events is weakened.

Public infrastructure planning and delivery in the urban areas – such as health facilities, sports facilities and local amenities like libraries – will be used to address the needs of particular groups, rather than segregating them out of the community in isolated facilities, and to provide in the broader well-being of communities.

#### What must be done

- 6.1.1 Promote the development of affordable housing that meet the needs and cultural preferences of people and communities, both at a dwelling and neighbourhood level, with a focus on the southern and western urban areas.
- 6.1.2 Continue participation in and promotion of Housing New Zealand's various housing initiatives and programmes.
- 6.1.3 Develop initiatives and programmes to assist residents in vulnerable neighbourhoods.
- 6.1.4 Focus the delivery of leisure, recreation and community facilities and services in the most vulnerable neighbourhoods first.

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## Identify and prioritise strategic areas of regeneration

*Towards 2060* aims to address issues of spatial inequality and social exclusion. *City response 1: Secure population and economic growth and development* provides for residential intensification in centres and RIA's (residential intensification areas) in the corridors.

This intensification may include opportunities for the development of affordable housing, as described in the previous section. It is based on the premise that, due to increased density and smaller dwelling units, more affordable housing can be delivered in these areas. The intention is also that public transport services be available in these areas and that it provides a convenient and more affordable mode of travel for lower income households.

It therefore follows that priority be given to the redevelopment and regeneration of those places within the centres and proposed RIA's where there is substantial deprivation. An assessment of the implications of market-led change over the next 50 years suggests<sup>9</sup> that the existing variations in affordability of different parts of the city will be accentuated over time. Northern and central suburbs can be expected to retain their preferred position while the perceived issues in other areas put a brake on private investment. Issues of deprivation, social exclusion and disadvantage can therefore not be left to market-led change only – it requires active intervention.

Regeneration will involve central and local government working with local communities to address deprivation and inequality, and create successful, thriving places where people want to live. A key element for success depends on providing dwelling types that meet the cultural preferences of particular communities.

Regeneration initiatives will include:

- agency initiatives such as Housing NZ housing programmes
- retrofitting of existing and development of new housing stock
- creation of employment and business opportunities within areas of regeneration
- provision of facilities and services such as parks and libraries, and community based support services
- improvements in streetscape, open space and public realm upgrades
- public transport improvements.

Though Four areas are already identified – Otara, Manurewa, Papatōetoe and Mangere. The exact location of other areas of regeneration and their capacities for growth and development will be determined at the next level of more detailed 'area based' structure planning. As a result, targets need to be determined, tested and refined during the more detailed planning stage.

### What must be done

- 3.2.1 Direct a neighbourhood renewal strategy in Otara, Manurewa, Papatōetoe, and Mangere as a place-based response to disadvantage.
- 3.2.2 Establish formal 'whole of stakeholder' town centre partnerships as a vehicle for area regeneration.
- 3.2.3 Create investment opportunities for new housing and employment through land assemblage incentives, site preparation, and public infrastructure improvements to promote reinvestment and revitalization, focusing on the main north-south corridor.
- 3.2.4 Ensure that intensification initiatives in centres and corridors are place-based and meet the needs of local communities.
- 3.2.5 Use Manukau's open spaces to promote and celebrate culture and diversity.
- 3.2.6 Fund and support community and cultural events to foster greater social inclusion and tolerance.

<sup>9</sup> Property Economics

#### *Neighbourhood renewal strategy*

There is a potential synergy between the housing preferences of Māori and Pacific peoples, the cultural values of kaitiakitanga, the ethnic mix of Otara, Manurewa, Papatoetoe and Mangere and the relatively high number of larger sections in these areas. A concerted cross-sector approach by central and local government with opportunities for private sector participation could transform these neighbourhoods and make a contribution to meeting all five elements of the Māori Sustainability Framework:

- sustaining Māori cultural identity
- practising Māori environmental values
- strengthening Māori social cohesion
- realising Māori economic potential
- Mana Motuhake.

A neighbourhood renewal strategy would build on the strong alignment between Māori environmental values, ecological design principles (Sweden) and the principles that inform the sustainable settlements movement (Europe). The challenge for Manukau is to develop a model that blends Māori -Pacific design culture and housing aspirations into the mix.

Key elements in shaping the neighbourhood renewal programme are likely to include the *New Zealand Design Protocol* and the seven Māori cultural design qualities:

- Mātauranga - *knowledge and understanding*
- whakapapa - *relationships and connection*
- whanaungatanga - *participation and membership*
- Kaitiakitanga - *conservation and protection*
- rangatiratanga - *recognition and acknowledgement*
- tikanga - *sustainable use and management*
- mana whakahaere - *access and admission.*

An approach involving the full range of agencies would be able to build on a number of existing initiatives including:

- the MCC town centre research
- Housing New Zealand's community renewal, energy efficient housing, and healthy housing programmes
- the Māori housing design guide
- the Pacific housing design guide
- Crime Prevention Through Environmental Design.

There is already a substantial agenda in terms of neighbourhood renewal and a platform of Iwi relationships and consultation.

## Prioritise public transport in areas of high deprivation and ensure it is safe for everyone to use

Transport has a significant bearing on disadvantaged communities and those that are vulnerable. The disadvantaged, of all ages, form the core of those that do not own a private car. In a city such as Manukau that is predominantly car based, this has a particular impact on these members of society.

For any trip that is not walkable, they rely on family or friends, public transport where it is available, or alternatively use taxi's. On low incomes, transport costs can constitute a major component of weekly expenses. Getting to and from work on a daily basis can consume a large percentage of earnings, as it does for those on fixed incomes. It is often the older members of the community and woman that experience 'transport disadvantage' the most.

Manukau has numerous communities where transport disadvantage is prevalent. Issues that will be addressed include:

- investigating the availability of convenient public transport options in communities of highest deprivation. This includes considering where the service is provided in relation to where it is needed, and the nature of the service
- ensuring that public transport services and infrastructure in these communities are at minimum of equal standards to other parts of the city
- considering the affordability and safety of the services provided.

For shorter trips walking is often the most convenient way to get around. Other parts of *Towards 2060* express the intention to connect centres and neighbourhoods through a network of walkways and cycleways. This is especially important in disadvantaged communities, and has the added advantage of health benefits. Safety and personal security are however a major considerations, especially at night. Focus will therefore be placed on expansion of these networks in centres and neighbourhoods of highest deprivation, with particular emphasis on the safety of users.

Children and the old are the most vulnerable members of society. To them, roads and moving traffic often pose dangerous, sometimes fatal, situations. This harms not only families and communities, but has an avoidable economic cost to society. Past transportation planning often placed greater emphasis on the safety of the driver than it did on the pedestrian. Many parts of the city's roading network are therefore dangerous and difficult to navigate for vulnerable users. Though dedicated walkways are ideal to remove these users from the situation, streets will inevitably remain a major part of the pedestrian network. We will therefore:

- identify and reconfigure areas most used by and most dangerous to pedestrians
- ensure that future transportation planning and projects take into account and accommodate the needs of pedestrians and well as drivers
- through good design, ensure that new development and redevelopment pays adequate attention to safe and easy accessibility for all users.

### What must be done

- 6.3.1 Initiate a programme to identify and remedy pedestrian danger-spots, focusing on transport disadvantaged communities first.
- 6.3.2 Develop a programme to deliver safe and affordable transport options and choice in areas of high deprivation.

*To be completed*

## Reduce community risk and exposure to the adverse impacts of natural hazards

Various parts of Manukau are at risk from natural hazards such as flooding, storm tide action, landslides and fire. Development in natural hazard prone areas is a major community safety issue. Natural disasters are a significant and a rising expense for the community and are expected to increase in frequency and severity due to climate change.

Population growth, lifestyle changes and increased economic activity increase the pressure for development, often in areas prone to natural hazards. These areas are in particular along the coast and waterways, on steep slopes and in bush and forest areas. Further development in and around these areas increases the risk of flood, storm tide, fire and landslide events.

Natural hazards are declared when the fabric of a community is severely disrupted and requires intervention to return to normal. The intention of mitigation measures is to reduce the severity of, or eliminate the risk from a natural hazard. Natural disasters can of course not be prevented altogether.

Land-use planning can contribute to reduce the risk of disasters and must ensure that new development minimises the risk to people and property, and mitigates the cost of recovering from natural disasters. Planning schemes should clearly identify natural hazard management areas from flood, storm tide, fire and landslide. Identifying natural hazards management areas across Manukau will inform future land-use planning and development assessment. Specific actions are to:

- address the potential impact of flood, storm tide, fire and land slide through land-use planning, development assessment and land management practices
- coordinate district and regional data-sets and apply a consistent approach in identifying natural hazard areas and associated risks to inform mitigation plans and processes.

### What must be done

- |       |   |
|-------|---|
| 3.4.1 | In conjunction with the region, establish coordinated data-sets and consistently identify hazards and associated risks. |
| 3.4.2 | Develop integrated mitigation plans and processes.  |
| 3.4.3 | Reflect natural hazards and associated risks in the District Plan and discourage development in high-risk areas.        |

## city response 4

# Create jobs, wealth and a robust economy

### *Where we are today*

- the city has around 118 000 full time jobs, 22 350 businesses and a GDP of around \$10,767 million (2006)
- over the past decade growth in Manukau's economy has outperformed the regional and national economy
- the airport plays a key role in the nature of Manukau's economy and its growth, as does population growth in terms of the domestic market
- business has historically been driven by industrial activity, especially manufacturing
- manufacturing remains the largest employer even though its employment has continued to drop since the early 1990's
- food and beverage processing is a major employer and contributes 25% to value added to the manufacturing sector
- storage is the fastest growing industry with around 45% growth over the last decade
- commercial activities have grown in the eastern suburbs, linked to the character of the workforce, increasing amenity and benefits of critical mass
- primary industries account for a small proportion of the city's employment base.

### *What we need to address*

- the dependence of the large proportion of small and medium enterprises on the domestic market
- the impacts of globalisation and cheaper international labour on the manufacturing sector which is mainly focused on the domestic market
- the lower growth in productivity compared to OECD countries
- the low skill level of workers that is not suited to a knowledge economy or service based economy
- the high proportion of underperforming young people that will be entering the workforce
- the projected shortfall of jobs compared to the growth in workforce
- having sufficient suitable industrial land available for future growth
- the under-development of tourism in the city
- the growing needs of the logistics and distribution sector
- the higher unemployment rates as compared to national rates.

#### OUR PRIORITIES

- Diversify and shift Manukau's economy to a knowledge and service-based economy
- Prepare the workforce, particularly Manukau's youth, with the skills required by the future economy
- Plan for and accommodate future economic growth and development

### *What we want to achieve*

- an economy that is diverse and dynamic, that provides the employment opportunities needed and that is flexible when circumstances change
- a workforce that is skilled and innovative and meets the challenges of a future knowledge and service-based economy
- good transport and communication access and systems, and infrastructure that support businesses to prosper.

policy intervention 4.1

## Ensure the city has a sufficient supply of industrial land to meet long-term needs

Manufacturing is, and has historically been, a major industry and employer in Manukau. However, despite its current employment rates and contribution to GDP, manufacturing has been in decline as an employer for nearly two decades. There is however a gradual shift away from low-value to more high-value manufacturing. Still, manufacturing continues to be largely orientated to the domestic market and is not competitive on a world stage.

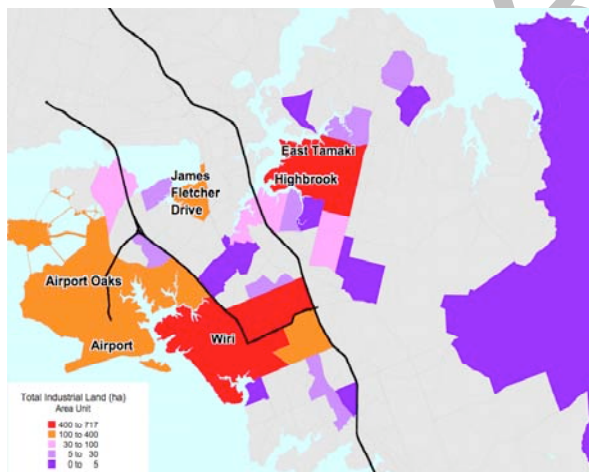
Reliance on this sector as a major employer over the long-term is unlikely to be sustainable. The economy of the city ultimately has to diversify more and be transformed from a manufacturing to a knowledge and service-based economy.

Many of the service industries, such as transport and storage, require a sufficient supply of industrial land. There are four principal areas of industrially zoned land in the city as shown in the figure below.

- East Tamaki / Highbrook
- Airport / Mangere
- Wiri
- James Fletcher Drive

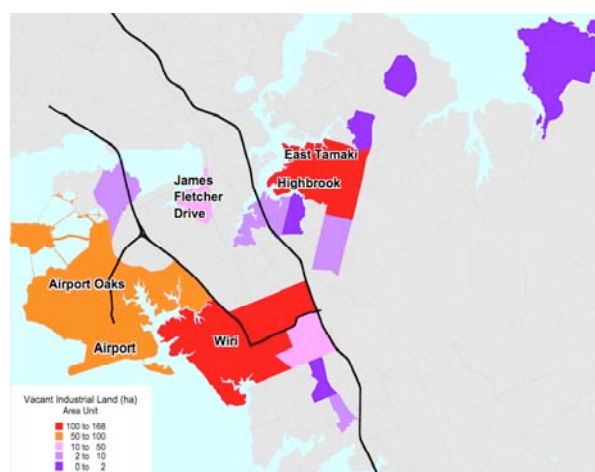
The city currently has 2,300ha of industrial land, of which 445ha (or 19%) are vacant (figure below). This vacancy rate is considered high for the city. It is most likely the result of recently-zoned industrial land that is just entering the market, primarily in Highbrook and at the Airport. Most (197 ha/44%) of the vacant industrial land is in Wiri/Manukau Central, followed by East Tamaki and Highbrook with 144ha of vacant land.

Industrially zoned land



Source: Property Economics (2009a)

Vacant industrially zoned land



Source: Property Economics (2009a)

However, the challenge is to look beyond this short-term timeframe to consider how industrial development will be accommodated within the city after 2017. This projected required industrial land (Table: *Projected industrial land demand to 2060 (net) by sector*) creates pressure on business to use land more efficiently and maximise other more valuable resources such as human skills and knowledge.<sup>10</sup> This has spatial implications. The amenity for workers and access to daily convenience retail and services in proximity to industrial areas will have to transform over time.

<sup>10</sup> Likely Features of Manukau's Economy in 2050 – James Rowe MCC p5

Land prices in the city and industrial land values have climbed steadily since 2000. This significant increase in industrial land prices has resulted in:

- turnover of industries with higher-value industry moving in and firms seeking cheaper land leaving for Hamilton and, to a lesser extent, Franklin
- competition from non-industrial uses for industrially zoned land.

There were significant differences between prices rises in Wiri/Manukau on the one hand and East Tamaki/Highbrook on the other. These differences do not necessarily reflect the overall demand for these locations, but more the specific types of activity locating in these areas. In particular, demand in East Tamaki has been generated by non-industrial activity as well as the higher-value industrial activity locating there, valuing the proximity to Auckland CBD, greater amenity, and access to a higher-skilled workforce.

The projected demand for industrial land by 2060 will increase by about 1387 ha (Property Economics, 2009a) and is the result of substantial growth in both the manufacturing and transport and storage activities. Some of this demand can be attributed to the 'over flow' from Auckland City. This figure is the net demand for industrial land with the gross figure being closer to 2,000-2,500 hectares when considering the services required to support this land.

Intensification is a future option and higher-density industrial development can be anticipated, led by the transport and storage sector. Regional data suggest that technology is allowing storage to increase vertically. If this trend continued, the land required per employee could fall by over 200m<sup>2</sup>.

Manufacturing too shows trends of intensification on land that is increasing in value, although at a slower rate than storage. These trends could indicate a fall of some 38% of land per employee by 2060 (based on increasing land productivity).

This land requirement can therefore be recalculated based on anticipated business intensification (Table: *Industrial land requirements with intensification (ha)*).

The projected industrial land demand of 1387 ha in 2060 by location (based on net land rather than the intensified figure due to the differing land price in each of the city's areas) as shown (Table: *Projected industrial land demand for 2060 by area*).

Table: Projected industrial land demand to 2060 (net) by sector

Land needed (ha)	2008-16	2016-60	2008-60
Manufacturing	49	407	456
Transport & Storage	134	425	559
Construction	11	48	59
Wholesale Trade	66	198	264
Other	20	27	47
Total	281	1106	1387

Source: Property Economics (2009a)

Table: Industrial land requirements with intensification (ha)

	2008-16	2016-60	2008-60
Manufacturing	36	252	288
Transport & Storage	84	185	269
Construction	11	46	57
Wholesale Trade	63	179	241
Other	20	26	46
Total	213	688	901

Source: Property Economics (2009a)

Table: Projected industrial land demand for 2060 by area

Area	Current supply (ha)				Projected net demand (ha)				
	Occupied	Vacant 2009	Total	Vacancy rate	2009-16	2016-31	2031-46	2046-60	Total 2009-60
East Tamaki & Highbrook	741	144	884	16.3%	11	22	21	14	68
Wiri	659	197	856	23.0%	97	195	183	123	598
Airport & Mangere	283	90	373	24.1%	83	167	157	105	513
James Fletcher Drive	111	14	125	11.6%	11	23	21	14	70
Balance (rural)	67	0	68	0.4%	22	45	42	28	138
Total Manukau	1861	445	2306	19.3%	226	451	426	284	1387

Source: Property Economics (2009a), MCC

Variations between different parts of the city are anticipated based on their different attributes.

- Wiri/Manukau Central will be the industrial node with the greatest demand for land (and the likely ‘land intensive’ Group 1 industries that will locate here), as the result of good accessibility and affordability of this location. It also has the largest amount of vacant industrial land in the city, at 200ha. It is estimated all the vacant land in this area will be taken up by 2023/2024
- In the area around the Airport and at Mangere, transport and storage is the main activity requiring industrial land. A significant amount of medium-sized (2-8,000m<sup>2</sup>), medium-priced sites are required. There is currently 90ha of vacant industrial land in this area, expected to be absorbed by the market by 2016/2017. It is anticipated that more land will be zoned for industrial activity in the foreseeable future, which would add to the local supply and push out the ‘absorbed’ date
- East Tamaki and Highbrook have a relatively low demand for industrial land as the outlook for this node is around niche-manufacturing and other higher-value industrial activities. Despite the low demand, commercial activities are encroaching on the industrial land. There is currently 140ha of vacant industrial land in the area, forecasted to not be absorbed

until well beyond 2060 – given only industrial activities locate on the vacant land. The price of industrial land in East Tamaki is the highest in the city with the commercial activities penetrating the industrial land in this area putting pressure on the land prices

- James Fletcher Drive has 14ha of vacant industrial land which is expected to be taken up by 2017/2018, due to the accessibility to the market and workforce.

A large amount of industrial land in the East Tamaki/ Highbrook area is newly zoned, and has only recently entered the market. There is a high likelihood of significant ‘spill-over’ demand from Auckland City for this land (Property Economics 2009b). This land has significant value to Manukau City and care must be taken regarding the value of activity locating in this area.

Table: Industrial land demand by location and lot size (2060)

	Large lots	Medium lots	Small Lots	Total
<b>Airport</b>				
Low value	121	47	4	172
Medium Value	82	82	7	171
High Value	3	11	7	21
<b>Total</b>	<b>207</b>	<b>139</b>	<b>18</b>	<b>364</b>
<b>Wiri</b>				
Low value	242	93	14	349
Medium Value	103	116	17	236
High Value	3	4	5	13
<b>Total</b>	<b>348</b>	<b>214</b>	<b>36</b>	<b>598</b>
<b>Mangere</b>				
Low value	40	16	16	72
Medium Value	21	35	17	72
High Value	0	0	5	5
<b>Total</b>	<b>61</b>	<b>50</b>	<b>38</b>	<b>149</b>
<b>East Tamaki &amp; Highbrook</b>				
Low value	0	0	6	6
Medium Value	0	0	7	7
High Value	25	12	18	55
<b>Total</b>	<b>25</b>	<b>12</b>	<b>31</b>	<b>68</b>
<b>Total in four main areas</b>	<b>641</b>	<b>415</b>	<b>123</b>	<b>1149</b>
<b>Total for the City</b>	<b>754</b>	<b>488</b>	<b>145</b>	<b>1387</b>

Source: Property Economics (2009a) (combination of tables)

#### Employment Areas

Business and employment growth will be focused in the following areas in addition to the centres and corridors described elsewhere:

- Highbrook - business park of high-value and high-end manufacturing and research cluster.
- East Tamaki - an intensified regional business centre comprising high-value, high-tech and high-end manufacturing goods, research and development for Auckland and New Zealand.
- Mangere Gateway area - including the Auckland International Airport specialist centre, airport Oaks for business, tourism and heritage.
- Wiri – the current major focus for national and international business distribution and manufacturing will be further reinforced with strengthening of rail and the inland port. Good motorway and rail access will make it attractive to commercial uses and may trigger a change to more mixed-use development.
- Specialist centres of Middlemore Hospital and Wiri Super Clinic Precinct – special use centre that employs enough people to create demand for other local support services nearby. These dominant uses employ enough people to create the demand for other local support services to locate near-by.

The overall distribution of industrial land demand by area and lot size demand for 2060 is detailed in Table: *Industrial land demand by location and lot size (2060)*.

This figure of 1,387ha risks underestimating total demand for industrial land in Manukau due to the ‘spill over’ effect of demand in Auckland City over the forecast period. This would increase demand in Manukau, resulting in industrial land absorption at a quicker rate than indicated.

Land values and take-up rates will also be affected by the location, level of accessibility and associated amenity or business address of the site.

Without strong leadership, Manukau’s long-term economic future may be problematic because of its large low-value add manufacturing base. Council will therefore facilitate the transformation to a high-value add manufacturing, knowledge and service-based economy. Because of the global financial crisis, business as usual may not be an option. Council will, in partnership with other role players, direct its resources toward projects that make a substantial impact on the economic future of the city.

Many forces shape the economic future and the uptake, use and release of business land, many of which are beyond the city’s control. Still, the city amply meets a number of the criteria for business location but suffers in some aspects, such as profile and environment, compared with other parts of the region. The spatial related issues are part of a bigger challenge for economic transformation in the city.

The way the physical and social environment are managed are important aspects that the Council will focus on, given how crucial this is to attracting business that are vital to the city’s long-term economic sustainability and prosperity.

*Forecast future industrial land demand*

The forecasted future demand for industrial land to 2026 is around 1400 ha (around 200 – 2500 ha when considering the services required to support this land). This figure does not take into account the potential effect of business densification.

Manukau currently has around 445 ha vacant industrial land. This is forecasted to be taken up at various rates, and some areas – East Tamaki and Highbrook – are forecasted to not be absorbed until well beyond 2060. Still, a substantial shortfall of industrial land (around 900 to 1000 ha) is likely in 2060.

This shortfall cannot be accommodated within the current Manukau MUL. This growth will need to be accommodated elsewhere in the region, in particular the greater southern sector. This is likely to put increasing pressure on areas especially along the southern motorway corridor. Even when not located in Manukau, such growth will have major implications on Manukau communities such as Clendon and Weymouth.

**What must be done**

- 4.2.1 Continuously monitor the uptake of industrial land and investigate future greenfield opportunities in the southern sector.
- 4.2.2 Protect industrial zoned land from use by commercial activities unless there are demonstrable benefits.
- 4.2.3 Facilitate the redevelopment or intensification of brownfield industrial land, including provision for logistics to recycle brownfield sites for warehousing.
- 4.2.4 Develop and implement inward investment programmes that attract high growth businesses.
- 4.2.5 Work with industry and partners to increase the skills and qualifications of the city’s population.
- 4.2.6 Support interventions that lead towards productivity improvements.

## Strengthen Manukau City Centre's function as a primary regional centre

Manukau City Centre is the historic, functional and symbolic heart of Manukau, located approximately 20km from the Auckland CBD. It has the largest concentration of government and commercial buildings in Manukau, and lies at the centre of the city's road and developing public transportation networks. It is the seat of local government for the Manukau City Council. The centre is close to the Auckland International Airport with a direct bus service between the two.

More cultural venues, attractions and events are located in the City Centre than any other centre in Manukau. It has recently become a preferred location for higher density apartment development.

Despite Manukau City Centre's relatively small size, it is a major employment centre and is emerging as a regional centre of significance within Auckland's southern sector. Infrastructure investments such as the multi-modal transportation center will make the City Centre a major destination for daily commuters from places near and further afield. To compliment this, noteworthy strides have been made in growing a residential base.

### *Manukau City Centre facts*

- Covers approximately 110 ha
  - Estimated 920 daytime employees fill 11425m<sup>2</sup> office space
  - Approximately 170 apartments are located within the city centre
  - An additional 3000+ apartments will be required to accommodate the expected population growth
- To be completed*

A significant number of public and private development projects that will increase the City Centre's vitality, viability and provide new activities and services are underway or in the pipeline.

The growth of the City Centre has resulted in considerable economic, fiscal, civic, and cultural gains for Manukau. Strong job growth, commercial and residential development, and substantial public projects have helped the centre establish a competitive edge and become a net revenue generator for Manukau. This remarkable growth and improved quality between 2000 and 2008 is due in part to successful public-private partnerships, private sector leadership, and a commitment by the council to invest in the City Centre's future.

A key aim of the Manukau City Centre Master Plan is to activate ground level street frontages. The challenge is to generate enough people, residents, workers, visitors, shoppers etc. to fill and activate the public realm being created along many new street connections and public open spaces.

There is a range of opportunities for the Manukau City Centre. As high-value jobs become focused around business services and the knowledge economy, centres that can attract these jobs will prosper. Today's high value activities are contained within the business services sector. Any city wishing to successfully attract these high value jobs must ensure that its centre provides adequate levels of accessibility and amenity. The business service sector in Auckland typically requires:

- good transport access, especially public transport
- high amenity surroundings

### *Manukau City Centre as a place for job creation*

The proposed land-use and activity mix for the Manukau City centre is likely to generate a demand for more white collar workers and business support services. The Justice Precinct that includes the courts, police station and legal services exemplifies this. This precinct will generate a need for more professional jobs as well as support services such as cleaners, catering and courier type jobs. The proposed tertiary education campus has the potential to generate significant new staff and support jobs. The proposed campus could provide educational opportunities for up to 15,000 students. In addition, AUT has recently opened its Manukau campus and relocated its small business incubator from Penrose.

- proximity to customers/clients
- high-quality premises
- medium to high broadband capacity.

Positioning the City Centre to effectively compete for high-value activities means ensuring that its revitalisation meets the needs of the firms and employees of high-value business service activities.

Some of the key challenges facing the future growth and development of the Manukau City Centre are:

- the need to accommodate a significant and diverse share of the city's anticipated population and employment growth
- the need to develop and expand transportation options to move people into, about and out of the City Centre
- connectivity challenges between the City Centre, other centres and the surrounding residential areas, particularly those neighbourhoods to the east of the city and State Highway 1
- inconsistent urban design
- under-utilisation of the ground floor of buildings for active use
- the desire to establish a unique urban identity reflective of the city's rich cultural identity and built and natural assets
- the need to optimise and develop opportunities for visitors and tourism
- a growing urgency regarding environmental stewardship.

The council is committed to strengthen Manukau City Centre's functions as a primary regional business, high-density living, administrative, cultural, events and entertainment hub. Council will prioritise its budget allocations to investments that have to best chance of developing sustainable outcomes. Council will initiate new investment in education and training by facilitating the Manukau City Centre Tertiary Education project, public realm improvements and other essential City Centre infrastructure projects such as parking facilities. This investment in physical infrastructure and skill development will attract, nurture and retain professional, knowledge workers and business people. By developing the City Centre into a truly regional sub-centre, new levels of collaboration among businesses and between businesses and education/training institutions will eventuate.

#### Manukau City Centre Master Plan

The 2008 Manukau City Centre Master Plan delivers a draft three-dimensional design concept for the City Centre, working at three separate scales: Manukau City Region, City Centre catchment and the core study area. The City Centre Master Plan, which incorporates built form and public domain recommendations, responds to the local ecology, topographic features, history, culture and open space character of the area and:

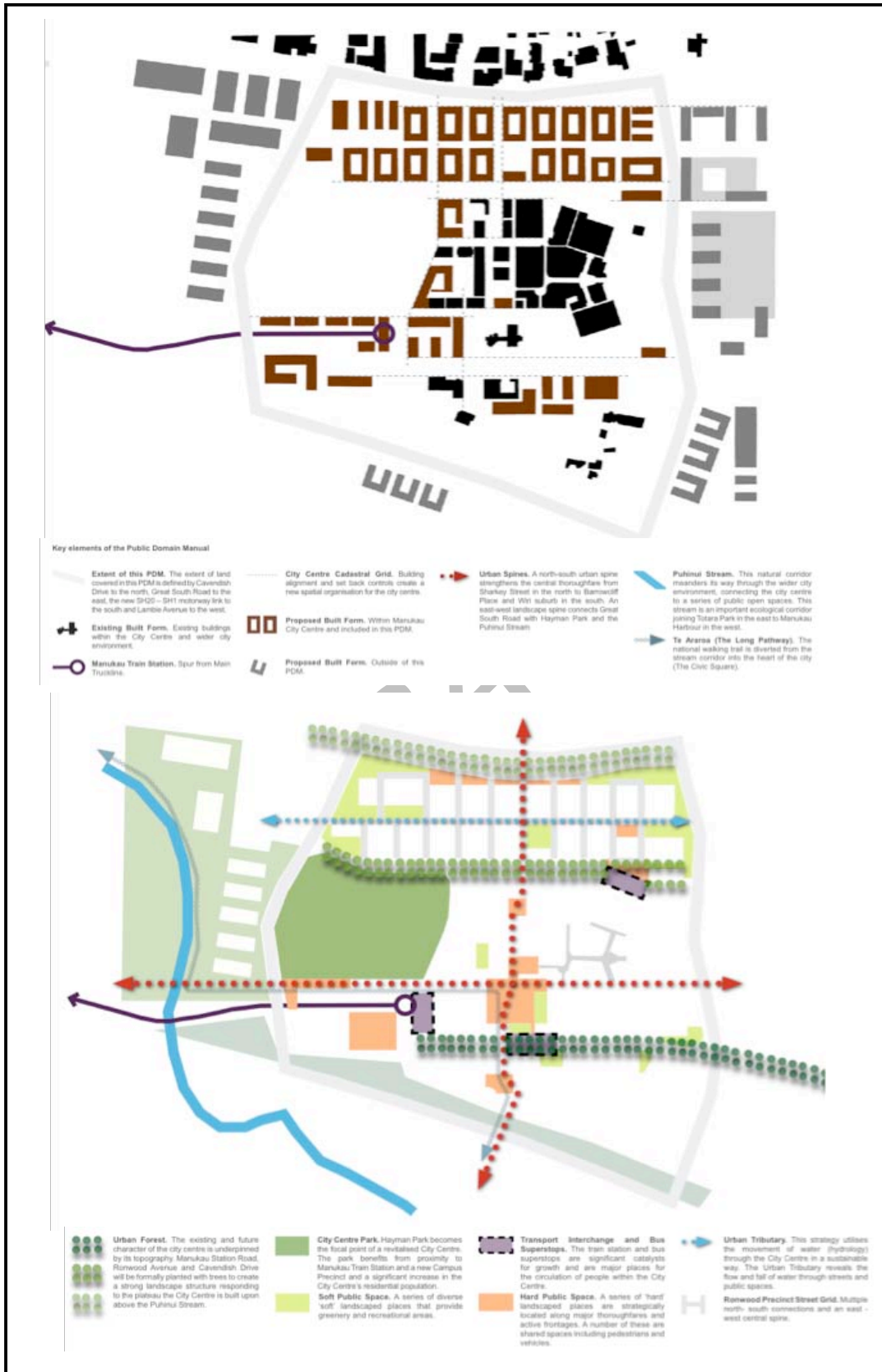
- creates a 50 year vision for the sustainable future development of Manukau City Centre
- ensures that there is a legible, coherently layered spatial structure system that relates building form and layout to topography. The spatial structure system promotes a people orientated public domain, quality open space and a robust but flexible building form, allowing the growth of the City Centre to evolve a greater sense of place
- establishes an integrated system of precinct developments based on the master plan
- integrates the use of public transport and a high quality walking environment
- defines the structure of the Centre based on a spatial analysis of the street and block pattern, open space location and type, street and intersection hierarchy, and the external and internal spatial relationships
- describes building types and/or building envelopes - a combination of specific and generic sites
- tests building envelopes to ascertain appropriate floor space, height and footprint relative to street and block pattern, subdivision pattern and building typology
- establishes the public domain design for the City Centre
- provides for capacity modelling
- establishes a sustainable development model which allows value adding and efficient investment.

#### What must be done

- 4.3.1 Support and strengthen Manukau City Centre as a primary business, high-density living, administrative, cultural, events and entertainment hub of the city.
- 4.3.2 Invest in education and training by facilitating the Manukau City Centre Tertiary Education project.
- 4.3.3 Contribute to invest in infrastructure and public realm upgrading in accordance with the Manukau City Centre Masterplan.

*To be completed*

Manukau City Centre Masterplan



## Build on and develop the Middlemore health cluster

Middlemore hospital is the largest hospital operated by Counties Manukau District Health Board. Over 44 different services are offered and include secondary-level (hospital and specialist) care, a selected range of community and domiciliary services. The catchment area for these services extend across the isthmus and south Auckland. Niche specialist tertiary services for regional and national consumers in orthopaedic and plastic surgery, burns, spinal injury rehabilitation, renal dialysis, and neonatal intensive care are provided. Middlemore Hospital is also one of the largest tertiary teaching hospitals in New Zealand.

### Middlemore Hospital facts

- More than 91,000 in-patients are admitted annually
- In excess of 354,000 day-patients and outpatient attendances are seen to
- The hospital employs around 4,700 staff (4,100 full time equivalents)

Over the longer term (to 2021) demand for hospital services is expected to increase by 52%, while the workforce is predicted to only grow by 29% over the same period (NZIER, 2006).<sup>11</sup> This is expected to lead to a shortage of skilled workers within the Counties Manukau District Health Board area.

With the critical mass of activities established at Middlemore, a strong health services focus has been created in the surrounding area. Middlemore hospital comprises a significant employment hub. The intention is to build on this strong medical/health focused cluster and associated uses. Options to consider include:

- developing a medical research precinct associated with the hospital.
- providing culturally appropriate services to the region's South Pacific people.

Though Middlemore is not currently identified as a “growth centre” in the Regional Land Transport Strategy or Regional Growth Strategy, building on this medical/health cluster supports the centres and corridors model of *Towards 2060*. The hospital is situated on the key southern rail corridor and the rail station is located between two parts of the hospital - so is well situated to serve this destination. It is also situated between the two key north/south roading links – State Highways 20 and 1, but there is poor permeability with limited choice for vehicles wanting to access the State Highway 1 corridor. This leads to congestion on the available roads. Land-use in Middlemore is predominantly residential.

To further develop this cluster the demand for affordable housing, as well as short and medium term stay or rental accommodation, must be met for those working at and visiting the hospital

There is a high proportion of shift workers and part time positions, who would need good access to public transport (extended service hours and personal safety issues) to reduce commuter trips and the need for on-site parking.

### What must be done

- 4.4.1 Support and facilitate the development of a medical cluster based on the Middlemore Hospital precinct.
- 4.4.2 Address the need for affordable housing and short/medium stay at the precinct.
- 4.4.3 Improve access to public transport in the corridor to serve, amongst others, the high proportion of shift and part-time workers.
- 4.4.4 Improve road access to and from the greater precinct.

*To be completed*

<sup>11</sup> CMDHB [Workforce Development Plan 2007 - 2011](#)

## Create a green city and healthy environment

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### *Where we are today*

Manukau's natural environmental setting is world class and is the wellspring of the community's way of life. The extensive coastline takes in both the west and east coasts. To the south of the city, the Hunua Ranges with their forests, lakes and waterfalls provide a dramatic backdrop to the gently rolling farmlands of Clevedon. Within both the urban and rural areas there are regional parks, sports grounds, beaches and waterways, botanic gardens, local parks and play grounds.

### *What we need to address*

These natural attributes are key attractions for economic activity and investment that has driven the growth of the city to its prominent regional and national status. From this perspective, protecting the natural environment, access to the beaches and parks and rural areas and activities, including rural living environments, are as important to Manukau's competitiveness as is continuing to invest in education, transport or cultural infrastructure. Yet it is much more than this. The future sustainability of the city and its people is at stake.

### *What we want to achieve*

- a contained urban and environmental footprint
- reduce our consumption of natural resources
- reduced energy use and greenhouse gas emissions
- clean and healthy waterways, beaches and harbours
- maintained biodiversity and healthy natural systems
- preservation and custodianship of our natural and cultural assets
- productive rural land.

#### OUR PRIORITIES

- Purchase prioritised areas of public open space
- Ensure the health of all waterways
- Invest in stormwater infrastructure
- Manage green waste

## policy intervention 5.1

# Develop a connected, visible and accessible green network throughout the city

Over the years Manukau has acquired an extensive network of parks. This open space network is one of the city's defining elements, a vital component of the urban fabric and a major contributor to Manukau's liveability. It is also a key component of the wider regional open space network. The city's parks are significant for their heritage features, horticultural value and for the leisure and recreation opportunities they provide.

As the city continues to grow and the use of land becomes more intensified, the contribution of open space to physical and psychological health, biodiversity and the relatively open character of the city will become ever more important. We will therefore provide for both new and more intensified use of parks and open spaces, and additional high-quality parks, recreation facilities and open spaces will provide added value and amenities to the community. This in turn attracts jobs, people, and greater economic prosperity to the city.

However, the different categories of parks and coastal and riparian reserves can themselves become connected to establish a network of greenways, walkways, cycleways and trails. Through integrated planning, streets can become part of this linked and interconnected system of 'green corridors'. Rivers and streams could also form a similarly important element in this network. The aim of this green network is to:

- support the movement of people and wildlife
- improve people's access to and the multifunctional use of open spaces
- improve the recreational connectivity of open spaces, allowing for continuous walking and cycling
- improve ecological connectivity
- contribute to protecting sensitive eco and hydrological systems
- direct the location of new parks and open space to form part of, and extend, the green network.

The intention is that, by 2060, this green network will have resulted in:

- a fully connected network of public parks and reserves, providing access around the coast, along the rivers and streams and across the city
- a green network that forms part of the city's transport and movement networks
- adequate land being acquired for future parks
- high quality passive and active park facilities in close proximity to all residents, equitably distributed throughout the city
- sites of natural and cultural heritage being protected
- the natural environment being restored and protected.

Manukau City Council is now responsible for the management of over 800 individual parks, totalling in excess of 2,600 hectares. This comprises everything from local neighbourhood reserves to large historic reserves such as Otuaataua Stonefields Reserve, which covers some 89 hectares. There are also over 130 kilometres of esplanade reserves around the coast and along major streams and rivers

*We will create a green network that gives access around the coast, along the rivers and streams and across the city*

### What must be done

- 5.1.1 Focus planning and funding towards achieving the continuous green network throughout the district.
- 5.1.2 Identify, design and develop streets that act as connectors in the green network.
- 5.1.3 Complete the reserves connections around the Manukau Harbour, the Tamaki Estuary, the Hauraki Gulf and throughout the major catchments in the city.
- 5.1.4 Continue investment in the city's parks and other open spaces and work with communities to develop and improve parks.
- 5.1.5 Develop public open space to provide multi-functional purposes and rationalise the provision of community facilities on public land to best enable local access, whilst acknowledging access and funding issues.
- 5.1.7 Maintain the standard of providing some category of park within 500 metres of every residential dwelling.

## Protect and manage Manukau's coast and waterways

Manukau's 382 kilometres of coastline supports diverse values and resources, including biodiversity, scenic amenity, outdoor recreation, economic activities and cultural heritage - ranging from pohutukawa-lined cliffs around Musick Point to the tidal flats of the Mangere Inlet.

For some people the coastal areas and the sea are a backdrop to their lives, while for others it is their livelihood, making their living from its harbours, fishing grounds, tourism etc. Manukau's coast and waters are of spiritual, historical and cultural significance to the tangata whenua - as such it is essential that Māori culture and traditions, including ancestral lands, water, sites, waahi tapu, and other taonga, are recognised.

There is increased pressure on the coast from urban development, vegetation clearing and water pollution as there is from rising sea levels, coastal erosion and the demand for maritime recreation. The quality of the waters near to shore is affected by adjacent land uses - run-off agricultural and horticultural land uses, untreated run-off from roads etc.

Waterways, wetlands and associated floodplains and riparian areas support a range of natural and economic functions - habitat for aquatic and terrestrial wildlife, nursery grounds for river and bay fisheries, potable water, stormwater conveyance, sand and gravel for building materials, ecological linkages, scenic amenity and recreational opportunities. Waterways often provide the only ecological linkages and wildlife corridors remaining in developed urban and rural areas. Unfortunately land-use activities have resulted in significant changes to many of the Manukau's waterways and wetlands, such as the loss and degradation of riparian vegetation, salinisation, acidification, increased nutrient levels, reduction in environmental flow and destructive increased in peak flows.

Manukau's coastline is crossed by a number of major streams, and waterways drain to the city's harbours. The quality of water draining to the harbours and coast is directly related to the quality and state of the waterways. Access to, and the conservation of, these coastal and riparian margins is the primary function of esplanade reserves. Council has about 150kms of esplanade reserves (often in association with other larger reserves) meaning that the network is incomplete. The intention is to, in time, achieve contiguous protection and access around the entire coastline and along major watercourses.

*Towards 2060* aims to protect the protection of the limited natural areas remaining along the coast by consolidating urban activities in areas already developed. Community social and recreational access to the coastal areas will be maintained and enhanced. To achieve this, actions include:

- locating, designing and managing coastal development to avoid or mitigate adverse effects on coastal resources and ecologically sensitive coastal areas
- locating urban, tourism and other economic development activities along the coast within existing developed areas where possible
- maintaining and enhancing public access to the coast, foreshore and tidal waterways
- ensuring use, management and development of the coast provides for natural fluctuations in coastal processes, including storm tide inundation, climate change and sea level rise
- ensuring infrastructure and services in the coastal area or marine water help maintain coastal geophysical and ecological functions
- protecting the coastal environment and waters to ensure they can provide for food production and consumption, environmental functionality and biodiversity
- ensuring beaches are safe and available for public access
- managing land based urban and rural activities in order to minimise the risk of contamination to waterway systems and coastline

*We will manage development and other activities along the coast and improve recreational access to the coast*

- recognising the strong Māori relationship with their ancestral lands, water, sites, waahi tapu, and other taonga.

*Towards 2060* further recognises the potential cumulative impacts of development on the functions and values of waterways, wetlands, riparian areas and floodplains, and aims to ensure this is taken into account in planning and development decisions. Future actions include:

- ensuring that environmental values and natural functions of waterways, wetlands, riparian areas and floodplains are accounted for in land-use planning, infrastructure design, natural resource management and development assessment and decision-making
- protecting and managing riparian areas to secure their scenic, biodiversity, ecological, recreational and corridor values
- avoiding clearing native vegetation or development within a waterway, wetland, riparian area or a floodplain, and where unavoidable, mitigate adverse impacts through best practice design, rehabilitation and management
- rehabilitating and restoring degraded waterways, wetlands, and riparian areas.

What must be done	
5.2.1	Develop and align regulatory tools and other mechanisms to protect and maintain Manukau's coast, including the foreshore, coastal wetlands, dunes, marine ecosystems and coastal marine waters.
5.2.2	Develop and align regulatory tools and other mechanisms to protect, maintain and enhance the natural functions and environmental, social and economic values of the city's waterways, wetlands, riparian areas and floodways.
5.2.3	Accept all esplanade reserves made available by development, and consider land purchase, to enhance the reserves network further.
<i>To be completed</i>	

DRAFT

## Protect and enhance areas of important biodiversity

The aim of ecological sustainability is to meet the needs of the community today, while conserving ecosystems for the benefit of future generations. That is, we want to be able to maintain a high quality of life, both now and in the future, whilst reversing existing environmental degradation and maintaining the ecological processes on which all life depends.

Effective biological diversity conservation is inextricably related to issues such as land-use planning and development, decreasing greenhouse gasses and the management of natural resources. Protecting and restoring Manukau's native vegetation communities are fundamental to local and regional biodiversity, and preserve sinks for greenhouse gases. Clearing indigenous vegetation, land-use intensification and sedimentation resulting from soil disturbance and construction threaten native habitats. Inappropriate land-uses in ecologically sensitive locations and near ecological corridors can create a reverse sensitivity impact on the ecological areas. The majority of Manukau's natural areas are in private ownership. Pockets of indigenous bush, copses of trees and corridors of vegetation still remain. This mosaic of natural areas is integral to Manukau's biodiversity.

Human activity and development have unfortunately destroyed many of Manukau's original ecosystems. The intension is to reverse the continuing loss of native vegetation and ecosystems and achieve a net gain through improvements and habitat creation. This will include creating connecting 'corridor' habitats through restoration planting. Riparian planting is an obvious means to connect the remaining forest fragments, though planting along ridgelines and coastal edges are also practical options. Manukau's connected green network of the future will contribute by most likely containing significant remnant areas with potential as repositories of biodiversity.

Finding ways to build ecological objectives into the land development process will help advance the goals of protecting and enhancing natural assets - compatible land-uses minimise environmental impacts - and result in a more comprehensive approach to natural asset protection.

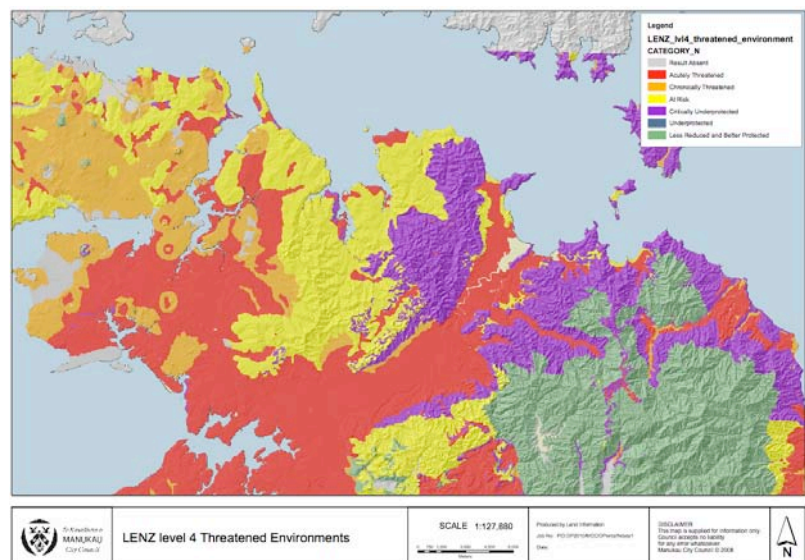
What we will do or take into account when considering issues that may impact on our natural environment and biodiversity:

- keep environmental damage to a minimum
- undertake mapping of biodiversity assets for existing and future urban areas, and initiate protection and management programs
- give priority to protection of areas of high biodiversity and/or conservation value and avoid or minimise adverse impacts as a result of changes in land-use activities or development

*Restoring our native plants*  
This strategy identifies ecosystem character areas in Manukau and considers how their future may be protected and enhanced. Each ecosystem character area faces different threats and pressures and therefore present different priorities or opportunities. The ecosystem areas below are the most vulnerable to the environmental effects of development, recreational pressures and land use activities:

- sheltered soft shore harbour, inlets and estuaries
- flatlands
- alluvial valley floodplain and terrace
- steep upland hill ranges
- sheltered hard shore headland and beaches.

The strategy identifies current threats and pressures each area faces and identifies actions to be taken, these range from restoration planting and habitat protection to managing recreation use or restricting or managing development capacity or activity.



- conserve significant natural, indigenous and cultural features (for habitat, cultural, built, archaeological, ethnological, geological, geomorphologic, visual or wilderness values)
- seek opportunities to improve environmental outcomes, including that which provides restoration or enhancement of ecological functions
- take into account the potential for social, economic, environmental and cultural effects on natural resources
- identify and protect geographical areas or land types that contain restricted natural and/or biological resources
- support the conservation, protection and management of remnant vegetation
- safeguard linkages between terrestrial and aquatic habitats and re-establish habitat corridors
- assist the return of areas of high biodiversity conservation value to the public estate or ensure their protection
- avoid disturbances to natural areas through clearing of vegetation and fire protection and maintenance measures
- take into account the potential impacts from climate change on human activities, urban communities, natural systems and water resources.

What must be done	
5.3.1	Maximise on remnant ecosystem habitats by providing connecting 'corridor' habitats through restoration planting.
5.3.2	Undertake work in parks to restore the quality of bush, wetlands, waterways and beaches that have a degraded ecological value.
5.3.3	Identify, protect and manage Manukau's natural and landscape heritage features.
<i>To be completed</i>	

DRAFT

## Protect Manukau's natural and cultural assets

Manukau contains a richness of natural heritage, Māori archaeological sites and cultural values that are often poorly understood or recorded. These heritage assets are an important component of the wider environment and economy that gives Manukau its sense of identity. It is also often the source of local identity.

A sense of place and local identity or character comes from a unique set of associations people have with a particular space. This can come from established community roots, the history of use and development of an area or a response to a natural landscape and setting of a place. Yet there is an ongoing loss of these sites, values and associations as a result of development pressure, land fragmentation, natural erosion and agricultural processes. We will therefore take action to ensure this unique natural and cultural heritage, both Māori and European, are recognised, maintained and protected.

*We will ensure our Māori and European natural and cultural heritage is recognised and protected*

The city's diverse range of outstanding landforms and seascapes combine to create Manukau's landscape heritage that includes both indigenous and non-indigenous connectivity with natural, rural and scenic landscapes. Visual reference to the city's landscapes provides a strong influence on the urban and rural character, and leaves a lasting impression to citizens and visitors to Manukau. Many of the city's landforms and seascapes also have high environmental, cultural, traditional and/or spiritual values.

To protect the continuity of these landscapes and identity of the city, we will recognise and manage this landscape heritage. Traditional owners will be involved in identifying and protecting indigenous landscape heritage. In doing this we will:

- identify, manage and safeguard areas of high scenic amenity, geological, geomorphologic or ecological values, as well as those of aesthetic, cultural or historical value to the community, and encourage the restoration of those that are degraded
- evaluate the landscape capacity for development and incorporate appropriate planning, design and siting criteria so that development is consistent and sensitive to the character and quality of the landscape
- foster knowledge and understanding of the city's significant landscapes and its contribution to the liveability and sense of place for residents and as attractions for visitors and tourists
- improve public access to significant and popular viewpoints and protect important views from intrusive development
- develop design guidelines to assess landscape amenity and assist in the siting of prominent developments and infrastructure
- consider the need for a landscape, cultural or visual impact assessment for land-use or development that may have a significant impact on sensitive landscapes
- identify, evaluate and manage landscape heritage and cultural components of the regional landscape.

### What must be done

- 5.4.1 Recognise, protect and manage Manukau's unique Māori and European cultural heritage.
- 5.4.2 Identify, protect and manage significant amenity areas and features.
- 5.4.3 Protect and manage volcanic landscapes and recognise the significance of these sites to mana whenua.
- 5.4.4 Enter into co-management arrangements with iwi on significant sites.

## Manage and protect rural environmental values, landscapes and heritage

Manukau's rural areas play a major role in both regional and local sustainability and amenity. They contain natural and cultural assets, support biodiversity and natural processes and provide amenity and recreation options for the people of Auckland. They act as the 'green lungs' of the city and contribute values that add to Manukau's quality of life.

As the population grows the urban and ecological footprint must be carefully managed and the consumption of natural resources and environmental impacts of development and activities managed.

*The rural areas are the 'green lungs' of Auckland*

Existing rural land-uses include dairy farming, hobby farms or quasi-productive lifestyle blocks, forestry, quarrying and equestrian activities. In addition to the contribution of the rural economy, Manukau's rural areas provide a range of benefits. They provide environmental services through water and nutrient cycles. They can and do provide fresh local produce, reducing the need to transport food long distances (food miles). They also include places of value to the community such as sites of cultural importance, natural heritage areas and scenic amenity. Not only are these places irreplaceable, they also contribute to a sense of local and regional identity and add value to activities such as tourism and education.

It is therefore important that the use and management of the rural areas receive particular attention. This includes:

- protecting the essential rural character
- protecting biodiversity
- preserving natural and cultural assets
- maintaining food production capacity.

A precautionary approach will be taken. Matters identified as having an impact in the rural area and on its sustainability will be considered on an individual basis, as well as the flow-on and cumulative effects. This includes:

- changes in the visual character and landscape amenity
- impact on natural and ecological values
- loss of terrestrial and aquatic habitat and/or degradation of existing habitat
- changes in the amount and quality of stormwater into the catchment system
- potential erosion and slippages along steep slopes and within coastal areas, and destabilisation of geological sensitive areas
- flow-on consequences of infrastructure (roads, sewerage, power and water supply) to service the population
- soil saturation and ground contamination through on-site wastewater treatment facilities in close proximity
- development effects on cultural values and heritage features
- demand for recreational activities on rural areas
- increased impact of natural hazards or events due to additional development
- increased environmental impacts through additional car dependency
- reverse sensitivity and undermining the viability of normal farming activities
- balance between traditional rural farming activities and lifestyle amenity

### *Food Miles*

Food miles is a term which refers to the distance food is transported from the time of its production until it reaches the consumer. It is one dimension used in assessing the environmental impact of food.

Food production, distribution and consumption patterns have undergone a major transformation over the past 50 years. Retailers have continued to develop ever more extensive and sophisticated outlets and distribution systems and import an increasing volume of produce. Consumers have become used to convenient shopping facilities and a large range of quality produce. But the vast distances that food travels 'from plough to plate' makes it vulnerable to oil supply, inefficient on a per-calorie basis, and environmentally unsustainable in the long run.

- land fragmentation and protection of the soil resource for future use.

Activities in the rural areas also have the potential to be incompatible with other activities, or simply inappropriate in the rural setting. To manage this potential, consideration will be given to:

- the capability of land to accommodate different land-uses with respect to erosion, hazards, absorptive capabilities of the soil, slope stability, potential for variable settlement or subsidence and active fault lines
- land that is degraded or contaminated, or land that has the potential to become so, and facilitating its rehabilitation or remediation for appropriate future use
- identifying existing and potential areas with severe land degradation problems and, where appropriate, facilitating measures such as vegetation retention and restoration, and preventing inappropriate development to reduce impacts on land, buildings and infrastructure.

What must be done	
5.4.1	Assume a precautionary approach to the management of the rural areas, acknowledging the role they play in the context of the city and greater Auckland.
5.4.2	Protect rural lands from incompatible and inappropriate uses.
5.4.3	Manage development and activities in a way that protects environmental values, the natural and rural landscape and character, cultural heritage, and current and future rural production.
<i>To be completed</i>	

DRAFT

## Contribute to efforts to reduce energy use, greenhouse gas emissions and air pollution

Empirical evidence from the past two centuries suggests that economic growth, human wellbeing and a clean environment go hand-in-hand. Increased wealth is associated with improvements in nearly every aspect of human wellbeing and environmental quality. Wealthier people live longer, are better nourished, have lower mortality rates, have better access to clean water, sanitation and education, and benefit from a cleaner environment<sup>12</sup>. It is therefore in everyone's interest to work towards a more sustainable environment.

The government is targeting a reduction in greenhouse gas emissions by between 10 and 20 percent of 1990 levels. Given that around half New Zealand's greenhouse gas emissions are from agriculture, coupled with the difficulty in reducing those emissions, emissions from other activities will need to reduce significantly if we are to achieve this goal.

However, the effects of climate change, widespread inter-regional commuting patterns, and shifting economies require action at a regional scale. Cities can no longer act in isolation, and Manukau's continued success relies on its ability to plan and act regionally.

In support of national and international efforts to reduce energy use and greenhouse gas emissions, and in line with the Climate Protection Agreement, we will specifically:

- promote energy efficiency at all levels of development and urban design, incorporating matters such as energy efficient building design, orientation of building lots for solar efficiency, reducing general electrical consumption and land use policies that reduce sprawl, preserve open space, and create compact, walkable urban communities
- promote transportation options such as cycle trails, commuter trip reduction programs, incentives for car pooling and public transport
- support the use of clean, alternative energy regeneration, including renewable energy where appropriate, and supporting the use of waste to energy technology
- support the retention of existing vegetation and re-vegetation and maintain healthy urban forests, promote tree planting to increase shading and absorb carbon dioxide, reducing the carbon foot print of the community

### *Climate Change*

The earth is warmed by a 'greenhouse effect'. Gases in the atmosphere allow the sun's rays through to the earth's surface, but then act as a blanket by trapping most of the heat. Human activity is now considered to be upsetting the natural balance. By producing ever-increasing amounts of greenhouse gases, notably carbon dioxide from the burning of fossil fuels like coal, oil and natural gas, heat is being added inside the greenhouse.

### *Peak oil*

World oil demand is set to continue to expand through to 2030 on current trends, albeit more slowly than over the past two decades. By 2025 the world will be in the midst of a fundamental energy transition in terms of fuel types and sources. Research indicates that non-OPEC crude oil, natural gas liquids and other sources such as tar sands will not be able to grow in line with demand. The production levels of many traditional energy producers such as Yemen, Norway, Oman, the UK, Indonesia and Tunisia are already in decline. Production levels in Mexico, Brunei, Malaysia, and Qatar have flattened. Saudi Arabia, Iran, Kuwait, the UAE, Iraq, and Russia are projected to account for 39% of total world oil production in 2025. The major producers will increasingly be located in the Middle East, which contains some two-thirds of world reserves. OPEC production in the Persian Gulf countries is projected to grow by 43% during 2003- 2025. Saudi Arabia alone will account for almost half of all Gulf production.

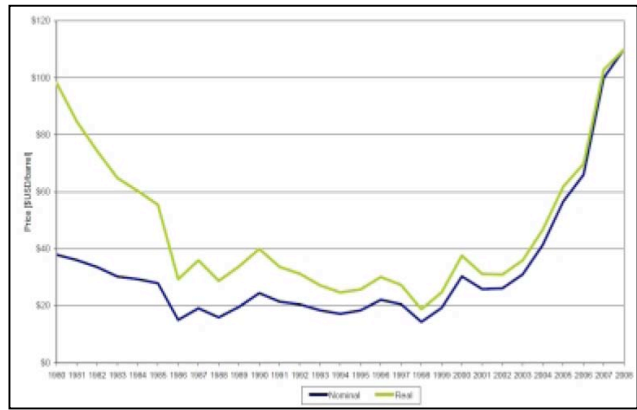
Fossil fuels will account for 80% of the world's primary energy mix in 2030, only slightly down on today. Oil will remain the dominant fuel, though demand for coal will rise more than any other fuel. The share of natural gas in total energy demand will rise marginally. Modern renewable technologies will grow rapidly, overtaking gas soon after 2010 to become the second-largest source of electricity after coal. This means that, in the long-term, fuel prices will again escalate and become a constraint on economic activity, despite the current decreasing cost of oil.

<sup>12</sup> The economics of Climate Change, Select Committee on Economic Affairs, Great Britain House of Lords 2005 p277

- make energy efficiency a priority through building control improvements, retrofitting city facilities with energy efficient lighting and conserving energy.

Clean air on the other hand is one of the basic essentials of life. While Manukau’s air quality has improved in the past two decades and is relatively good compared with cities of similar size around the world, there are times when air quality standards are not met. Local air pollution results from domestic and industrial emissions, and vehicle use.. The major local air quality issues are photochemical smog and haze from particulates (solid and liquid), sulphur dioxide, dust and air toxins.

Reliance on fossil fuels – peak oil



Future planning and decision-making will have regard to:

- the potential conflict between sensitive land-uses and activities with air emission impacts
- alternatives and best management practices for all activities with air emission impacts
- establishing benchmark data on air quality to allow ongoing monitoring
- introducing measures or targets in order to reduce air emissions and improve air quality.

*Towards 2060* supports the goals of achieving improved air quality by focusing on:

- integrating transport planning with land-use to improve transport accessibility and connections
- planning for growth mainly within the boundaries of the metropolitan urban limit
- locating key developments in a network of centres and corridors
- investing in infrastructure for public transport, walking and cycling
- designing urban centres, corridors and neighbourhoods to reduce exposure to pollution hot-spots.

### What must be done

- 5.6.1 Ensure that land-use planning and infrastructure provision and design contribute to improved air quality and reduced energy use.
- 5.6.2 Support and promote environmentally sustainable building practices and urban design.
- 5.6.3 Introduce energy efficiency criteria in building control assessments.
- 5.6.3 Monitor the application of the International Committee on Non-ionising Radiation Protection (ICNIRP) guidelines and make appropriate changes to District Plan.

#### Energy efficiency retrofit programme

This national programme improves the warmth and energy efficiency of homes built pre-1978, before insulation was mandatory. These homes often have poor or no insulation and/or use inefficient heating such as open fires. By May 2008, about 16,500 state houses had been insulated. The remaining 21,000 state homes without insulation will be retrofitted by 2013. Energy efficient features that may be added to a home include:

- insulating hot water cylinders and pipes, ceilings and floors
- adjusting the hot water cylinder thermostat
- fixing draughty windows
- reducing condensation and dampness.

## policy intervention 5.7

# Ensure the sustainable management of water, wastewater and stormwater

The significant population growth in recent years has meant increased pressure on the infrastructure required to supply freshwater and dispose of wastewater. Future urban growth and intensification will be reliant on this infrastructure system and may trigger the need for increased capacity in particular areas.

Assuming that current demand patterns continued into the future, it is unlikely that current standards can be maintained without significant investment in the infrastructure and land. Manukau City therefore seeks to ensure sustainability regarding water issues by:

- addressing the management of water, land and other natural resources as an integrated whole
- balancing social, cultural, environmental and economic objectives equitably
- avoiding waste and where it cannot be avoided, minimising waste by reduction at source, reuse and/or recycling
- minimising energy use
- managing the requirements for new water sources, including wastewater and stormwater reuse initiatives
- promoting kaitiakitanga (guardianship) / community guardianship of natural resources that affect them
- seeking solutions to immediate problems that contribute to sustainable, longer-term outcomes.

### Water

Manukau's urban community is serviced by reticulated water supply, while the rural community rely mainly on private, untreated roof water as their main supply source, with access to Council supplied infrastructure.

There is currently sufficient bulk supply to provide the city with potable water. However, there is a security of supply issue for the western/ Auckland Airport area and interruptions to the bulk supply to this area may limit the amount of water available.

There are two potential impediments to longer-term growth and intensification related to water supply:

- the future availability of sufficient quantities of raw water to serve the growth in the greater Auckland urban area. This will be influenced by amendments to the RMA which specifically address water allocation and efficient use of water. Changes will also result from the proposed National Policy Statement on Fresh Water. Watercare have identified the Waikato River source as the most likely next increment of new supply that would be needed after about 2040. Other potential new/additional raw water sources are under investigation by Watercare
- the availability of corridors for new pipelines. This may be a function of both the increasing density of development and the extent of the utilities through the built-up area.

#### Key 20 year planned bulk water supply infrastructure

- Hunua No. 4 water supply scheme - a new trunk watermain from the Redoubt Road Reservoir through western/Auckland Airport area through to the Khyber Reservoir complex. This will address the security of supply issue in the western/ Auckland Airport area by 2016
- Howick loop water main upgrades and other water network expansions including the Hunua 2 upgrade
- a range of raw and treated water rehabilitation / replacement / improvement projects, most of which will enhance the treated water supply to the city.

Key initiatives must include the following:

- all planning of the ‘three waters’ must reflect the need to minimise use of and conserve energy as far as practicable
- implement the Auckland Water Management Plan
- implement a regional demand-management communications strategy
- promote kaitiakitanga and community guardianship
- reduce the raw water demands by up to 25% through localised reuse, along with water saving and conservation practices
- reduce the gross per person demand for water by 15% of 2004 levels by 2025.

*Water catchment management*  
Within Manukau the Hunua Ranges form a significant regional park, spreading over 14,000ha. It has a major water function, supplying a large part of the region and is a key regional asset. The park contains the Mangatangi and Mangatawhiri reservoirs and Wairoa Dam. This catchment is heavily forested and this acts as a filter to give high quality drinking water.

### *Wastewater*

The city is serviced by wastewater infrastructure. The wastewater is conveyed to the Mangere Wastewater Treatment Plant where a high quality of secondary treated and disinfected wastewater is discharged into the Manukau harbour. Some treated sludge is being used to infill the former oxidation ponds, forming new land. Rural properties provide their own sewage treatment with the exception of Beachlands-Maraetai, where there is a local treatment plant.

The wastewater system is designed to convey the dry-weather flow of raw wastewater, with a standard allowance for storm-related flow arising from inflow and infiltration. Wastewater infrastructure was planned to cater for various levels of development, ranging from around 35 persons per hectare to 120 persons per hectare, placing limitations on the degree of growth possible without further infrastructure investment.

*Water-sensitive urban design*  
Water-sensitive urban design integrates urban planning and development with management, protection and conservation through the whole water cycle. It is about a balanced approach – the right applications in the right locations to achieve sustainability. Its concepts and technologies allow new developments and the water cycle to complement each other.

There are a number of hydraulic constraints in the trunk sewer mains in the city, including some capacity-limitations in the collection network in the same general locations. During heavy rain, these constraints result in overflows. Priority is being given to the upgrading the constrained trunk sewers.

The most significant future issue could be securing acceptable and affordable long-term resource consents for treated wastewater disposal and pre-treated, bulk collection overflows to surface and marine waters. There are technological wastewater management and treatment solutions available that can eliminate, or at least minimise these potential impediments, but they are likely to come at a relatively high capital and operating costs.

Key initiatives will include the following:

- demand management, through various initiatives, to reduce the volume of water to be conveyed to the Mangere Wastewater Treatment Plant
- upgrades to the southern and south-western interceptor extensions to reduce overflows of diluted wastewater
- an inflow and infiltration programme to reduce overflows
- higher standards for on-site treatment and disposal in rural areas to protect local surface and groundwater resources.

Development resulting from growth represents an opportunity for river health and foreshore improvements, including the provision of open space. Redevelopment can reduce pollution loads to rivers through better urban design and coordinated stormwater planning. It also generates development contributions which can be used to fund river improvement projects such as the Puniu stream.

### *Stormwater*

The city is committed to the responsible management and stewardship of stormwater assets to protect people, property and the environment from stormwater flooding and pollution, and to cater for urban development. Specific stormwater management targets include:

- no flooding to private properties
- no repeat flooding incidents in areas where improvement works have been undertaken

- clean and pollution free stream and coastal water
- a 50 year design life for the drainage network.

The current stormwater network within the city is that the primary piped network should convey flows from design storms of five year average reoccurrence interval (ARI), and that open channels and overland flow paths. The majority of the city's stormwater assets are classed as being in good or very good condition. The first peak of bulk network renewal is expected to start around 2025, and finish in 2055, to replace all the asbestos cement (AC) pipes installed in the 1960's to 1980's.

Water quality issues are becoming more significant in the management of stormwater. High priority is being given to infrastructure projects that eliminate untreated wastewater discharge and reduce storm and wastewater impacts on beach water quality. Higher proportions of impervious areas are also being incorporated in the integrated catchment management plans for the growth centres and growth wards. It is estimated that in next ten years, around 80 new stormwater ponds will be required to treat urban stormwater runoff.

*Integrated stormwater management in Flat Bush*

In Flat Bush – the largest greenfield development within the city – an active approach is taken in stormwater management to plan for integrated sustainable management solutions. A masterplan was prepared and included computer modelling for stormwater management within the catchment. The Council coordinates with the development industry to implement the stormwater infrastructure.

The Flat Bush Catchment Management Plan identifies stormwater ponds, wetlands and flood plains required for stormwater management. It also assesses the ecological value of the streams, and defines strategies to protect the streams and utilise them in stormwater management.

**What must be done**

- 5.7.1 Ensure the sustainable management of water supply and wastewater infrastructure as an integral part of the Three Waters Strategy, including water sensitive design, demand management and reduction in use.
- 5.7.2 Ensure effective stormwater asset management that protects people, property and the environment.
- 5.7.3 Initiate integrated catchment management planning to address stormwater flooding, quality problems and to accommodate planned growth.
- 5.7.4 Commence an improvement program that focuses on flood control and stormwater quality.
- 5.7.5 Provide incentives for developers and property owners to retain more stormwater absorbing surfaces.
- 5.7.6 Develop ways to treat stormwater more economically.

## appendix A

# SUMMARY OF KEY RESEARCH AND SECONDARY REFERENCES

The development of the *Draft Towards 2060 – Manukau’s Spatial Plan* has involved extensive research, analysis and modelling to date. The process of developing *Towards 2060* did not occur in a vacuum, nor was it one that started from scratch. Rather, it built on the established body of research, local knowledge and consultation accumulated over the years. In addition, extensive analysis, research and modelling were undertaken to supplement what was already known and to fill identified gaps.

Key areas of research and modelling undertaken are listed below.

Research	Undertaken by
Business assessment	Property Economics Ltd
Centres hierarchy by area	Property Economics Ltd
Community housing typology preference	Property Economics Ltd
Corridors typology	MCC
Growth capacity assessment	Property Economics Ltd
Heritage, archaeology and cultural mapping	MCC Treaty Unit
Industrial land forecasts	Property Economics Ltd
Infrastructure and Utility capacity, planning and provision	MWH Consultants Ltd
Maori perspective on growth, development, housing and urban design	Dialogue Consultants Ltd & MCC
Market investment preference by geographical area	Property Economics Ltd
Natural environment and biodiversity	Boffa Miskell Ltd
Residential assessment by area	Property Economics Ltd
Rural productive economy	Agribusiness and Economic Research Unit – Lincoln University
Rural residential / lifestyle by area	Property Economics Ltd
Social impacts and indicators	-
Soils, geology and geotech	MCC mapping
Traffic and transport	MCC

*Note – to be completed*

Secondary references and sources of information consulted in the development of *Towards 2060* are listed below.

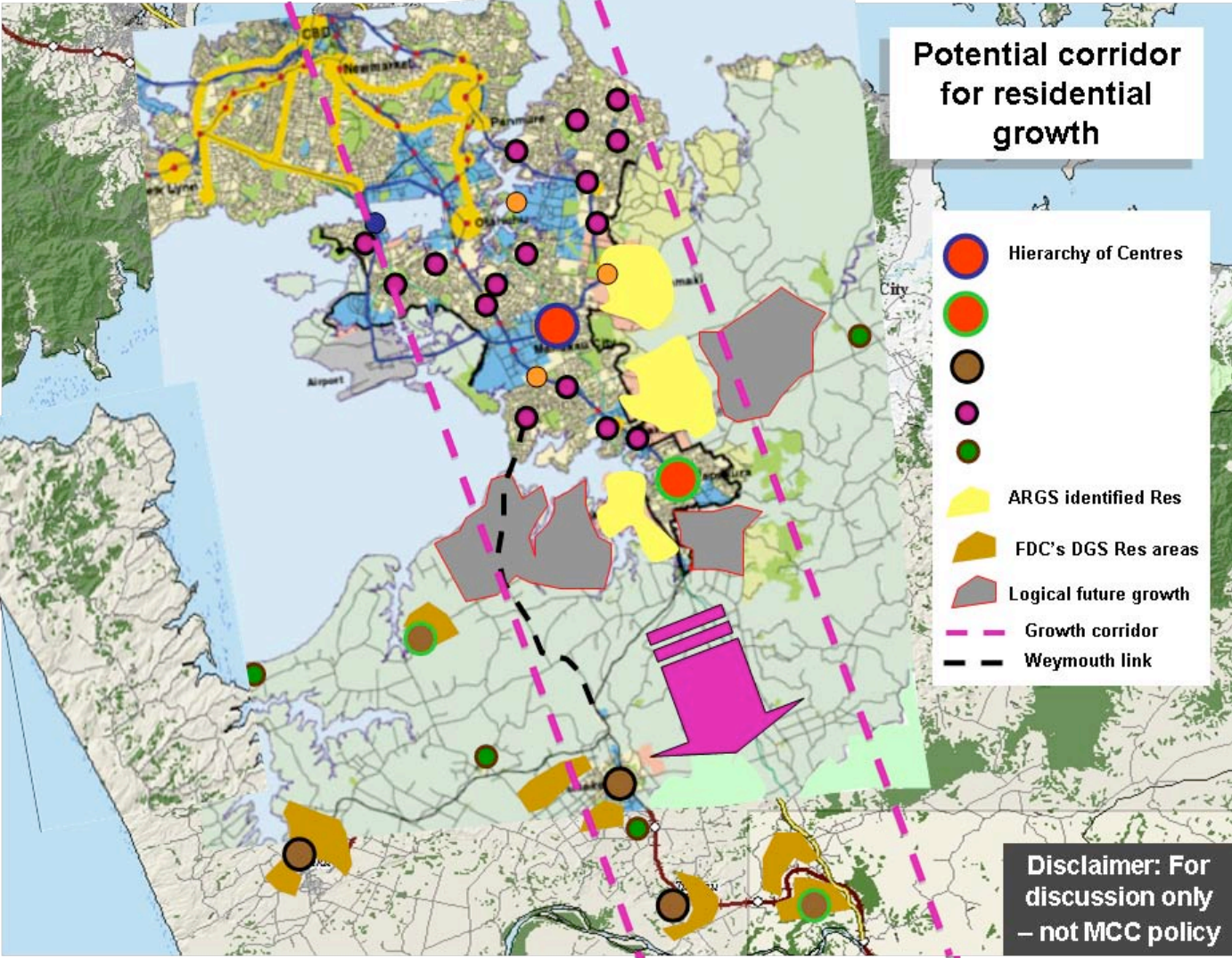
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Note - to be completed

# POTENTIAL CORRIDOR FOR RESIDENTIAL GROWTH



# POTENTIAL CORRIDOR FOR BUSINESS GROWTH

