

Chapter 3 — Sustainable Management of the City's Growth

CONTENTS

This Chapter is presented as follows:

3.1 Introduction

This part introduces the human dimension of sustainable management under the Resource Management Act and includes a discussion on:

- Statutory Provisions
- Enabling Social, Cultural and Economic Well Being
- Managing Effects of Activities on Amenity Values
- Managing Effects of Activities on Social, Economic, Aesthetic and Cultural Conditions

3.2 The Settlement and Population Characteristics of Manukau

This part includes a discussion on the following:

- Settlement Patterns — Historical Influences
- Population Growth
- Population Diversity
- Social and Physical Infrastructure

3.3 City-Wide Resource Management Issues

This part introduces the resource management issues associated with managing growth in the City, and issues that result from people's dependency on the City's natural and physical resources to achieve social, economic and cultural well being.[\[AM123\]](#)

3.4 Managing Growth in Manukau City

This part discusses Manukau City's growth management approach to give effect to the growth concept in the Auckland Regional Policy Statement. This includes a discussion on:

- greenfield development
- growth centres and sequencing of development
- Manukau Growth Management Strategy[\[AM123\]](#)

3.1 INTRODUCTION

Hutia te rito o harakeke	Pluck the centre shoots of the flax
Kei hea ra te komako	And where will the bellbird be
Ka ki mai koe	You will say
E aha te mea nui?	What is the thing of most importance?
Ka ki atu au	And I will reply
He tangata	It is people
He tangata	It is people
He tangata	It is people

3.1.1 Statutory Context

The Resource Management Act requires the Council in carrying out its functions under the Act to manage resources *in a way or at a rate* that “enables people and communities to provide for their social, economic and cultural well being and for their health and safety” [Section 5(2)] while sustaining the potential of resources to meet the needs of future generations, safeguarding the life-supporting capacity of air, water, soils and ecosystems and avoiding, remedying or mitigating adverse effects on the environment. The environment includes:

- “ (a) ecosystems and their constituent parts, including people and communities; and
- (b) all natural and physical resources; and
- (c) amenity values; and
- (d) the social, economic, aesthetic, and cultural conditions which affect the matters stated in (a) to (c) of this definition or which are affected by those matters. ” (Section 2)

In other words, enabling people to provide for their own well being (or get on with their own lives) is limited by the adverse effects that this might have on ecosystems, the natural environment, amenity values and the social, economic, aesthetic and cultural conditions which are affected by, or affect matters such as the natural environment. Particular attention must also be given to Maori interests including the relationship of Maori to their taonga, kaitiakitanga and the principles of Te Tiriti o Waitangi.

The identification of social, economic, aesthetic and cultural goals and values that are important to Manukau's residents is necessary to help appreciate what sustainable management means in the context of Manukau City. Community participation in Council's Strategic, Annual and District planning processes has helped to identify such goals and values.

District Plan rules (e.g. development and performance standards) and other provisions of the District Plan reflect not only scientific information but also residents' values. Essentially both scientific information and community values influence the nature and degree of change that might be acceptable (e.g. the way and rate resources are used and developed) during the operative period of the District Plan in order to promote sustainable management.

3.1.2 Enabling Social, Cultural, Economic Well Being — Importance of Ecological Values

Consultation has assisted in highlighting elements that the City's residents consider contribute to their social, economic and cultural well being. These are summarised in Figure 3.1.

While there are many elements that contribute to social, cultural and economic well being the consideration of these elements should in no way compromise the biophysical or ecological imperatives contained in Section 5 of the Act.

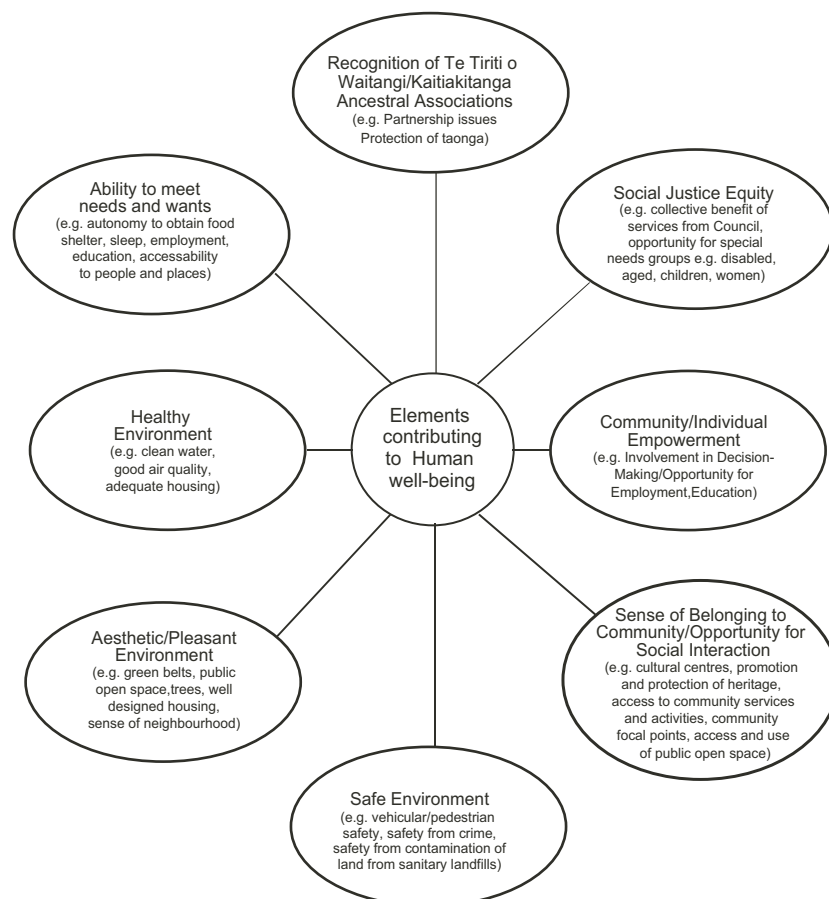


FIGURE 3.1 ELEMENTS CONTRIBUTING TO HUMAN WELL-BEING

3.1.3 Managing Effects of Activities on Amenity Values

Section 5 (2) of the Resource Management Act requires the Council in undertaking its functions under the Act to manage the City's natural and physical resources in a way that enables people to get on with their own lives while avoiding, remedying or mitigating adverse effects of activities on the environment. This includes avoiding, remedying or mitigating adverse effects on amenity values. There is also a special requirement in S7 (c) of the Act for Council to have particular regard to the maintenance and enhancement of amenity values. Amenity values are defined in the Act to mean "those natural and physical qualities and characteristics of an area that contribute to people's appreciation of its pleasantness, aesthetic coherence and cultural and recreational attributes" (Section 2). Factors contributing to the maintenance and enhancement of amenity values are summarised in Figure 3.2 below.

At a city-wide level the natural and physical qualities and characteristics that contribute to people's appreciation of Manukau as a place to live and work include:

- a diverse and extensive coastline;
- large areas of open space that can be used for recreation, that protect heritage or contribute to visual amenity;
- presence of built and natural heritage;
- proximity to a substantial rural land resource;
- presence of a number of marae;
- access to a range of business activity;
- a variety of landforms, including volcanic landforms;
- accessibility to community facilities, beaches, to other cities and districts in the region
- accessibility to Auckland International Airport

The nature and mix of these qualities and characteristics contribute to the identity of Manukau City and help to distinguish it from other cities. They influence whether people are attracted to live, work or invest in the City.

Within the City, the urban, rural and coastal areas in particular have distinctive qualities and characteristics that are valued by the City's residents. The rural areas for example are particularly appreciated by both urban and rural residents for their open space, coastal views, native bush, calm, quietness and natural landscape beauty.

In the urban areas where the built environment predominates, issues include the character of the streetscape (the relationship of buildings to each other and to public open space, the extent of planting around buildings and in public places) and the level of privacy and access to sunlight and daylight in residential areas. Also important are access to community facilities, public open space, services and local shops and personal safety. These all become more important in determining those qualities and characteristics that contribute to maintaining and enhancing urban amenity values.

Consultation with residents indicates that there are some aspects of the urban environment that need improving - such as greater regard to pedestrian movement and safety in residential and business areas; improved accessibility for all groups; greater sense of place/neighbourhood, enhanced design and aesthetics in residential, business and public open spaces; more diverse housing; and better access to recreational facilities. Qualities valued in coastal areas of the City include public access to the foreshore, natural character and open space.[\[AM123\]](#)

While these qualities, as a whole, are valued by one community of people — the City's residents, how people experience and value the environment can vary depending on socio-economic and cultural backgrounds and values.

For tangata whenua, amenity values are affected by ancestral associations with the natural environment. The link between people and the natural environment enables tangata whenua to identify meaningful landmarks, establishing tribal identity and turangawaewae (standing place).

At the neighbourhood level there can be many "communities of interest". For example existing and new residents can value their living environments in different ways. Hence patterns of settlement for new residents can differ from the traditional settlement patterns assumed by existing residents.

Another example is how passive public open space is used differently by different cultural groups. For example, European people tend to use passive public open space in small family groups or as individuals while Pacific Island people tend to enjoy community gatherings on public open space.

While much of the rural area is valued for its open space and landscape qualities, it is also valued by others as an economic resource to sustain farming, forestry and productive rural activities. How the rural resource is used can affect the character of the rural landscape.

The challenge for Council is to manage resources in a way that addresses ecological values while at the same time respecting the diversity of people's values and needs in the City. Maintaining and enhancing amenity values can help to achieve ecological goals, for example, by the protection of vegetation. Maintaining and enhancing amenity values can also contribute to enabling people to provide for their own social, economic and cultural well being. It is increasingly recognised, for example, that a city's amenity assets contribute to its development (investment decisions) and therefore directly affect levels of social, economic and cultural well being.

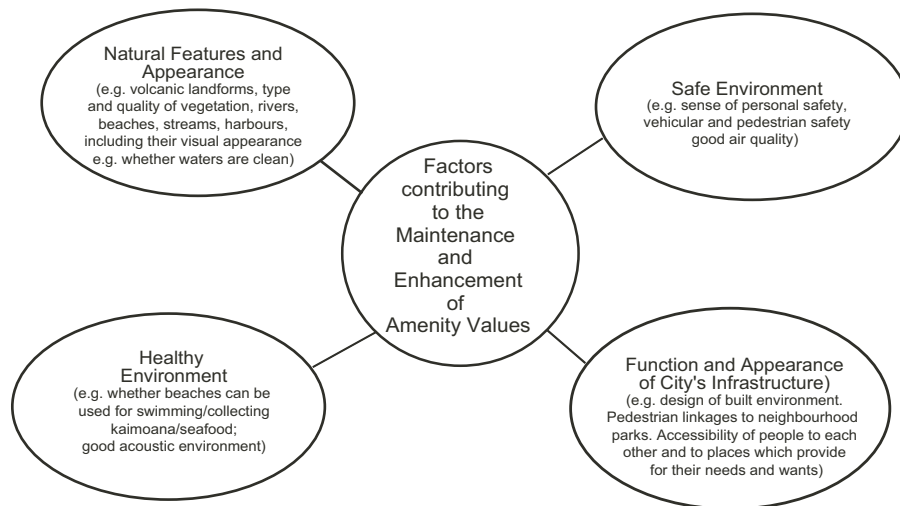


FIGURE 3.2 FACTORS CONTRIBUTING TO THE MAINTENANCE AND ENHANCEMENT OF AMENITY VALUES

3.1.4 Managing Effects of Activities on People and Communities including their Social, Economic, Aesthetic and Cultural Conditions

In undertaking its functions under the Act, Council must avoid, remedy or mitigate the adverse effects of activities on people and communities, including their social, economic, aesthetic and cultural conditions. Resource management policies can impact on people's social, economic and cultural conditions in different ways. Policies relating to urban consolidation and residential intensification for example may affect housing affordability, and choice in the housing market. Policies relating to the management of the City's social and physical infrastructure such as the City's public open space and roading network, can affect how accessible recreational and community facilities are to different people. In a similar manner, the way development in the City is managed can enhance or detract from neighbourhood and amenity values such as the opportunity for social interaction. These matters are addressed in the Implementation Chapters of the District Plan. The Business Areas Chapter 14, for example, includes policies which avoid adverse effects on valued qualities such as business centres acting as community focal points. The Public Open Space Chapter ensures public open space areas are secured for a range of passive and active recreation.

Figure 3.3 attempts to summarise the inter-relationship of different elements of the environment and how these affect human well being.

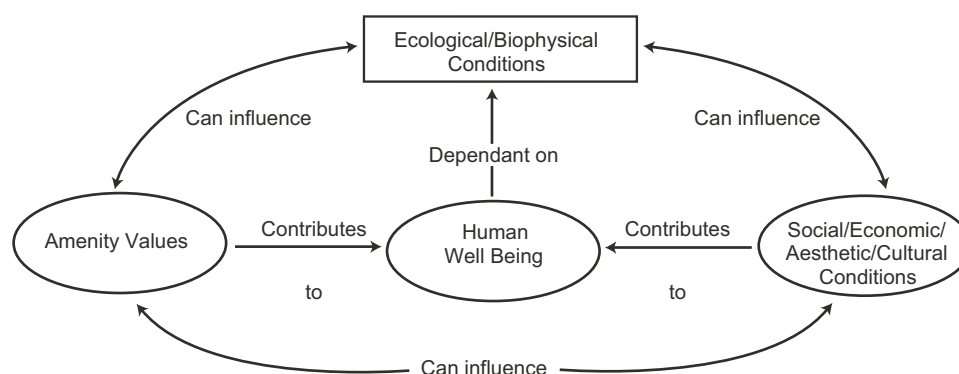


FIGURE 3.3 RELATIONSHIPS IN THE ENVIRONMENT

3.2 THE SETTLEMENT AND POPULATION CHARACTERISTICS OF MANUKAU

3.2.1 Settlement Patterns — Historical Influences

"Tribally (Manukau) is the ancestral territory of the descendants of the crew of the Tainui canoe"¹ "Members of the crew settled throughout the region and from them came the tribal and sub-tribal groups that still occupy these areas today"². Tribal and sub-tribal groups within Manukau include Wai-o-hua, Wai-o-hua te Ahi Waru, Wai-o-hua te Akitai, Ngati te Ata all of Waikato, and Ngati Paoa, Ngai Tai and Ngati Tai of both Hauraki and Waikato.

Over time these tribal and sub-tribal groups have established their own tribal rohe and have ancestral associations with particular areas within Manukau. Whilst there is still occupation of some of these traditional settlement areas, for example, at Ihumatao, Pukaki, Mangere and Umupuia, traditional tribal settlement was overwhelmingly disrupted from the 1860s by military occupation, land confiscations and native land legislation.

During the early 1800s both Maori and European settlement occurred around coastal landing points and key transportation routes such as the Tamaki River. Early settlement patterns were also influenced by farming activity, around which small villages established. Settlements in the latter half of 1800s were influenced by the Government's deliberate dispossession of Tainui tribal land, the establishment of European defence posts. Settlers, for example, came to Manukau as part of the Fencible (Pensioner) immigration scheme which provided for retired army and marine personnel to receive land in return for giving service, and developments such as the railway network which enhanced the area's accessibility.

Urban development of Manukau particularly accelerated in the years following the second world war. This growth and the resulting City's form was influenced by the following factors:

- the increasing post-war industrialisation of Auckland and its expansion southwards along the Penrose-Otahuhu road and rail corridors to Manukau Central and Greenmount in the 1960s. This expansion provided many jobs;

1. Report of the Waitangi Tribunal, 'Findings on the Manukau Claim' 1985 p30

2. Taua, Te Warena 'A History of the Maori People' in the Howick and Districts Historical Society "The History of Howick and Pakuranga 1991" p27

- the construction of the Southern Motorway in the 1950s combined with high car ownership, increasing the accessibility of the south;
- the emphasis on transportation requirements for City development;
- the establishment of major infrastructure works-(such as Mangere Sewage Treatment Plant, Auckland International Airport, the Otara electricity generation facility, and the Hunua water supply), laying a foundation for large-scale urban development;
- large-scale state housing programmes on low-lying, easily serviced land in Otara, Mangere and Manurewa in the 1950s and 1960s;
- local government zoning policies; subdivisional and design standards; public open space acquisition and policies for street planting and landscaping;
- immigration of large numbers of new settlers from the Pacific Islands, Asia and elsewhere.

3.2.2 The City's Population Growth

The City's rapid growth and urbanisation has resulted in Manukau becoming the third largest city in New Zealand (following Auckland and Christchurch). It accommodates a substantial portion of the population growth at both the national and regional level. At the 2001 Census the City had a total population of 283,197. Whilst no longer growing at the rapid rate of the 1960s and 1970s the City population is still growing at around 9,000-per year (3.3% annual growth rate in 2002-2003). The population of Manukau City is projected to increase to 359,000 by the year 2011 (see Figure 3.4).[AM123]

3.2.3 Population Diversity in the City

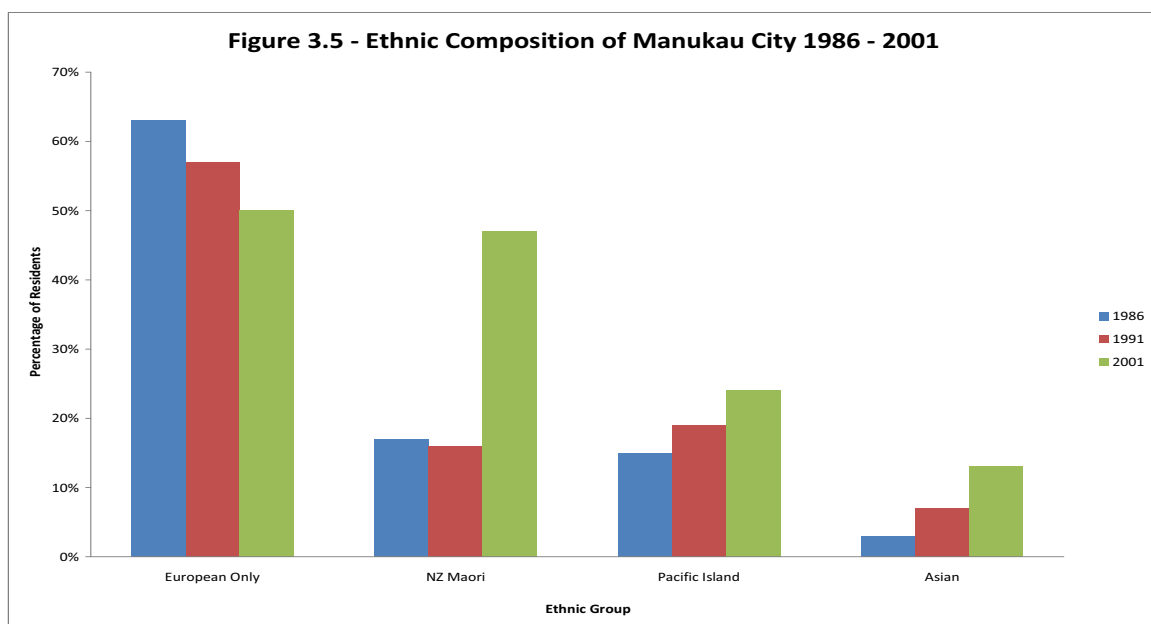
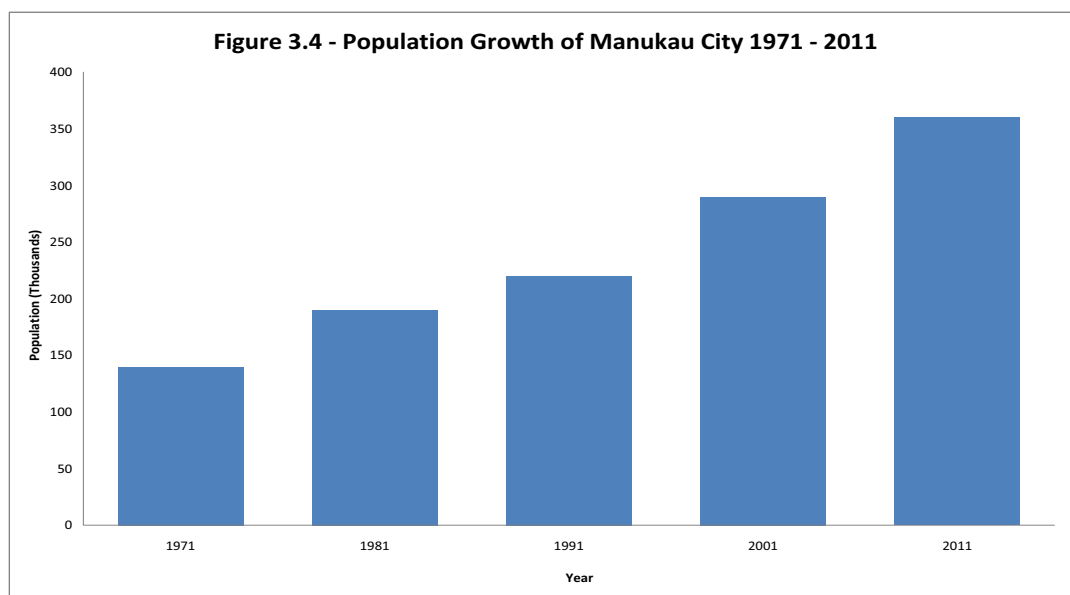
Manukau City is characterised by social, cultural and ethnic diversity.

(i) Tangata Whenua

The Maori population of Manukau includes those of Tainui descent, tangata whenua of Manukau.

(ii) Ethnic, Cultural and Social Diversity

Manukau City has a greater ethnic diversity than any other City in the Auckland region. In 2001, 34.7% of the Maori population and 46.8% of the Pacific Island population of the Auckland region lived in Manukau. This ethnic diversity is increasing. Between 1986 and 2001 the proportion of European residents fell from 64.2% to 49.0%. Over the same period, the proportion of Pacific Island residents increased from 15.2% to 25.6%. In 2001, 14.4% of the city's population were Asian residents.[AM123]



Immigration is a significant factor contributing to Manukau's growing ethnic and cultural diversity. Figure 3.6 identifies those residents of Manukau who migrated from other countries between 1986 and 2001. [\[AM123\]](#) Immigrants from Asian and Pacific Island countries have made the most significant contribution to migration flows into Manukau.

Ethnic diversity is also influenced by the population growth of different ethnic groups. For example, between 1986 and 2001 the Pacific Island population grew by 131%, increasing from 31,314 to 72,381. [\[AM123\]](#)

In terms of the City's age structure the City has a young population. In other words, it has fewer old people and more young people. In 2001, 35% of the population was under 20 years of age. The 60+ age group comprised 13% of the total resident population in 2001. [\[AM123\]](#)

There is little statistical information on special needs groups such as the disabled. National statistics however indicate that 14.3% of the adult population have a functional (mobility) limitation. The aged are one group with a high prevalence of any type of disability or long-term illness.

The very young and old are often considered the most vulnerable age groups in society. "Unicef has argued that because children have one chance for normal development, they and their needs should be given first call on society's resources, for example, in making choices on the maintenance and development of roads, priority should be given to those choices which will most benefit children and young people e.g. bicycle paths, making roads safe around schools".¹

The old are likely to be less mobile than others so access to healthcare and community services becomes an important issue.

The City's youthful population also has implications for the provision of and access to public open space for active sports and recreation; opportunity for the establishment of kindergartens, kohanga reo, plunket rooms, scout dens and other community services that are part of community life.

(iii) Household Size and Family Types

Changes in family type and family formation have led to a significant increase in the proportion of one-person and two-person households, and a decline in the proportion of households which have four or more people (Figure 3.7). The most common household type in Manukau City is a household with 2 people in it.

The trend towards smaller household sizes is a general one which is evident throughout the Auckland region and New Zealand as a whole. Some of the most important factors in this change have been identified as:

- more divorces, separations and less people getting married, leading to an increase in single parent families and one-person households;
- a shift away from early marriage and childbearing;
- growth in the number of elderly people, who are more likely to live alone; and
- an increasing number of people aged between 25 and 35, an age at which people are likely to be forming their own households.

(Demographic Trends in the Auckland Region, Auckland Regional Council, 1993).

There are, however, other factors which will tend to counter-balance the decrease in household sizes in Manukau City. These trends are:

- financial hardship, making it difficult to maintain small households and forcing people on low incomes to share their accommodation with others;
- high youth unemployment, along with a trend for young people to study for longer, which means that young adults are more likely to stay living with their parents; and
- increasing ethnic diversity, particularly the increase in Pacific islands people who tend to live in larger households.

¹. Blaiklock A, 'The Principle of First Call' A Presentation to the Healthy Cities Committee from the Policy and Monitoring Group" 18 March 1994 pp 1-3

Families are defined as households comprising a couple, with or without children, or one parent with one or more children (Statistics New Zealand). Family types in the City are changing. Children are now more likely to come from single parent families than they were in the past. If they live in two-parent families, they are more likely to live in households where both parents are working. In 2001, 23% of families were solo parent families. Couples living alone and one-person households have also increased. Trends in family types in Manukau City are similar to those in the Auckland Region and in New Zealand as a whole.[\[AM123\]](#)

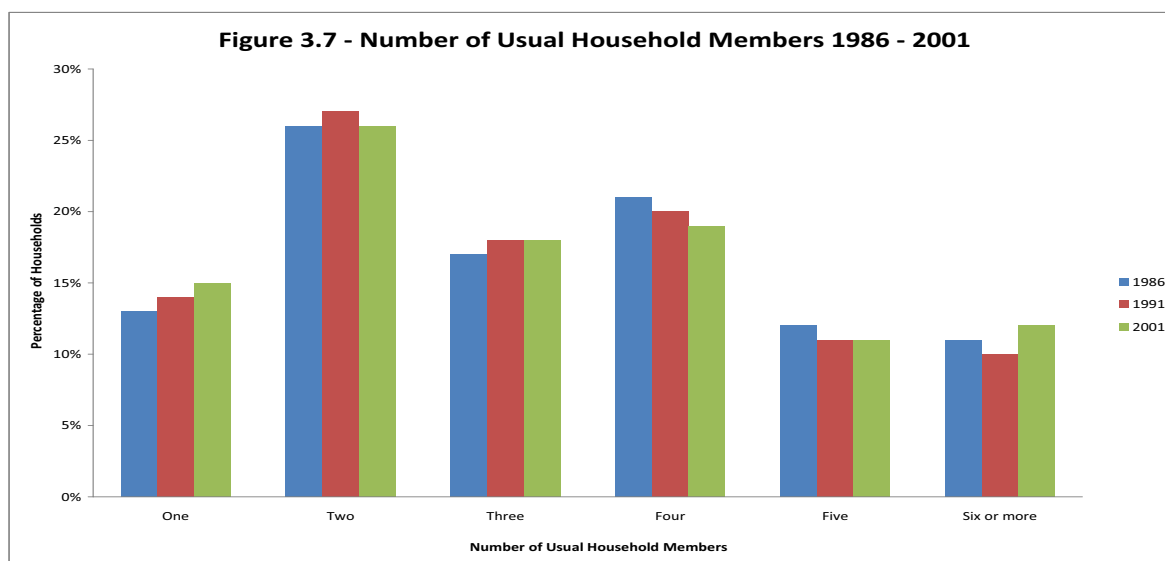
3.2.4 Infrastructure of the City

- **Marae Complex**

There are 17 marae complex in Manukau, eight of which are in Mangere, and there are one or two in each of the other wards. The marae complex are at a variety of stages in their development. There are also Tainui marae associated with traditional ancestral land. Activities associated with the marae include kohanga reo, kokiri centres (for skills training), housing projects and community services.

FIGURE 3.6 NUMBER OF MIGRANTS TO MANUKAU CITY FROM OVERSEAS BY COUNTRY OF THE WORLD 1992 – 2001 (INDICATES THE COUNTRY OF LAST PERMANENT RESIDENCE OF PEOPLE ARRIVING)[\[AM123\]](#)

	1992-1996	1997 - 2001
Australia	4,573	3,875
Northern America	1,001	753
England	3,266	2,724
Other UK	180	146
Samoa	1946	2087
Fiji	870	1774
Cook Islands	650	832
Tonga	528	720
Other Pacific	443	348
China, People's Republic of	547	1619
India	418	1090
Other Asia	7821	4460
Netherlands	92	64



• Council Services

A wide range of social infrastructure and services are provided in the City both by central government and the Council in the areas of recreation, health, education, community development and housing.

The Council has responsibility for the operation and maintenance of a number of facilities and services including (at 1995)

- 1055 public open space areas
- 6 recreation centres, 6 swimming pools and 15 community halls
- 5 Citizen Advice Bureaux, 518 housing for the elderly units and 8 community houses
- 10 libraries

The Council also undertakes a Shared Responsibility scheme which has enabled Council to develop a large number of recreation and cultural facilities in partnership with community groups.

The Council's role in community development has included the evaluation and promotion of community education, health, recreation, sport, the arts, employment and social services. This has included the provision of specific services together with the establishment of programmes such as employment promotion, local economic development, youth affairs, housing and health issues.

• Business and Tourist Facilities

The City has a number of shopping malls as well as mainstreet shopping areas. These business areas are supported by ancillary community facilities such as Citizen Advice Bureaux and libraries. The City Centre contains the most extensive area of land set aside for unrestricted retailing in the City. Also located at the City Centre are a large theatre complex and Rainbow's End entertainment park which serves domestic and international visitors.

There are also business areas in the City where there is opportunity for a broad range of industry to establish. Business activity in these areas enhance opportunities for local employment.

Tourist-related facilities in the City range from the regional and botanical gardens at Manurewa to travellers accommodation associated with the Auckland International Airport and camping grounds. Such facilities enhance opportunities for visitors to contribute to the economic and cultural life of the City.

- **Educational Institutions**

Primary schools in Manukau City are located in all major residential areas. In total there are 79 primary Schools, 15 intermediate and 15 secondary Schools in Manukau City. The Manukau Polytechnic, located in Otara, is a major trade, business and general educational facility for school leavers and adult students.

At the end of 1993 there were 42 Kohanga Reo in Manukau, the majority being concentrated in the wards of Mangere, Otara and Manurewa. There is also a Kura Kaupapa Maori in each of these 3 wards.

There are 44 Pacific Island Language Groups currently registered with the Early Childhood Development Unit in Manukau (and including Otahuhu, Takanini and Papakura)

- **Medical and Health Facilities and Services**

Medical and health facilities are being provided throughout the City by a variety of authorities and institutions ranging from Manukau Counties Health (a Crown Health Enterprise responsible for primary health care) through to community and voluntary welfare agencies and individual health practitioners.

The general trend is for the decentralisation of health care services. This significantly affects the planning of local facilities such as halfway houses. Manukau — “The Healthy City” was established in 1989. This programme takes an integrated approach to health and seeks co-operation between all the agencies which deliver health-related services in the City. This has included safety audits of parts of the City.

3.3 CITY-WIDE RESOURCE MANAGEMENT ISSUES

Nine[AM123]. resource management issues related to people achieving well being have been identified. These are described below with a summary of each issue prefixing each issue statement. These issues are addressed in the Implementation Chapters. The linkages between these issues and the Chapters is described in Chapter 4 ‘The City’s Environment’

URBAN FORM AND SUSTAINABLE CITY GROWTH

Issue

3.3.1 The location and intensity of city growth impacts on urban form, the movement of people and goods and the efficiency of the transport system.

The City’s rapid growth has created a low-density development pattern with large areas of almost exclusively residential use where residents are heavily reliant on the private motor car for commuting to places of work, shopping, or accessing community services or places of entertainment. As the city grows and vehicle usage intensifies, congestion is becoming an increasing problem with economic, social, environmental and health impacts. There is a now a consensus across the region on the need for a different type of urban growth for the next 50 years, based on a compact and contained urban form. The growth concept advocates most urban living within the Metropolitan Urban Limits as defined in the Regional Policy Statement, within more intensive, mixed use developments in prioritised High Density

Centres and Intensive Corridors that have good connections to public transport and development densities supportive of public transport.

Transport and land use are both interrelated and interdependent. This is especially the case in the Auckland Region, where the transportation system passes through and serves a range of land uses and activities. Commercial and industrial business activities are changing their character within the Region, with less traditional manufacturing, and retail activity seeking locations outside commercial centres, and the rapid distribution of goods and services. Implementing the growth concept will need to take into account changing trends in land use activities and their locational requirements, having regard to addressing the wider adverse effects of urban growth and the strategic integration of infrastructure with land use.

The growth concept also provides for the expansion of existing rural settlements

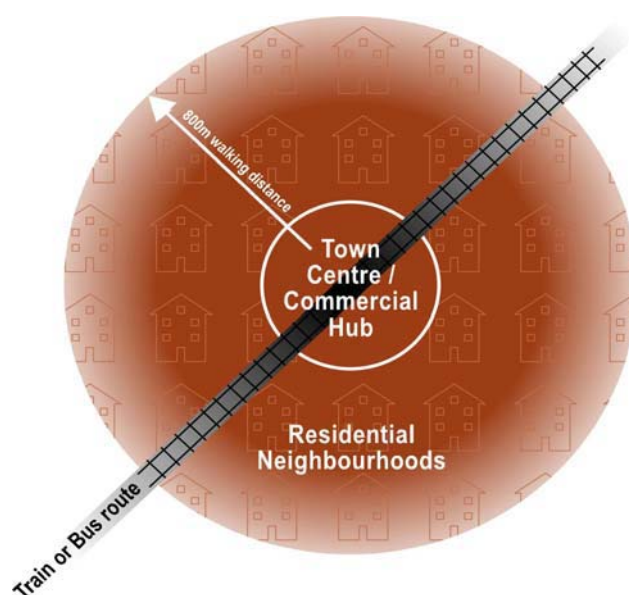


Figure 3.8: Growth Centre diagram

CITY CHARACTER & IDENTITY

Issue

- 3.3.2 City growth and development continually has the potential to adversely affect those natural and physical qualities that are valued by residents and which contribute to Manukau City's character, image and identity.**

The natural and physical qualities and characteristics of Manukau City, such as the extensive coastline, volcanic landforms, the vast rural land resource, and the City's large areas of open space contribute to creating a distinct identity for the City. These qualities attracted tangata whenua to settle here in the first instance and have subsequently attracted more recent settlers from a large variety of cultures.

The contribution that such natural and physical qualities have on social and economic conditions (e.g. investment decisions) is becoming increasingly recognised. For instance it is being increasingly understood that a (City's) 'attractiveness' be it to industry or to other investments such as tourism or residential interests, is just as likely to be based on a (City's) culture (its character, its image, its sense of

place) as it is likely to be based on purely economic factors. Or rather, all such considerations are interconnected.

FUNCTION AND QUALITY OF TOWN CENTRES^[AM123]

Issue

3.3.3 The attractiveness of town centres as the hub for social, cultural, economic and recreational activities and their “sense of place” have decreased.

Town Centres are traditionally a focal point for civic, economic, cultural and social activities for the surrounding community. They are also the window of the town for the outside world, the place where roads converge, visitors stop, socialise and stay, and business transactions take place. The older town centres in Manukau (such as Manurewa, Old Papatoetoe, Mangere Bridge or Howick) were created during early European settlement days, typically around a few stores, a church and a school located on strategic transport routes such as the Great South Road or the railway line.

After the World War II, Auckland experienced a rapid urbanisation and the southern towns developed following a suburban pattern strongly influenced by the increasing use of the private car. Large retail stores and malls appeared and blossomed in those centres that were easily accessible by the main highways and the Southern Motorway in the 1960's (such as Southmall in Manurewa in 1967). Manukau City Centre has developed from the mid 1970's to the present day with city-wide public facilities such as the Manukau Civic Centre and the District Court, and also a strong retail focus around the mall. Large new shopping centres have been created from the 1970's until recently in newly urbanised areas which provide little more than retail activities and some social services (such as Otara, Mangere, Pakuranga, Highland Park, or Botany Downs). Older, smaller town centres now face strong competition with other forms of retailing, such as 'big box' retailing or large purpose-built malls and shopping centres, and many have seen their retail activities decline in the last twenty years.

Manukau now possesses a network of Town Centres with varying functions and catchment populations. Some centres serve the local neighbourhood, and could not sustain large-scale intensification or the development of public facilities which would draw people from across the city and create significant pressure on the existing infrastructure (such as roading, parking, etc). Other centres offer potential, given their location, character and land use, to develop more intensively and become more vibrant and attractive High Density Centres.

The vitality and viability of a town centre is dependent on its mix of functions, attributes and activities. Different centres will fulfil different roles and single use centres can be just as relevant as those that incorporate a variety of uses. Traditional suburban centres have in some instances suffered a decline in vitality and viability over the past two or three decades. They have proved vulnerable to changing environment and unable to adapt. Factors affecting their ability to adapt include physical factors, such as layout and ownership structure and regulatory factors, such as an inflexible planning regime that has discouraged multiple uses and new development. Despite their decline as community focal points the physical fabric of these centres has remained intact.

With the Growth Concept encouraging residential activity to establish and intensify around existing centres (as well as around new centres and along transport corridors) there is an opportunity for traditional suburban centres to become more vital and viable as centres of social and economic activity. Concentrations of population will also improve the viability of frequent and reliable public transport services for commuting and some other trips, but it is acknowledged that, for the foreseeable future, the majority of residents of the City will continue to use private motor vehicles for many of their travel needs.

The economic buoyancy of Town Centres is affected by the make up of their activities. Studies show that town centres which feature only retail, to the exclusion of other activities, are poor at delivering business service jobs and jobs other than retail jobs. On the other hand, town or city centres which provide a range of complementary activities (residential, retail, recreation, services, etc) and a quality urban environment which creates a sense of place are more likely to provide for community wellbeing in the long term.

The compact urban growth concept provided by the Auckland Regional Policy Statement encourages the establishment of a wide range of day and night time activities within Town Centres at the heart of High

Density Centres in proximity of public transport. These include higher density residential activities, which have until now effectively been segregated from business areas, either due to market trends or planning regulations.

The urban growth concept also encourages residential activity to establish and intensify around Town Centres. Concentrations of population will improve the viability of frequent and reliable public transport services for commuting and some other trips. It is acknowledged that, where access cannot be met conveniently, efficiently, effectively or practically by public transport, nor by viable walking or cycling options, transport options will remain limited and people will continue to use private motor vehicles for many of their travel needs. However, a dominance of private motor vehicle transport (in particular for commuting) can be reduced by encouraging urban forms that support other transport modes.

Revitalisation initiatives in Town Centres will require improvement to the design and quality of buildings fronting public spaces, particularly on routes with high pedestrian traffic. They should contribute to building an urban environment which offers a network of quality public open spaces (streets, parks, squares and plazas) well connected with surrounding suburban neighbourhoods.

Past and current trends of infill housing and re-development are also putting pressures on the historic character (buildings and urban fabric) of traditional Town Centres and surrounding neighbourhoods. Many people perceive that intensification impacts negatively on the identity and character of town centres. They express concern that their place is becoming 'just another place to travel through' and gives a poor impression to visitors. Respecting and strengthening the character and identity of those centres, while attracting business investment and encouraging more people to live, work and spend time there, should become the driving principle of revitalisation initiatives.

The particular areas suitable for residential intensification in existing Town Centres will need to be carefully identified in order to avoid, remedy and mitigate actual and potential adverse effects on the environment. In particular, regard will need to be had to existing and anticipated (through zoning) landuses nearby, and whether or not reverse sensitivity effects may result. This may be the case for example where residential uses are proposed to be located in proximity to existing (or zoned) commercial or industrial land uses, or adjacent to or near strategic land transport corridors (existing and designated). For Manukau City and Papatoetoe regard will also have to be had to the aircraft noise contours for Auckland International Airport.

HIGH DENSITY CENTRES AND INTENSIVE CORRIDORS [AM123].

Issue

3.3.4

A key feature of the regional growth concept is that most urban growth is focused around High Density Centres and Intensive Corridors. The "Growth Concept" anticipates a shift in land use patterns towards a more compact urban form which focuses growth in High Density Centres and Intensive Corridors, such as Manukau's southern passenger transit corridors and near main arterial roads. More intensive development can support a greater range of local services and facilities, increase the opportunity for safe walking and cycling and help support public transport, by bringing people closer to the main routes. Careful design will be needed to ensure good urban amenity.

Increasing populations will also create an increased demand for commercial, particularly retail, activity. The availability of retail activities is particularly important to provide for the community's wellbeing by ensuring that consumers have ready access to a choice of goods and services. There is a wide spectrum of retail activities in terms of form, scale, function, transportation effects and customer base. Whilst the majority of commercial activities will continue to locate in Town Centres, a centre location may not always be suitable for all types of retail activities due to a number of factors including their function, as well as site requirements and size. It may therefore be appropriate in a number of circumstances, to locate such activities along Intensive Corridors and elsewhere in business and mixed use zones, subject to ensuring any adverse environmental effects are appropriately managed.

BUSINESS LOCATION [AM123].**Issue****3.3.5**

Commercial activities that are best suited to locate and develop in Town Centres should be encouraged to do so within those areas. Where appropriate, commercial activities shall be enabled along Intensive Corridors in business and mixed use zoned land. Outside of these localities such activities should be discouraged from locating where they would compromise the achievement of a compact sustainable urban form and sustainable urban land use intensification.

There is in addition, a range of business activities, including a limited range of retail (particularly larger format retail) activities which due to form, scale or customer base are ill-suited to locating in Town Centres and Intensive Corridors. These include activities that require extensive land, have noxious emissions, contribute to reverse sensitivity problems and create adverse effects on the environment. Such activities should be encouraged to locate in business areas that are zoned specifically for such activities so that adverse effects can be adequately avoided, remedied or mitigated. Where commercial activities are to be enabled in business and mixed use zones in locations other than Town Centres and Intensive Corridors (in particular, in neighbourhood centres and other corridors) regard must be had to the effects of the commercial activity on the function of Town Centres and their role, efficient use and provision of infrastructure, and impacts on transport efficiency and the road network.

In a compact urban environment it is important that Town Centres, Intensive Corridors and other business and mixed use zoned areas are able to grow in accordance with desired social, economic, cultural and environmental outcomes.

In the past business growth has relied largely on expanding onto greenfields sites. Accommodating future growth through continual expansion without also considering the efficient utilisation of existing business land would be unsustainable. However it is recognised that, while there is some capacity for future growth, there remains a shortage of business zoned land, particularly for industrial activities, including land extensive industrial activities, expansion into greenfield land may be required to provide for future growth.

ECOLOGICAL VALUES**Issue****3.3.6**

The way in which population growth and urban development is accommodated impacts on ecological values, environmental health and safety. This affects the ability of current generations to provide for their well being, and the potential of resources to meet the needs of future generations.

The overwhelming majority of residents (approximately 95%) live in the urban area of the City which comprises around one-third of the City's total land area of approximately 460 square kilometres. The urban area is characterised by low-density residential development.

[AM123]

Australian studies such as the Greenhouse Neighbourhood Project 1993 have demonstrated that conventional low-density suburban neighbourhoods contribute significantly to energy requirements and greenhouse gas emissions, as well as to infrastructural costs.

The nature and form of urbanisation also affects other ecological values. For example, areas with the greatest extent of urbanisation show the greatest compromise of water quality. Water quality tends to decline over time as catchments develop. This in turn affects human health (e.g. the ability to collect uncontaminated seafood/ kaimoana) and safety (e.g. the ability to swim in healthy water).

TANGATA WHENUA**Issue**

- 3.3.7 As tangata whenua, Tainui has, in terms of customary authority and Te Tiriti o Waitangi, partnership interests in the management of the City's resources.**

Section 8 of the Resource Management Act, which provides that all persons exercising functions under the Act shall take into account the principles of the Treaty of Waitangi, means local authorities are the Crown's delegate in relation to Treaty obligations. This means that the Council has partnership responsibilities with respect to tangata whenua. The principle of partnership carries with it an obligation to act in the utmost good faith and to act reasonably.

These matters are discussed more fully in Chapter 3A, Tangata Whenua.

VALUES**Issue**

- 3.3.8 People value and experience the environment in different ways and this can mean there are different needs and expectations about the way resources are managed.**

Manukau City is characterised by an increasingly diverse population. This can mean demands for different lifestyle options and pressures for change to existing settlement patterns and use of resources. How well change and new demands are managed, for example how well adverse effects on existing amenity values are managed can affect the degree to which different lifestyle options are accepted.

There are also groups within Manukau with special needs (e.g. disabled, children and women). The design of buildings and structures has not always been sensitive to the needs of these groups, for example kerbs and paths have not always been convenient for use by disabled persons or for people using prams and pushchairs.

The quality of the urban environment is an important factor in the way people value and identify with the place where they live. Quality urban design recognises those aspects of the natural and built environment, as well as public spaces and spaces which the community values. These may include, for example, notable trees, waterways, landforms, heritage buildings, marae, community and civic buildings, informal meeting places, parks, street art, or children and teenagers hang out areas. Quality urban design integrates new development to create spaces that people use and appreciate. [\[AM123\]](#)

BEHAVIOUR**Issue**

- 3.3.9 People and communities may potentially resist change to existing patterns of development and to changing behaviour, even though this is necessary for the sustainable management of the City's resources.**

Traditional suburban development which has been the prevailing settlement pattern for the majority of residents in Manukau reflects cultural values. This form of development is becoming difficult to support as land becomes an increasingly scarce resource and the impacts of urban form on energy and infrastructure costs are being realised.

The Australian State Government's 'Greenhouse Neighbourhood Project 1993' demonstrated that neighbourhoods with higher residential densities and a greater proportion of non-residential land uses, distributed in clusters, to provide local activity/employment within walking distances of households are more energy efficient.

A supporting culture or behaviour, through the promotion of good urban design is however required to ensure the achievement of new neighbourhood types. Resistance to new forms of development from industry and the community can stem from perceived increases in development costs and past experiences where higher density residential development has resulted in low levels of amenity. The challenge for Council is to develop supporting attitudes and urban design guidelines, for example, by ensuring attractive urbanised streetscapes, and encouraging walking, cycling and patronage of public transportation by giving some priority to these forms of transport in the allocation of resources. [\[AM123\]](#)

DIVERSITY**Issue**

- 3.3.10 A lack of diversity in the built environment including household types and residential subdivision patterns, limits choice for both current and future generations to choose different lifestyle options. This affects people's ability to provide for their own well being at different stages of their lifecycle.**

Manukau City's population and household structure is becoming increasingly diverse. As household structures have changed, the City's housing needs have partly been met by the subdivision of larger household lots in residential neighbourhoods. This process enables a degree of choice in residential neighbourhoods, but essentially settlement patterns typify earlier patterns of development (i.e. single house or single lot).

Housing in the suburbs consists mostly of free standing homes typically designed for nuclear families. Recent housing studies show that this type of housing may not suit some household structures. As a result, there is a lack of housing options for people with low incomes, and especially elderly people, students, solo parents and young people.

The presence of uniform housing types and patterns limits the choice of accommodation available to residents to meet their needs at different stages of their life cycle.

Different forms of residential development (e.g. apartments, terrace housing, comprehensive developments or mixed use development) has been occurring in recent years, for example in the development of Botany Downs in East Tamaki. Some re-development is also occurring in parts of the city.[\[AM123\]](#)

INFRASTRUCTURE**Issue**

- 3.3.11 The provision of social and physical infrastructure and the protection of it from any adverse effects of activities influence how liveable neighbourhoods are.**

The City's physical and social infrastructure are important factors which influence the liveability of the City in general, and neighbourhoods in particular. The liveability of a neighbourhood is also affected by its level of "attractiveness". This "attractiveness" is often determined by the provision of infrastructure, such as public open space, the planting of trees in public places, the design and layout of roads, and the relationship of major buildings to open space and to each other, and the protection of heritage.

The nature of the City's transportation infrastructure influences how accessible the community is to goods and services, to each other, and to the various residential, business and recreational areas within the City and Region. It influences opportunities for economic activity by providing for accessibility between activities, markets and people. Other forms of infrastructure (such as waste disposal) also provide for the health, wellbeing and liveability of all neighbourhoods.

Development in the last forty years has resulted in a lack of intensity and diversity of activities around transport nodes exacerbated by a lack of investment in public transport infrastructure. As a result, there is generally poor access to, and low amenity around train stations and bus stops. The urban environment offers poor amenities for pedestrians in the town centres (for example large blocks which lengthen pedestrian trips, poor quality urban furniture or damaged pavement). [\[AM123\]](#)

In recent years however, significant efforts and investments have been directed towards streetscape improvements and the upgrading of public transport facilities (bus stops and railway stations) in some town centres.[\[AM123\]](#)

The inappropriate provision of infrastructure can detract from a neighbourhood's identity (e.g. major roads can cause community severance), and can influence perceptions of personal and other forms of safety (e.g. design of buildings, open spaces, and streetscapes[\[AM123\]](#) can affect the amount of informal surveillance of public places and pedestrian safety).

3.4 MANAGING GROWTH IN MANUKAU CITY^[AM123]

Introduction

Manukau City is expected to grow from approximately 283,000 people (Census 2001 results) to 328, 968 people (Census 2006 results.) In Manukau, the Auckland Regional Growth Strategy proposes that urban growth be accommodated in the following manner over the next 50 years:

- 49% would occur within existing residential areas through the development of vacant residential-zoned sites and infill (a significant proportion of this growth has already occurred through the development of the East Tamaki area),
- 26% would be in the Flat Bush area,
- 20% would be within existing town centres, and
- 4% would occur in existing rural areas.

3.4.1 City Vision

The Community's vision for the city is described in 'Tomorrow's Manukau – a vision for Manukau into the Future 2001-2010'

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.

3.4.2 Urban Southern Sector Agreement

The Urban Southern Sector Agreement, (signed in 2001 by Manukau City Council, Papakura District Council, Franklin District Council and the Auckland Regional Council as provided for in Chapter 4 of the ARGS), outlines a staged programme of greenfield and nodal development for the next 20 years, and identifies matters to be resolved in terms of transport links, drainage infrastructure and employment strategy.

The Agreement identifies the following capacities for growth in the next 20 years in Manukau City:

- Land in the Flat Bush greenfield area will be released for the purpose of residential, mixed use, employment, community and public open space uses and will accommodate at least 40,000 people.
- Re-development will be initiated in growth centres identified in the Growth Strategy with the objective of accommodating an additional 20,000 people through intensification.
- 28,000 people will be accommodated within existing urban and rural area through the development of vacant residential land and infill.

3.4.3 Greenfield Development – Flat Bush

In 2001, Council prepared and publicly notified a change to the Operative District Plan (Variation No 13) to accommodate urban growth in Flat Bush. The objectives are to create an urban environment offering a diversity of housing choices, opportunities for a range of economic developments, adequate social and infrastructure facilities and a range of transport choices well integrated within the transport system, while retaining a strong environmental quality. In order to achieve these objectives, the district plan places a strong emphasis on urban design and sustainable management practices for any new development taking place in Flat Bush.

3.4.4 Growth Planning (to 2004)

Twelve High Density Centres were identified in the Southern Sector Agreement. In April 2004, Council reviewed the phasing of planning for Manukau City's High Density Centres and re-prioritised the programme as follows (start dates shown were indicative only of the general sequencing of planning for the High Density Centres).

- (i) Phase 1 – 2005 - 2010
 - (a) Manurewa Town Centre
 - (b) Manukau City Centre
 - (c) Hunters Corner
 - (d) Old Papatoetoe
 - (e) Mangere Town Centre
 - (f) Pakuranga
 - (g) Otara
- (ii) Phase 2 – post 2017
 - (a) Highland Park
 - (b) Botany
 - (c) Middlemore
 - (d) Homai
 - (e) Te Mahia

3.4.5 Phase 1

Council initiated community consultation in Manurewa and Manukau City Centre in 2000, and in Papatoetoe and Hunters Corner in 2002. The consultations highlighted the values that the community places in each of these centres and what people's aspirations are for the future. Based on these consultations and technical studies (economic, traffic and infrastructure reports), concept plans were developed and adopted by Council to direct Council's strategic interventions in those areas. These concept plans generally seek to re-define the role and physical structures of those town centres and enhance their potential for being vibrant social, cultural and economic hubs. Their main features are:

- encouraging a diversity of activities (residential, retail, offices, small businesses, community and recreation facilities), stimulating re-development and attracting business investment to help bring more life and vibrancy to the centres.
- ensuring that residential densities that are supportive of public transport can occur around transport nodes to provide a choice of transport modes for people living in and around the centres.
- creating quality urban environments and ensuring good amenities in the public domain by promoting good urban design practice which respects the character of each area.

Analysis of these concept plans, and a review of development initiatives in Manukau highlighted current issues and sections of the district plan where provisions needed to be changed to achieve these outcomes or other types of intervention were required. New development in each centre should generally be in accordance with the concept plan for the area.

The role of the Council is essentially an enabling one. It will act, as co-ordinator and deliverer of infrastructure, manager of the public domain, controller of the effects of development in the public or private domain, and provider or facilitator of a wide range of social services. However, the ability of Council to co-ordinate its own interventions and enter into partnerships with a range of stakeholders will be critical in determining the future evolution of the High Density Centres. These stakeholders will include: public transport providers, local retailers, shopping centre operators, employers, housing providers (including Housing New Zealand, community support groups, iwi and hapu groups, local residents and developers), community groups (including youth, cultural, ethnic and other groups), and local artists.

3.4.5.1 Manurewa Town Centre

The vision for Manurewa was developed through consultation with the community during the preparation of the Concept Plan¹:

A vibrant, safe and accessible town centre, reflecting Manurewa's strong sense of community pride and identity.

The following principles will guide the future development of the town centre:

- ***Access to and within the town centre:*** providing transport choices and ensuring access for business, with direct, pleasant routes that encourage walking and cycling and access to public transport, shops, social services and parks within 10 minutes walk.
- ***Pedestrian friendly:*** providing a pleasant environment and good safety for pedestrians by an efficient use of land, streetscape quality, building frontage design and the location and design of parking spaces.
- ***Compact centre:*** enabling good quality local services, energy efficiency, efficient public transport services, social interaction and diversity of activities and people, by making it possible for more people to live and work in the centre.
- ***Mixed use, flexibility and variety:*** combining a mix of residential, retail, office, recreation and/or community functions in one location, building or street block.
- ***Integrated passenger transport hub:*** redeveloping the existing rail station by integrating it with existing and future activities and linking it with other transport modes (bus, car, cycling and walking).

¹. refer to 'Manurewa Town Centre, Concept Plan, A Concept for the Future of Your Town Centre', December 2003, for more details

- **Employment opportunities:** providing local employment opportunities by creating an attractive environment for business investment (e.g. encouraging the development of small business and live/work units), and improving access to jobs outside of the town centre by improving access to public transport.
- **Identity, community pride and public safety:** creating a clearly defined built environment that reflects Manurewa's strong community spirit and sense of civic pride.
- **Parks and civic spaces:** creating high quality public spaces with good amenity and safety for recreation (Gallagher Park) or community activities (youth precinct around the library and civic squares).

3.4.5.2 Manukau City Centre

The vision for Manukau City Centre is:

The place to work, shop and play and live, reflecting the communities of Manukau

The guiding principle of the Concept Plan¹ is to create a city centre that:

- is lively and safe, with round-the-clock activity, with a new 'Main Street' running along Sharkey St, Osterley Way, a new link across Manukau square and to the Council building, around which pedestrian-based retail and recreation activities will concentrate,
- is attractive and convenient to walk in, with active frontages promoted and new landscaping features realised along pedestrian routes,
- recognises the important current and future role of public transport through rail and bus networks locally and regionally, with the development of a new rail station linking with other transport modes in the centre,
- has a mixture of activities and higher density development to create a critical mass for lively cafes and parks, with residential development taking place in multi-storey developments close to Hayman Park and transport facilities, or within live-work units,
- has a strong sense of place,
- preserves ecologically sensitive natural areas such as Hayman Park or Puhinui Stream,
- provides for the economic well-being of existing and new business.

The planning process for the construction of the motorway link between SH20 and SH1 south of Manukau City Centre, the extension of Wiri Station Road south of Hayman Park and the extension of the North Island main trunk line to the city centre is well underway. The concept plan integrates these new developments with other proposed features that will guide public and private investment in the centre.

3.4.5.3 Old Papatoetoe and Hunters Corner Town Centres

Inputs from the community and specialised reports were combined into a set of key principles that guided the development of the Concept Plan², which will ***'help Papatoetoe achieve its future potential as a great place to live, work and shop'***.

1. Refer to 'Manukau City Centre, A Redevelopment Framework for the Future, Concept Plan', February 2004 for details
2. Refer to 'Papatoetoe and Hunters Corner Revitalisation Project', December 2002 for details

- Preserve the “Golden Circle” concept (spacious, well-established sections with solid brick and tile homes developed in the 1960's which characterise the area between Old Papatoetoe and Hunters Corner).
- Reinforce the family atmosphere by upgrading existing public facilities, such as sports grounds, parks and community buildings, encouraging the establishment of family-friendly activities and the development of diverse, affordable housing close to those facilities.
- Build on and incorporate heritage features, for example by respecting the scale and character of existing buildings, such as those on St George St in Old Papatoetoe.
- Develop a new community and transport hub in Old Papatoetoe around the renovated train station.
- Develop a new sporting/entertainment hub in Hunters Corner close to and within the Plaza, which will help improve the amenity of public spaces around the plaza and revitalise retail activities.
- Provide for more people to live around public transport and within the town centres by encouraging the development of quality medium density housing and housing above retail and commercial activities.
- Encourage more people to patronise the centres day and night and improve safety and amenity in the area, by improving the quality of public spaces and making it more attractive for a diverse range of activities to establish.

3.4.6 Manukau Town Centres Strategy

Council completed the Manukau Town Centres Strategy in April 2004. This strategy covers all the High Density Centres in the growth strategy, as well as other town centres and rural settlements. The key objective of the strategy is transform town centres into vibrant, clean, safe and smart places that reflect the distinctive character of their local communities.

The Town Centres Strategy complements the High Density Centres planning and forms an essential part of growth management in Manukau City.

3.4.7 Rural and Urban Development - Manukau Growth Management Strategy

Council is working on the development of a Growth Management Strategy for Manukau City. This will comprise two parts, covering rural and urban development.

There is increasing pressure for rural land to be made available for residential, countryside living and business development, particularly in areas close to the urban edge, around rural villages and along the coastline. The Rural Strategy aims at setting out how Council will manage growth within its rural area over the next 10 years and beyond.

The scope of the Rural Strategy is to identify the current and future rural growth issues, community vision and the principles that underpin the Strategy, and to devise a preferred growth management option for the rural area of Manukau. The preferred growth management option is to be supported with a set of prioritised action plans for implementation.

The Urban Strategy will provide an overall framework for urban development. It will examine the various components and rates of change in the urban area, how to plan for growth and urban living to occur in a managed way to protect and enhance the values and character that contribute to the Manukau identity and how to achieve good urban design and environmental outcomes.

3.4.8 Growth Planning (Since 2004)

The record given in 3.4.4 above is historical. Since 2004 there has been considerable further investigation of urban growth needs, and the locations within which urban growth may be accommodated. Much of this work has been undertaken at a region-wide level, and the Council has been an active contributor to that process. One of the outcomes has been the recognition, at a strategic level, in addition to growth in Town Centres and High Density Centres, that Intensive Corridors and other areas are places where urban growth may be accommodated.

The framework for urban growth planning has therefore become more complex, and is not yet at the stage that the full range of urban growth locations can be specifically identified. The locations identified in 3.4.4 are some of, but not all the locations that will be identified when a wider spatial plan for the Auckland Region has been finalised.

At the strategic level, this district plan recognises and has adopted current strategies at local and regional levels, including as outlined in the Auckland Regional Policy Statement. In respect of business development in particular, this includes the issue identified in Issue 3.3.5.

At the implementation level, this district plan adopts the position that, pending the development of a classification framework for and identification of further Growth Centres and Intensive Corridors through changes to the district plan, urban intensification (including retail and other commercial activities) may occur in locations that will not compromise the achievement of 2.6.5 Strategic Policies Urban Structure of the Auckland Regional Policy Statement. The District Plan also adopts the policy of the Auckland Regional Policy Statement that commercial activities are to be enabled in locations other than High Density Centres and Intensive Corridors, in particular other corridors and neighbourhood centres, where appropriate.