



# TRANSFORM MANUKAU

Renewal of Manukau Central

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High Level Project Plan - April 2016

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“The Thriving Heart  
and Soul of the South”



# 01

## INTRODUCTION



## 1.0 INTRODUCTION

**When it comes to transforming Manukau on a huge scale, we first need to “Start with the Heart”.**

That’s not just because Manukau’s proposed vision is to become “The Thriving Heart and Soul of the South”. It also refers to the 20ha portfolio of land within Manukau Central that Auckland Council controls, providing robust influence for effecting change.

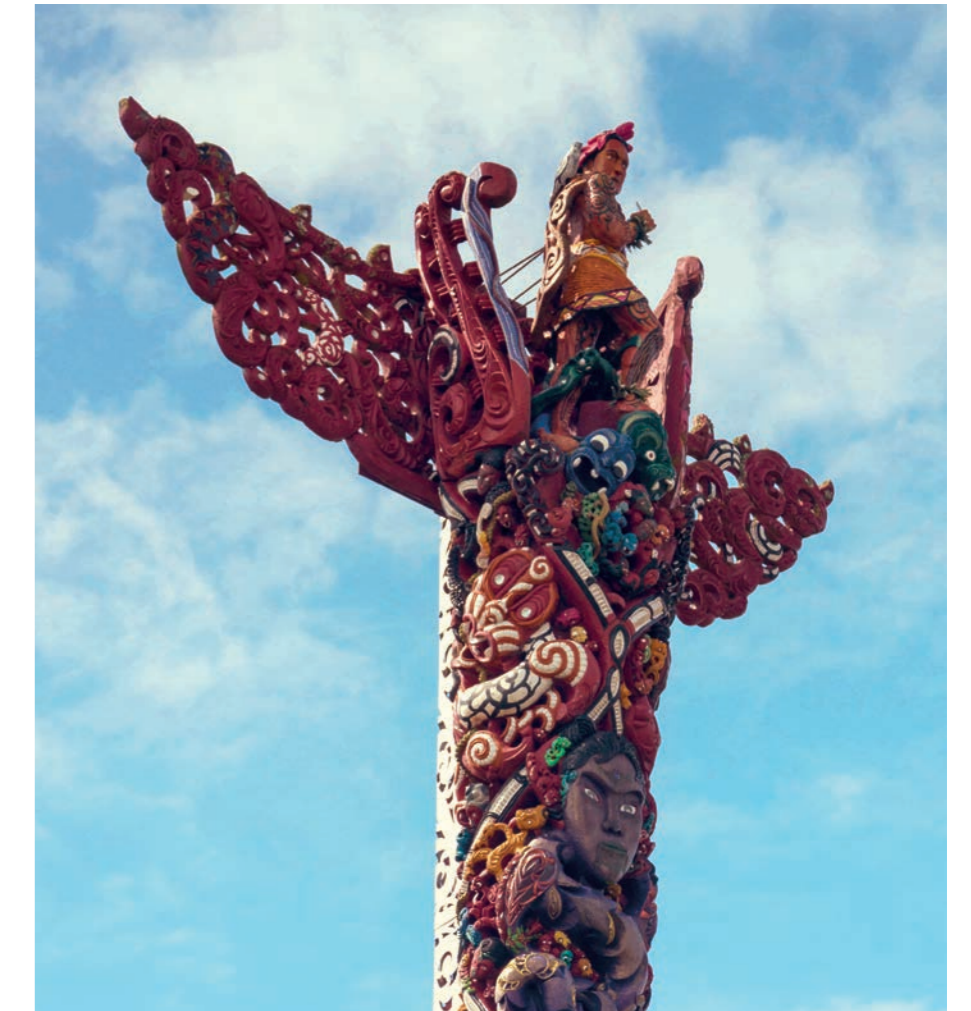
In total, 600ha in Manukau Central and Wiri has been chosen as a ‘Transform’ project of urban regeneration, to be led by Panuku Development Auckland (Panuku).

Manukau is the largest of Auckland’s 10 metropolitan centres by employment, and the closest to Auckland Airport, which is significant for its growth prospects. It is generally infrastructure-ready and provides strong employment growth through its supporting employment zone in Wiri. This underpins its role as Auckland’s southern gateway, giving it a compelling position from which to attract new market attention as a location of opportunity.

The Manukau story has long been one of unique promise. Its combination of deep Māori heritage, the world’s Pasifika hub, geographical features of interest, and creative and economic potential makes it unlike any other place in New Zealand.

South Auckland has been identified as the region’s biggest opportunity, yet it also faces many socio-economic challenges. As Auckland grows, it becomes even more vital that this part of the region fulfils its potential.

Urban regeneration of this scale requires leadership and collaboration to provide strategic responses to achieve the vision for Manukau. It’s our challenge to refine an integrated approach to development that will help empower communities, lift local well-being and build high-quality, people-oriented urban environments.



# 1.1 MIHI

**NAU MAI TAKU ITI. PIKI MAI E TAKU RAHI.  
NĀKU KOE I TIKI ATU I TE PAE-O-TE-RANGI.  
KA TŌIA MAI, KA KŪMEA MAI  
KIA EKE TANGAROA, EKE PANUKU.**

Panuku, panuku, kia haumi e, kia hui e  
kia ara mai he tāiki ngāpara.  
Ka whakairihia e te rangi hei hua tipua,  
ka poua ā-whenua hei tupuranga hōu.

Māna e huaki te mana tangata  
e hora ai aku mahi.  
Kia hua ko te pai,  
kia piki ko te ora,  
he tohu kaitiaki o taku tuakiri tuku iho.

Nōku te whiwhi, nōku te hūmārire.  
Ka tūhono a Rangī, ka tūhono ki a Papa,  
taku taura here whanaungatanga;  
he mea nō tua whakarere mai.  
E kore e memeha; tū te ao, tū te pō,  
mauri tau, mauri ora.

**WELCOME ONE. WELCOME ALL.  
YOU, FROM BEYOND THE HORIZON I HAVE TAKEN.  
I DRAW YOU NIGH, I DRAW YOU HITHER  
TO RAISE EXPECTATIONS AND TO FULFIL POTENTIAL.**

Upward, onward until all is met and done  
and that which rises will endure still.  
From high it heralds divine aspirations,  
grounded in visions of new beginnings.

It empowers in essence our very being  
and pervades all that we have achieved.  
Let good be rife  
and may good health be assured,  
as guardianship defines a legacy given.

As destiny beckons, peace is mine.  
The sky itself seems to greet the earth,  
epitomising all I hold and revere;  
a token from that distant past.  
It abides as day and night without fail,  
with a gentle heart and a lively spirit.

# 1.2 SHAPING SPACES FOR AUCKLANDERS TO LOVE

As a development agency, Panuku Development Auckland’s structure is the first of its kind in New Zealand.

We work across multiple locations and scales – from large, long-term urban renewal projects, to small projects on specific sites.

We operate in a commercial way but with good public outcomes. We make a profit and deliver returns to the Council, but at the same time ensure developments and community outcomes are positive and sustainable.

Panuku has been established to provide leadership and unlock barriers to enable urban transformation. We will pilot ideas to advance Council objectives in affordable housing, housing for older people and iwi partnerships.

We have the backing of Council finances, which allows us to borrow at low cost and obtain funding through Auckland’s 10-year budget process. We can structure the delivery of projects in a way that helps fund public good outcomes.



## TRANSFORM

Creating change through urban renewal.

We lead the transformation of select parts of our region; working alongside others and using our custodianship of land and planning expertise.

E.g. Wynyard Quarter



## UNLOCK

Unlocking development potential for others.

We are the facilitator; using our relationships to break down barriers and influencing others, including our Council family, to create development opportunities.

E.g. Papatoetoe



## SUPPORT

Making the most of what we’ve got.

Intensification is a key driver in the Auckland Plan. We support housing demands by enabling development of Council-owned land.

E.g. Link Crescent, Whangaparaoa

## 1.3 PANUKU – WHO WE ARE

**Panuku Development Auckland is a Council-controlled organisation of Auckland Council that helps to rejuvenate parts of our city.**

We manage about \$1.5 billion in land and buildings the Council owns. We continuously review this portfolio to find smart ways to generate income for the region, grow the portfolio or release land or properties that others can use better.

It's important we understand the communities in which we work. Panuku identifies development opportunities, and plans and prepares the ground to attract private investment and make it easier for others to develop houses and commercial buildings. Together with our partners we unlock the full potential of this land to create spaces for Aucklanders to love.

Auckland is experiencing significant housing and infrastructure pressures as a result of rapid growth. About 800 people move to Auckland each week, and current projections suggest the population could reach 2.01 million by 2033 – an increase of more than 517,000 people within the next two decades.

To cater for this growth, we need a step change in urban renewal and intensification of town centres and brownfields.

Panuku has the role and mandate to address this challenge.

### **PURPOSE OF THIS PLAN**

High-level project plans (HLPPs) are a new discipline, and key to our approach to bringing forward locations and Council-owned sites for redevelopment or sale.

Agreement to HLPPs by the Panuku Board and Auckland Council gives Panuku the mandate to press 'go' on regenerating priority locations.

In drawing up an HLPP, we review earlier proposals for locations under discussion, recognising public input to date. Any new context or considerations will be fed into the process, so that we can investigate all the opportunities for a location and assess these against the agreed, desired outcomes expressed by the local community.

The HLPP will outline some high-level urban planning ideas and pragmatic and commercially viable ways to enable development projects to be taken to the market.

Panuku will draw on the resources of the Council family to compile and assess the HLPPs. The whole organisation will work together on these plans, determining a cross-Council coordinated effort to enable Panuku to realise the opportunities in potential development locations.

The next steps after the HLPP involve more detailed project planning, including engagement and communications plans, project planning and Framework Planning. This will be followed by detailed site feasibility and assessments and business cases as required.

## LIKE THE NAME SAYS

We're the first Auckland Council organisation whose name represents what makes us unique as a New Zealand-based company: our connection to Māori culture and identity.

Development Auckland clearly states what our organisation is about, while Panuku is an abbreviated form of the whakatauki, or proverbial saying, Eke Panuku, Eke Tangaroa!

This saying acknowledges unseen energies from the realm of the land and sea, which are often called upon through Māori oratory traditions to help invigorate, inspire and manifest success, excellence and progress within groups.

Our organisation, like a waka, not only requires strength to move forward, but skill to navigate, balance to ride smoothly and teamwork to propel.



# 02

## CONTEXT

## 2.0 CONTEXT

Manukau is Auckland's main industrial hub, with a metropolitan centre catering to the south Auckland market of almost half a million residents. In 2015 Manukau contributed \$16 billion to the economy or about 20 per cent of Auckland's GDP.

Although declining in importance, manufacturing remains Manukau's largest industry sector, with transport, postal and warehousing; wholesale trade; and healthcare and social assistance sectors emerging in recent years. Its large metropolitan centre continues to serve these industries and the wider community.

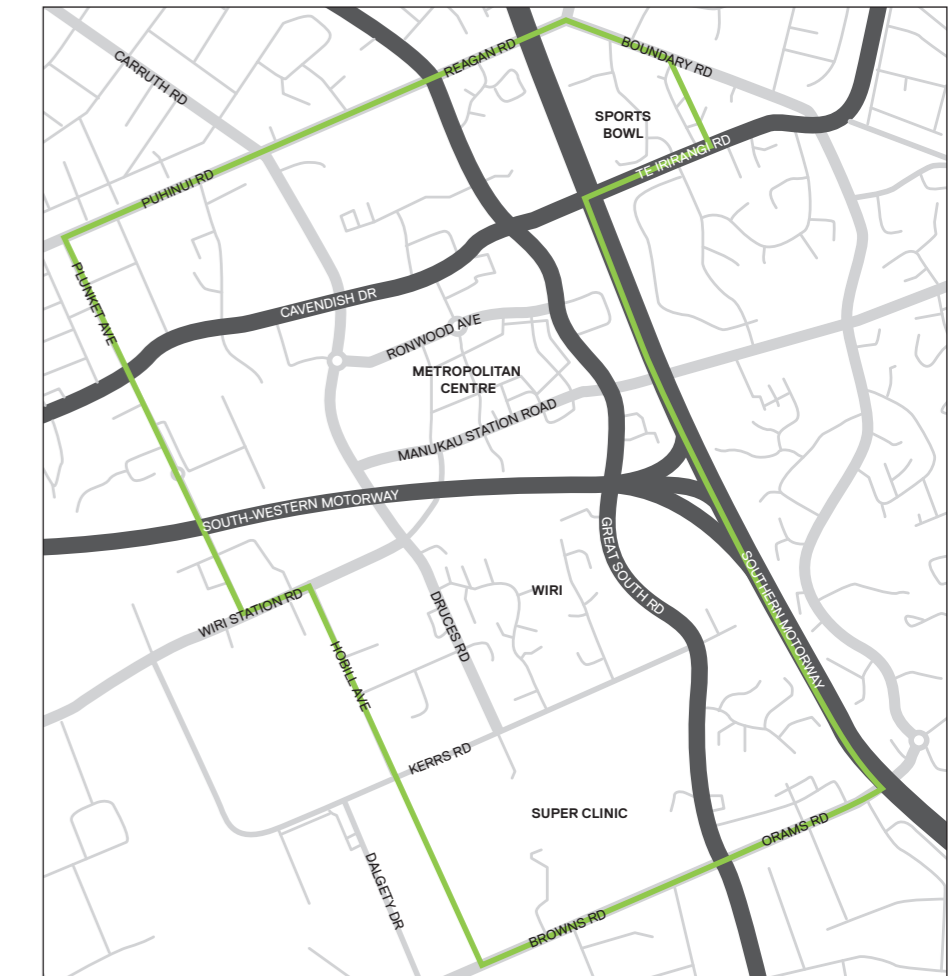
Manukau's metropolitan centre has a large Westfield shopping centre, a large district court and police station, many Council facilities, and commercial and industrial businesses in and around the centre. Together they employ around 17,000 workers on a daily basis. Two major tertiary institutions, Manukau Institute of Technology (MIT) and Auckland University of Technology (AUT), have opened new campuses here, which will attract about 10,000 students when complete in 2017.

## 2.1 GEOGRAPHICAL CONTEXT

The 600ha Transform Manukau project area includes the whole Metropolitan Centre zone, the Manukau Sports Bowl site and the Wiri suburban neighbourhood to the south, including the large 49ha Manukau Super Clinic site.



Project Area for Transform Manukau





## 2.2 PROPERTY OWNERSHIP

The Transform Manukau project area aligns closely with the areas of focus for various Council and community partnerships, and with Crown landholdings.

Auckland Council controls about 40 properties totalling 95ha within the project area.

This portfolio breaks down as follows:

- Manukau Sports Bowl, 21ha – large, multiple sport facility, built for the 1990 Commonwealth Games
- Puhinui/Wiri Stream, 13.7ha – runs 2.7km from State Highway 20 (SH20) to State Highway 1 (SH1) through the Manukau Super Clinic site
- Pacific Events Centre, 13.6ha – contains Wero, car parking and stormwater area
- Hayman Park, 10.3ha
- Four parcels of land totalling 8.6ha – cleared for sale and available for development
- Westfield car parking freehold, 8.3ha – leased
- Rainbow's End freehold, 7.5ha – leased until 2034 (excludes Clist Crescent car park)
- Manukau Institute of Technology site, 2.3ha – leased for development
- Local neighbourhood parks or landscaped areas, 2.2ha
- Auckland Transport (AT) car parks, 2.1ha – includes 2 Clist Crescent
- One stormwater pond at 20 Barrowcliffe Place, 1.9ha
- Three Council service properties, totalling 1.7ha – Kotuku House, a Housing for Older People site, and the Civic building and immediate grounds
- Historic Redoubt Road reserves and a cemetery at 10 Manukau Station Road, 1.2ha
- Manukau Plaza and Karoro Court, 0.7ha – some of this was considered for development in previous plans for Manukau.

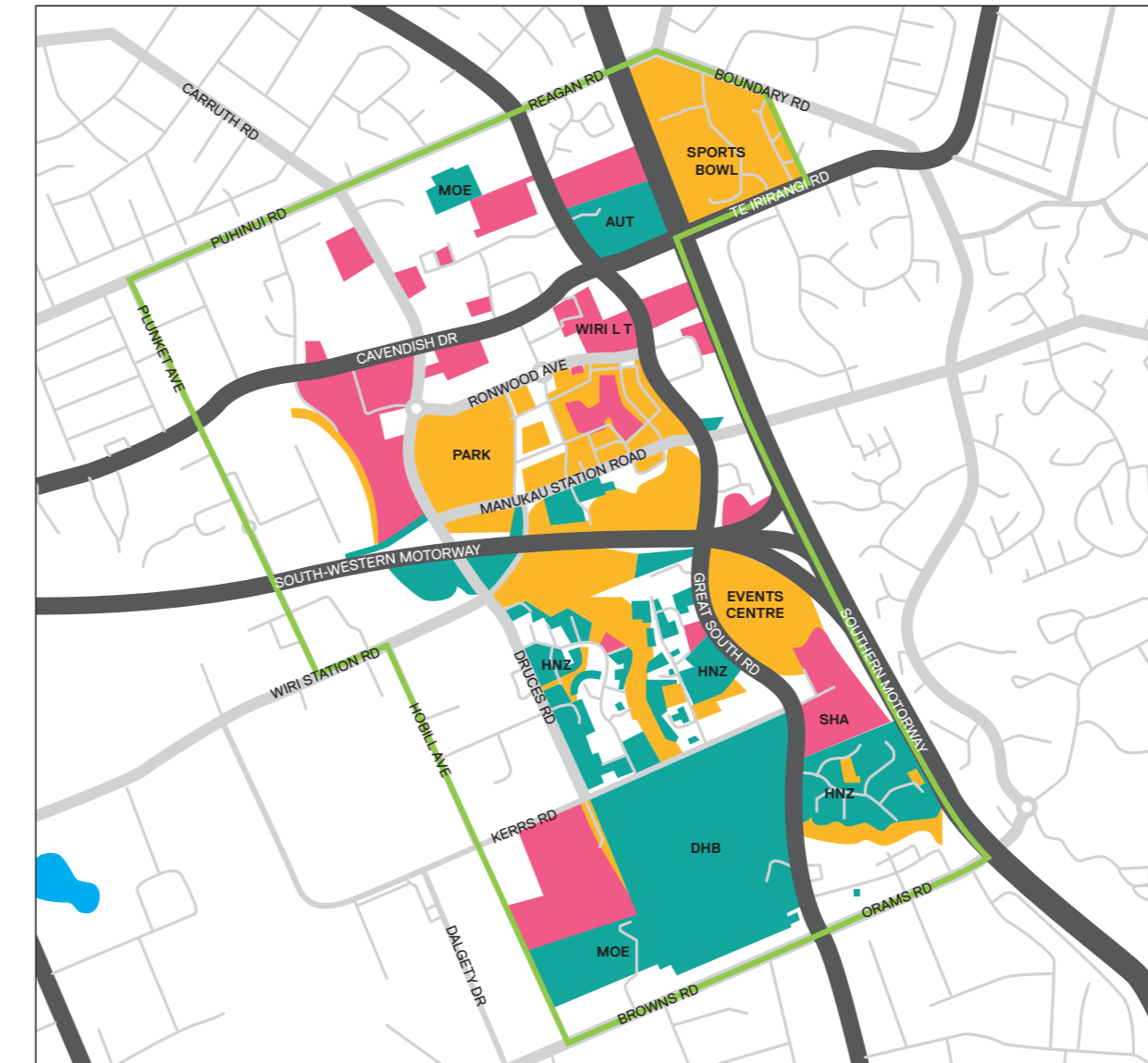
The Council also leases the ground and first floors of a building fronting Manukau Plaza for Manukau Library and the South Auckland Research Centre.

The following Crown entities own property within the project area:

- Housing New Zealand (HNZ) – three communities in Rata Vine Drive, Inverell Avenue and Trevor Hosken Drive, about 52ha (gross)
- Counties Manukau District Health Board – the 49ha Super Clinic site presents a particularly strong opportunity for regeneration and health-related housing
- Ministry of Education – five schools, all decile 3 or lower
- New Zealand Transport Agency (NZTA) – several remnants of the motorway corridors of SH20 and SH1 could be considered later in Framework Planning
- Transpower – the large Wiri substation is in the Manukau Central area
- There are several other entities that either lease or own space such as the Ministry for Social Development, however these are not as significant as the above.

Together, the Council and Crown entities control more than a third of the project area; over 200ha of the total 600.

Project Area Property Ownership



KEY	
<span style="border: 1px solid green; width: 20px; height: 10px; display: inline-block;"></span>	Project Area
<span style="background-color: yellow; width: 20px; height: 10px; display: inline-block;"></span>	Council
<span style="background-color: teal; width: 20px; height: 10px; display: inline-block;"></span>	Crown Entities
<span style="background-color: pink; width: 20px; height: 10px; display: inline-block;"></span>	Private
<b>AUT</b>	Auckland University of Technology
<b>DHB</b>	District Health Board
<b>HNZ</b>	Housing New Zealand
<b>MOE</b>	Ministry of Education
<b>SHA</b>	Special Housing Area

## 2.3 AREAS OF CONTROL AND INFLUENCE

Of the Council-owned 95ha of property in the Manukau project area, about 20ha has immediate and near-term development potential, and a combined existing rating assessment land value of about \$100 million.

This value has a wide value range and is conservative, as it was assessed from 2013 and is prior to value creation and the transformation process. There are other medium to longer term opportunities that will be explored through the Framework Planning phase such as the redevelopment of the Manukau Sports Bowl, remaining opportunities at the Pacific Events Centre and the Council's core service accommodation properties of Kotuku House and the Civic. The opportunities can be summarised in three groups.

### IMMEDIATE POTENTIAL – VACANT LAND

There is 8.6ha of vacant land in four properties that are already cleared for sale and present real development potential to catalyse new development and contribute strongly to the outcomes sought in the HLPP.

The four sites are:

1. Lot 59, 31-33 Manukau Station Road – 7100sqm
2. Sections 1 and 6 Manukau Station Road – 18,500sqm
3. 50 Manukau Station Road – 9710sqm
4. 20 Barrowcliffe Place – 51,000sqm.

### NEAR-TERM POTENTIAL – CAR PARK SITES

A combined 10.4ha across six car parking sites including the Westfield car park offer near-term opportunities to redevelop these underused road-level parking properties for a range of both commercial and non-financial public good outcomes.

Four of these sites (1.7ha) are currently managed by AT and are well located opposite Hayman Park and close to transport and amenities on Davies Avenue. These four sites present a clear transformation opportunity for a series of exemplar residential and mixed-use development projects. The Clist Crescent car park (0.43ha) in front of Rainbow's End also presents an opportunity for development. The potential transformation opportunity at the Westfield shopping centre car park (8.36ha) is to redefine and anchor the central heart of Manukau by using the car park and its adjacent property for redevelopment into mixed-use and residential units.

The six sites are as follows:

5. 2 Davies Avenue – 1700sqm
6. 8 Davies Avenue – 2542sqm
7. 14 Davies Avenue – 10,600sqm
8. 9 Osterley Way – 1753sqm
9. 2 Clist Crescent – 4350sqm
10. 655 Great South Road – Westfield car park only – 83,000sqm.



### MEDIUM TO LONG-TERM POTENTIAL – SERVICE PROPERTIES

Properties such as Kotuku House, the Manukau Plaza, the Manukau Civic and some minor landscaped open spaces all present opportunities to reconsider how they are best used.

There is potential to optimise and enhance the quality and range of public service and consider some commercial uses if appropriate.

Likewise there may be opportunities to enhance and optimise some large open spaces, sports and events facilities. Hayman Park (10ha), the Puhinui stream (14ha), the Manukau Sports Bowl (21ha) and the Pacific Events centre (14ha) will be investigated further during the Framework Planning phase to understand the potential for community benefit, enhanced people-oriented design or financial opportunities.

There is limited redevelopment and optimisation potential for the remaining Council landholdings in the project area. These include Rainbow's End (7.5ha) with a long-term lease, local open spaces in existing Wiri communities, a stormwater area, historic reserves and a small cemetery on Manukau Station Road. A Housing for Older People site of 0.5ha is within the project area.

Framework Planning will refine these profiles and clarify the values, priorities and our recommendations.

We could also consider upgrading or renewing open space, roading and the public realm assets, taking into account the overall potential of the Manukau transformation and the Council's significant role to bring about positive urban transformation.



**KEY OVERALL OPPORTUNITIES FOR COUNCIL PROPERTY**

Seven Council-owned sites present the greatest opportunity for transformation and are a vital support to regeneration proposals for Manukau.

These sites are:

- 1. Westfield Shopping Centre and Carpark**  
A critical site offering significant opportunity. The whole Manukau centre will pivot around this 8.3ha site, so we need early resolution of its issues and challenges.
- 2. The Davies Avenue Sites**  
A series of seven Council development sites on Davies Avenue from Wiri Station Road to Ronwood Avenue, close to public amenities and transport options. This could be a 'show street' giving great examples of how the new Manukau Central development could look.
- 3. Kotuku House and the Civic**  
With the prime location of these two Council service properties on the plaza, we could consider co-locating them with the library. Further optimised, they would add substantial value to the quality of the transformation.
- 4. Hayman Park**  
This large open space offers the most significant amenity opportunity in Manukau's centre and could act as a catalyst for the project.

- 5. Manukau Plaza**  
This empty and underused civic space could provide an active and attractive gathering space for the area, creating vibrancy and a local heart.
- 6. The Puhinui Stream Corridor**  
Part of the Te Araroa national trail and connecting Manukau centre through Wiri to the Auckland Botanic Gardens, this corridor connection could be made more obvious and lead to a number of positive activities and outcomes.
- 7. Manukau Sports Bowl**  
Set in generous grounds, this underused series of sporting facilities is disconnected from the core transformation area, but could offer an opportunity to reimagine these spaces.

While the Council controls key properties for Manukau's transformation, there are some constraints we need to work through. There are timing issues involved in selling sites for development with current business owners, as well as technical property matters such as designations, covenants, leases and easements.

Although the Council and Crown entities together control more than a third of the project area, these significant private landholdings or key uses could influence planning and engagement:

- Manukau Supa Centa
- Wiri Licensing Trust
- Multiple healthcare sites such as Bethesda retirement, Bupa care home, a local surgery and medical centres



## 2.4 PLANNING

Previous planning for Manukau Central has been extensive. It is a major metropolitan and sub-regional centre – a CBD of the south – and long identified as a key location for growth and development.

However, the area has underperformed and not realised its potential. Transformation will not happen by market forces, liberal planning rules or advocacy alone. We need the Council, ideally together with the Government (Crown entities), to respond to the issues and challenges facing Manukau Central and its Wiri suburban area to the south. The intervention will involve urban regeneration, renewal and housing.

This Panuku High Level Project Plan (HLPP) includes the following assumptions related to planning for Manukau's transformation.

- Population growth continues at a high level in Auckland, maintaining ongoing demand for residential and commercial property development.
- Identified development sites that have been cleared by the Council for sale will become available for use.
- Previous planning is generally supported and provides a platform for Framework Planning to review and consider.
- The vision, goals and key strategic moves are broadly aligned with other entities, parties and stakeholders.
- The resources and funding required to deliver the transformation project, as set out in this HLPP, are available.

Manukau is at the centre of significant interagency focus and collaboration through:

- The Southern Initiative (TSI)
- Council designation as a Spatial Priority Area (SPA)

- Being a Transform location for Panuku
- Being the pilot focus area for an emerging workstream known as Collaborative Development at Scale (CDAS), which is a shared initiative between the Council, Panuku and Crown entities.

For more information on these and other initiatives, see 'Current projects' below.

The project area has benefited from major investment, both historically and more recently, including the state-of-the-art Manukau Institute of Technology (MIT) campus building and trenched train station, the Pacific Events Centre and the new Wero white water project. A new bus interchange is now under construction.

### CURRENT PROJECTS

A number of key projects and work streams are under way in the Transform Manukau project area.

### THE SOUTHERN INITIATIVE (TSI)

The TSI team mobilises community innovation to deliver transformational social, physical and economic change. The team collaborates with the Government, Council, iwi, business and south Auckland communities. TSI believes real transformation must be led 'by and for' south Aucklanders; moving from dependency to self-sufficiency and empowerment. The team focuses on supporting employment opportunities, creative technologies and social entrepreneurship.

### MANUKAU METRO SPATIAL PRIORITY AREA

Manukau Metropolitan Centre topped the 10 Auckland locations identified as priority areas for the Council's long-term plan funding. The Manukau Metro SPA has a mandate to recommend where funding should be allocated and to coordinate work throughout the Council related to Manukau. Approval will be sought for projects newly aligned under this spatial prioritisation process to start in the 2016/2017 financial year.

### COLLABORATIVE DEVELOPMENT AT SCALE (CDAS)

This new programme investigates how the Council and the Crown can work together to identify and undertake large-scale redevelopment. With major Crown landholdings in the area, Transform Manukau presents an opportunity for Panuku to work with the Crown to align goals, resourcing and projects, and deliver wider transformational change.

### TE PAPA TONGAREWA MANUKAU

This project seeks to establish a new museum and related storage facility at Hayman Park – working title Te Papa Manukau. In keeping with its south Auckland location, it will have a strong, unique identity connected with the whakapapa and cultural heritage of the mana whenua, Pasifika people and other ethnicities, and the business and education sectors. In 2013 the Council agreed in principle to make available 2-4ha of the park, on a perpetual lease, at a peppercorn rental. A Government capital contribution (up to \$40 million sought in the 2015 Budget) has not yet been approved.

### MANUKAU BUS STATION

A bus station is proposed on part of the Civic building parking lot as Auckland Transport rolls out a new \$22 million public transport network across south Auckland. The 26-bay station will cater for more than 500 buses a day and make it easy to transfer between buses, and between buses and trains at the nearby rail station.

This project is positive for transport, investment and increased passengers, but the volume of buses in the station area could present challenges to the wider centre's transformational objectives.

### VECTOR WERO WHITEWATER PARK

With stage 1 now open in April 2016, this whitewater park near the Vodafone Events Centre will be New Zealand's first facility to offer an artificial river and water course for recreation, sports, emergency services training, school programmes and youth development. The 1260sqm Sir Noel Robinson Conference Centre is located next to the whitewater park.

Other recently completed projects include:

- The Ministry of Justice precinct extension
- MIT and Manukau rail station
- M Central student accommodation and serviced apartments
- Ronwood Avenue public car park (seven levels)
- Davies Avenue street upgrade
- AUT Manukau Campus stage 1 (under construction).



The Manukau project area is also the location for the following initiatives in the planning stage:

- Kotuku House refurbishment – a major refurbishment of the Council service property to modernise the building, make the floors more open plan, and redesign the ground floor to reflect the standard of upgrades to the Bledisloe House service centre in central Auckland. It will take 12 months, with temporary accommodation and customer service in the Civic.
- 20 Barrowcliffe Place – subdivision for 11 blocks is being sought for up to 145 sites on this 5ha property.
- 31-33 Manukau Station Road – involves a 7000sqm balance of land from the bus station project. Concept planning for three to four mixed-use residential and commercial buildings of 10-12 levels.
- Pacific Events Centre Special Housing Area (SHA) – planning vision for 800 units, including two hotel sites; so far, consent sought for the first stage of 50 units.
- Lakewood Plaza – a 15-level, mixed-tenure residential development on the old Valentines site; in presale and concept stages.
- Manukau Station Road bus priority upgrades – support the bus interchange project. Will deliver bus lanes in each direction, rationalise intersections and try to improve the environment for pedestrians.
- Hayman Park stage 1 playground – in developed design stage, this project will provide activity in the park to help address safety concerns. Includes a BMX pump track, skate park upgrade, flying fox, toilets and covered seating. Budgeted for implementation in 2017.

#### PLANNING: STATUTORY AND NON-STATUTORY

Manukau is coming back into focus after some years on the periphery of planning focus. Its development strengths are founded in property ownership, infrastructure and location.

We have the opportunity to use these to address some of the area's ongoing issues and challenges, and help it contribute to the wider aspirations of the following local and Auckland-wide plans.

#### AUCKLAND PLAN

Transforming Manukau is part of the wider Auckland vision to “create the world's most liveable city”. This vision is supported by seven key outcomes the Council seeks to achieve by 2040. Panuku has considered these outcomes and the Auckland Plan's transformational shifts and development strategies when preparing our approach to Manukau.

#### PROPOSED AUCKLAND UNITARY PLAN (PAUP)

Under this plan, the Transform Manukau area has enabling zoning, supportive of high-intensity residential and business development. Most of the sites in Council ownership are zoned Metropolitan Centre, Mixed Use, Mixed Housing Suburban and Public Open Space – Informal Recreation.

Manukau City is the main commercial centre for the southern area and is zoned Metropolitan Centre in the PAUP. These zones are second only to the city centre in scale and intensity, and act as hubs for high-frequency public transport within their sub-regional catchments.

#### THE MANUKAU CENTRAL BUILT FORM AND SPATIAL PLAN 2008-2010

This is the primary set of strategic planning documents guiding how the future development of Manukau Centre is to take place. This High Level Project Plan, but particularly the next stage Framework Plan, will take the Spatial Plan into account when looking at possible density, height and uses.

#### ŌTARA-PAPATOETOE AREA PLAN 2014

This non-statutory plan provides a clear and flexible framework to support growth and development in this local board area over the next 30 years.

The key moves and initiatives relevant to Transform Manukau are:

- Transition Manukau from a city centre to a vibrant metropolitan centre
- Continue Hayman Park
- Redevelop the Sports Bowl
- Investigate streetscape improvements along Putney Way to create a landscaped pedestrian spine
- Develop a vision for Ronwood Avenue and Manukau Station Road
- Link Vector Wero Whitewater Park with the metropolitan centre.

#### LOCAL BOARD PLAN 2014-2017

A local board plan guides decision-making and actions for the next three years. It informs the board's decisions on local activities, and enables it to represent the community's interests and preferences on regional plans.

This plan's key priorities are:

- Manukau metropolitan centre becomes the thriving heart of our area; an attractive visitor destination, business centre, and place to shop, live, learn, work and play.
- Manukau to be a tourist destination – Vector Wero Whitewater Park, Te Papa Manukau, Rainbow's End – with great transport connections to Manukau.
- Improved Hayman Park, public realm, town square and pedestrian bridge over Great South Road.



## 2.5 RESIDENTIAL MARKET

Although Manukau’s housing stock is dominated by large-household, detached dwellings, demand in the area is shifting to larger terrace housing or smaller apartments.

This change is due to increasing house prices, a shortage of residential land for development, and a strengthening student and worker population base.

Currently, there are six apartment projects in and around the area, which will create 404 mostly studio units by 2017. Two of these, Lakewood Court and Lakewood Plaza, are within the project area, creating a total of 82 studio and 151 two-bedroom apartments.

Future demand through to 2043 is expected to be about 1500 new dwellings within the project area, 500 within the centre. The table below summarises the population and dwelling counts in 2013 and 2043 for the centre and the scope area as:

### Current and forecast population and dwellings

	MANUKAU CENTRE	PROJECT AREA
Current population (2013)	621	5865
Current dwellings	285	1734
Forecast population (2043)	2344	9548
Forecast dwellings	772	3316

Two of the key strategies for Panuku, outlined later in this HLPP, relate to improving the central area’s competitive position in the housing market and prompting the private sector to supply housing choice, considering the market shift from family dwellings to smaller investor-oriented apartments.

These key strategies are supported by initiatives to introduce higher-density residential into the central area, through underused sites such as ground level car parks, which are also critical to growing commercial activity in the centre.

The market context for Manukau indicates significant challenges to delivering successful initiatives from these strategies on the back of the aspiration to introduce various types of apartments. By their nature these developments are costly and carry higher risk, particularly in developing larger apartments to add to the diversity of the housing market.

Panuku’s development realisation and implementation plan will need to address this critical market dynamic. We will consider how best we enable residential apartment delivery in Manukau, including managing the risk exposure to both Panuku and private sector partners. Panuku will need to act effectively within the continuum between realistic development and aspirational outcomes.

## 2.6 COMMERCIAL MARKET

The project area is a significant commercial and service centre, with a concentration of industrial activities in the southwest, health care activities in the south and emerging apartment developments largely around the centre fringes.

Manukau’s commercial market is strong, supported by a robust industrial base and growing residential, worker and student demand. The vacancy rates on retail and office space will remain low, due to limited supply and the pull factor of Manukau’s strategic location.

Demand for investment in this market is expected to increase under the current favourable business conditions – declining yields, increasing values, low interest rates and vacancy rates, and growing demand due to future developments (e.g. Te Papa Manukau).

The key sectors for commercial activities, whether or not integrated with apartment developments in and around the central area are core retail, medical services, creative services and ICT, real estate and construction services.

## 2.7 THE LOCAL COMMUNITY

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**Manukau is an active multicultural and worker sub-region of Auckland. It has a strong Māori heritage and is home to a high proportion of the region's Pacific peoples and young Aucklanders.**

Manukau's 380,000 people include 40 per cent of Auckland's Pacific, Māori and Asian population, and 40 per cent of the region's blue-collar workers live or work in the area.

The centre's population was 621 in the 2013 census, with 5865 people in the wider project area. These figures are expected to rise to 2344 and 9548 respectively by 2043.

Residents in the wider area are largely of the working age group (64 per cent) and of Māori or Pacific Peoples ethnicity (64 per cent). A large proportion of the population is school-aged (27 per cent) and Asian (27 per cent). About 70 per cent of the households have annual incomes of up to \$70,000, compared with 46 per cent Auckland-wide.

Our project area has 6000 residents and 20,000 workers. In Ōtara-Papatoetoe and Manurewa (where Transform Manukau is located) 43 per cent of the population is under 25.

The local residents face some challenges. Home ownership rates are low, about 50 per cent. Youth unemployment is double that in other parts of Auckland and a disproportionate share of young people is not in employment, education or training. The average income is lower than in the rest of Auckland, particularly in Ōtara-Papatoetoe.





# 03

## CHALLENGES AND OPPORTUNITIES



# 3.0 CHALLENGES AND OPPORTUNITIES

Manukau needs some publicly-led renewal to stimulate development as it has been hampered in part by negative market perception and safety concerns.

There are few local residents and neighbourhood support facilities in the town centre. A 9am-5pm economy contributes to a lack of vibrancy and limited choices, with the exception of the Westfield shopping centre. Additionally, despite Manukau being at the centre of a high-demand and broad-growth area, the central area itself is currently in a 'value trough', surrounded by industry, large format retail and motorways.

These factors, combined with poor perceptions of safety and the lower socio-economic status of the surrounding residential area, have rendered development financially challenging. Recent developments, many led by the public sector, have lacked overall cohesion.

In short, Manukau Central has failed to present a strong identity and brand to the region as a desirable metropolitan centre of scale and significance in which to invest. This weakness is also its opportunity, as land values are in a trough and more affordable than other centres and suburban areas of south Auckland.

These factors make Manukau a prime location for urban transformation and regeneration. And in responding to them, we have an opportunity to help address underlying socio-economic, housing and crime issues.



## SCALE AND IMPACT

OPPORTUNITIES	CHALLENGES
<ul style="list-style-type: none"> <li>Third-largest metropolitan centre by area, largest by employment</li> <li>Significant capacity to accommodate growth and density (including supportive Unitary Plan provisions and infrastructure readiness)</li> <li>Significant Council and Crown landholdings</li> <li>The centre of a wide and broad catchment, with an intra-regional role</li> <li>Home to a number of regional and national facilities</li> <li>Ability to unlock previous challenges and roadblocks within the Council family</li> <li>Ability to influence new investment decisions (i.e. decisions pending on major infrastructure projects to ensure a cohesive, coordinated approach)</li> <li>Extensive local board and community planning, and readiness for change</li> <li>Housing delivery can be done at scale</li> </ul>	<ul style="list-style-type: none"> <li>Name "Manukau" has lost scale association</li> <li>Dispersed and disconnected area</li> <li>Westfield shopping centre is large and absorbs all activity and vibrancy</li> <li>Large scale of centre has resulted in few local amenities and services</li> <li>Motorway network scale create barriers and impacts connectivity</li> <li>The scale of the socio-economic dynamic creates a significant issue to address on an ongoing basis</li> </ul>



## KEY LAND HOLDINGS

OPPORTUNITIES	CHALLENGES
<ul style="list-style-type: none"> <li>Significant Council landholdings of 95ha, of which about 20ha has development potential</li> <li>Proximity of 100ha of Government landholdings in Wiri suburban area</li> <li>Zoning and planning is enabling of regeneration</li> <li>Previous planning has outlined in detail various approaches to development</li> </ul>	<ul style="list-style-type: none"> <li>Some landholdings are locked via designations, leases, covenants and easements</li> <li>18ha of land are in long-term leases (Rainbow's End 7.5ha, Westfield 8.3ha, MIT 2.3ha)</li> <li>Technical matters, such as noise contours, create constraints to development potential</li> <li>Government landholdings are physically separated from Council landholdings by SH20</li> </ul>



## COMMERCIALLY VIABLE / MARKET ATTRACTIVE

OPPORTUNITIES	CHALLENGES
<ul style="list-style-type: none"> <li>Significant demand for housing supply and choice, including affordable housing</li> <li>Large sites will enable housing delivery at scale and potential to shape the market</li> <li>Council and Crown can lead market confidence-building exercise</li> <li>Generally infrastructure ready</li> <li>Good proximity to large employers</li> </ul>	<ul style="list-style-type: none"> <li>Challenging market economics can affect viability of development aspirations – high cost of development, low market attractiveness, lower socio-economic residential catchment</li> <li>Lack of residential catchment within walking distance of centre</li> <li>Safety and crime concerns</li> <li>Aesthetics and amenities of the area require significant improvement to attract private investors</li> </ul>



## PARTNERSHIPS

OPPORTUNITIES	CHALLENGES
<ul style="list-style-type: none"> <li>Collaboration within the Council family</li> <li>Partnering with Crown and communities to drive development</li> <li>Repositioning through redevelopment with Government</li> <li>Not for profit initiatives</li> <li>Opportunity to catalyse private sector investment</li> </ul>	<ul style="list-style-type: none"> <li>Governance must be defined and simple</li> <li>Aligning different stakeholder outcomes and needs</li> <li>Aligning priorities</li> <li>Aligning budgets</li> </ul>



## LEVERAGE PREVIOUS INVESTMENT

OPPORTUNITIES	CHALLENGES
<ul style="list-style-type: none"> <li>Potential to leverage the significant transport investment and to develop the centre as an intensive and walkable transit-oriented development (TOD)</li> <li>Potential to leverage the investment in a range of regional facilities (such as whitewater park, MIT, events centre)</li> <li>Several key projects underway present opportunities to enhance, influence and speed up transformation</li> </ul>	<ul style="list-style-type: none"> <li>Existing or planned projects may not be aligned to the outcomes sought, such as quality, sustainability, procurement</li> <li>Lack of funding results in few opportunities to redirect and bring forward funds</li> </ul>



## PROXIMITY TO PUBLIC TRANSPORT

OPPORTUNITIES	CHALLENGES
<ul style="list-style-type: none"> <li>Access to Manukau train station</li> <li>Access to key station in the new bus network – Manukau terminal station</li> <li>Access to two motorways via four interchanges</li> <li>Access to good parking facilities including parking structures</li> <li>Potential to increase access to the airport</li> </ul>	<ul style="list-style-type: none"> <li>Walking and cycling infrastructure needs improvement</li> <li>Scale of bus movements in centre could impact walkable, liveable outcomes</li> <li>Light rail alignment yet to be determined</li> <li>Key facilities and destinations in the local area – Manukau is well connected regionally but not locally</li> </ul>



# 04 VISION

## 4.0 VISION

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Manukau provides the basic ingredients that make it ready for effective urban regeneration. Change at scale and pace is needed and is achievable.

Sections 4 through 7 outline the recommended vision, goals, principles and strategies for regeneration in the Transform Manukau project area. They include a high-level approach to how we stage it, with an emphasis on the short-term recommendations and site development realisation.

## MANUKAU: THE THRIVING HEART AND SOUL OF THE SOUTH

Manukau metropolitan centre becomes the thriving heart of our area: an attractive visitor destination, business centre and place to shop, live, learn, work and play.





# 05

## GOALS

# 5.0 GOALS

## GOAL 1

**A colourful, vibrant, family friendly centre with a local heart, that reflects and celebrates our diverse cultures**

One of the key issues to address is the perception of emptiness, poor safety and lack of vibrancy. Place activation and attracting new uses and activities, along with community building and housing, will be essential catalysts to achieving this goal.

## GOAL 2

**A strong, permanent residential population which lives, learns, plays and works within the centre**

Manukau can take advantage of its location at the centre of a broad growth area and the lack of housing in the centre. By changing perceptions and attracting new residents through various strategies, the growth of a residential population will anchor Manukau as a vibrant centre.

## GOAL 3

**New uses and activities support the centre's emerging evening and weekend economy**

Manukau needs to consolidate the centre with new business, residents, events and attractions, both local and regional. By doing this, the vibrancy of the centre will prolong its current 9-5 economy into the evening and weekends. This will make the centre more vital, not just in one place and one time, but more continuously and sustainably throughout the day, week and year.

## GOAL 4

**Hayman Park and Puhinui Stream are attractive, safe and accessible green lungs**

Manukau is not blessed with harbours, rivers, lakes, mountains or forests, so it is critical that the few open space and environmental features are restored, upgraded and enhanced as exemplar amenities and spaces for people and flora and fauna.

## GOAL 5

**Manukau is a thriving visitor destination of choice**

Currently Manukau is not a place to go by choice, other than for particular experiences such as the shopping centre or Rainbow's End. It can achieve this goal over time by enhancing and diversifying Manukau attractions – local, regional and across the event calendar spectrum – combined with key emerging anchor attractions such as the whitewater park, Te Papa Manukau and a re-envisioned Sports Bowl.

## GOAL 6

**The centre is reconnected to the south: its local people, anchors and neighbourhoods (Māori, Pasifika, Events Centre, Wero and Wiri)**

The central area is surrounded by industry, large format retail and motorways. These spatial barriers have distanced Manukau Central from its natural, local, residential neighbourhoods of Puhinui, Wiri, Redoubt and Papatoetoe. Residents identify less with Manukau than with other existing and emerging centres. A key outcome would be to reconnect the centre to its suburbs spatially, economically and socially.

## GOAL 7

### A desirable and innovative place to do business that promotes and stimulates local enterprise and attracts new investment

Critical to the success of the centre is increasing market attractiveness, economic development and commercial activity. The key commercial sectors would be core retail, medical services, creative services and ICT, real estate and construction services. This can be leveraged and promoted to attract targeted local enterprise and new investment that builds on Manukau's point of difference.

## GOAL 8

### Involvement of the local people in the urban redevelopment process contributes to new community benefits and improved socio-economic well-being

Regeneration in a Transform location is greater and more complex and custodial than in other Panuku locations. Manukau is well placed to collaborate with its local people and uplift their quality of life and the area's economic potential by encouraging their involvement at each stage of development.

## PANUKU: OUR PART TO PLAY

### Our responsibilities in Manukau

As set out in the Statement of Intent to Auckland Council, our organisation is charged with leading urban transformation and regeneration, facilitating vibrant development and accommodating growth.

The following are our Business Plan objectives, as applied to the Transform Manukau project.

- To facilitate the high-quality urban redevelopment and transformation of Manukau Central.
- To coordinate provision of the Council's infrastructure and other investment in Manukau.
- To facilitate investment in Manukau through collaboration with the private sector, third sector, iwi and the Government as partners in the urban redevelopment.
- To undertake masterplanning, engagement, place-making, activation and development projects to catalyse and encourage private investment.
- To facilitate quality redevelopment of underused Council landholdings in Manukau to drive commercial and strategic value as part of urban transformation.
- To facilitate housing development and an increase in housing supply and residential choices to accommodate growth. We will work with partners and include housing in the affordable spectrum and Housing for Older People (HfOP).

- To harness and incorporate the local community's unique identity, attributes and potential to create vibrant communities, through engagement and place-making.
- To identify leadership opportunities to deliver projects that demonstrate affordability, universal design, sustainability, high-quality urban design, place-making, economic development and value for money.
- To develop strong, meaningful and productive relationships with iwi to achieve shared outcomes in Manukau.
- To ensure Council properties are managed and maintained and achieve optimised net returns for the Council group.

#### OUR RESPONSIBILITIES IN MANUKAU

Panuku is required to strike a balance between commercial and strategic outcomes and being transparent about non-financial outcomes.

We are developing a corporate responsibility framework to spell out the aspirations Panuku has for Manukau and how we will advance them.

Preliminary aspirations for Manukau are:

- Affordable housing – 10 per cent market or 5 per cent retained in all residential projects as a minimum (consistent with the requirements of private developers in Special Housing Areas).

- Housing choices – a range of types, sizes and price points to suit different markets.
- Accessible and sustainable design standards – appropriate to the market and focused on affordability, supporting sustainable lifestyles and diverse population (including the young, old, disabled and families). A minimum of 20 per cent accessible units, including all ground floor units.
- Landscaping – supporting the amenity, biodiversity and environmental objectives of the Framework Plan.
- Mixed uses – where ground floor activation is appropriate and commercially viable.
- Appropriate density and types of homes – densities in the centre are supportive of transit-oriented development.
- Climate change – designing with this in mind, such as ensuring shade and shelter, buildings that tolerate extremes of heat, stormwater management.
- Development opportunities with mana whenua – seeking these out with iwi and hapu and other Māori organisations.
- Environmental action and green growth – sustainable land development.
- Building on a Māori identity that is Auckland's point of difference – recognition and celebration of Māori cultural values and heritage.



# 06

## KEY PRINCIPLES





## 6.0 KEY PRINCIPLES

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In our leadership role in the Transform Manukau project, Panuku will be guided by these principles for successful urban regeneration.

### GOVERNANCE

Establish a strong, inclusive and accountable governance structure that enables and mandates Panuku to deliver the vision in partnership with the community, Crown entities, mana whenua and the Council family.

### TRANSIT ORIENTED

Guide Manukau Central towards becoming an exemplar transit-oriented development that fully capitalises on the Metropolitan Centre zone to build a quality compact centre.

### MARKET ATTRACTIVE

Change and improve the perception of Manukau by leading the market in consolidating the centre with high-quality exemplar and catalytic projects. These projects will reconnect existing anchors and attract new uses, activities and a more diverse population to live and work locally. This will establish a clear positioning and identity to reinforce Manukau's point of difference and improve market attractiveness and competitiveness.

### INTEGRATED AND PARTNERED

Implement projects that enable rapid and holistic transformation through coherent and integrated strategies and outcomes in partnership with the community, other organisations and Crown entities.

### SOCIO-ECONOMIC WELL-BEING

Contribute to increasing and improving the social and economic well-being of the local area's people, businesses and communities to unlock economic potential and reduce social assistance needs.

### THINK LOCAL

Focus urban regeneration and community development towards "thinking local" with emphasis on developing a local heart for Manukau. We will build to a human scale with an attractive and quality public realm, featuring active, safe and connected places.



# 07

## KEY STRATEGIES

# 7.0 KEY STRATEGIES

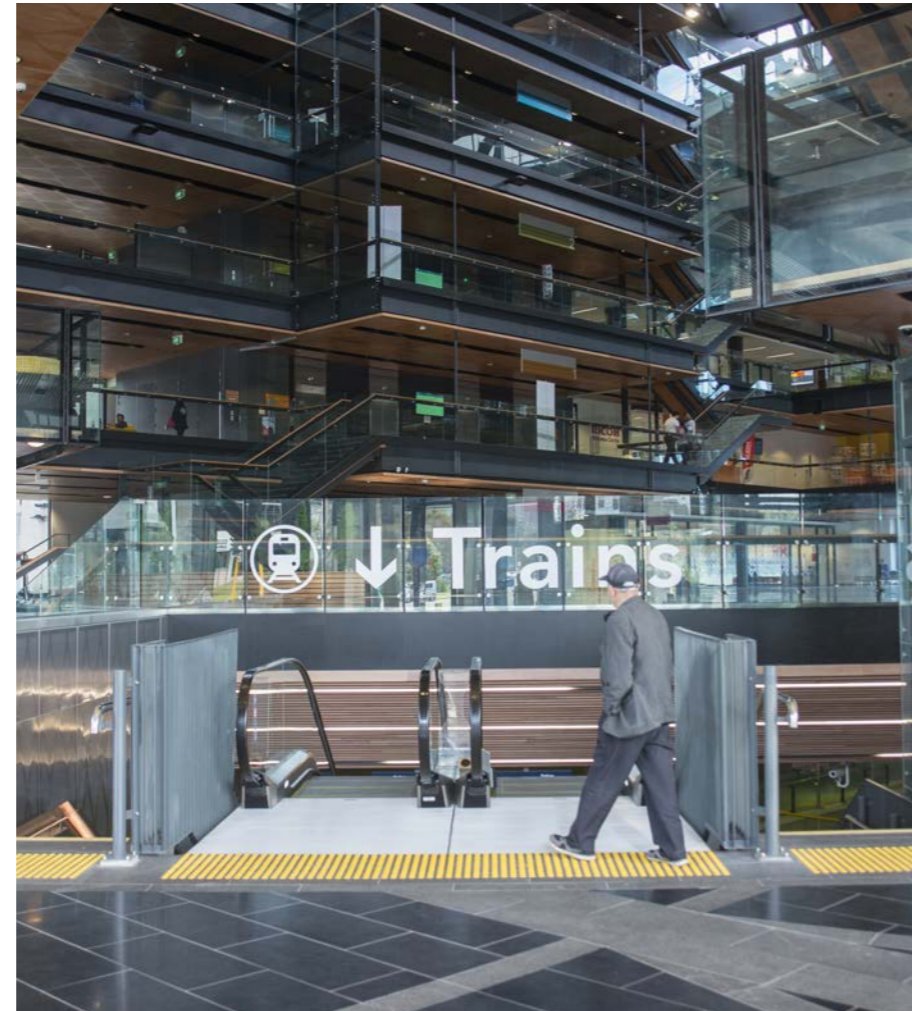
As a Transform location, Manukau has a unique opportunity to reposition itself within the region and the wider upper North Island. It also needs to change its perception in the local marketplace and address some of its economic weaknesses and challenges.

We have developed five key strategies to respond to the primary opportunities and challenges that Panuku, the Council and the Crown can tackle through the transformation process.

Aimed at addressing Manukau's problems and building on its strengths, our recommended strategies will help navigate, guide and explore potential key moves and initiatives. These will be confirmed through the Framework Planning process.

The five key strategies for Manukau are:

1. People-oriented design and rapid delivery
2. Financial investment
3. Community benefits
4. Housing supply and choice
5. Repositioning



## STRATEGY 1: PEOPLE-ORIENTED DESIGN AND RAPID DELIVERY

Led by the Framework Planning phase, this strategy will further investigate the key moves, initiatives and the way to make them happen that incorporate a strong public realm component.

This component will consider:

- Key spatial moves, projects and initiatives
- Connections and movement networks
- Amenities and attractors
- Walkability and place-making
- Urban design, including scale and form and bulk studies, character and architecture.

POTENTIAL KEY MOVE	INDICATIVE KEY INITIATIVES	PROJECT CATEGORY
<b>Reconnect the centre to Vector Wero Whitewater Park and Wiri neighbourhoods with a new transport link</b>	Advocate for Te Papa Manukau	Anchor development
	Rejuvenate the Puhinui Stream and the Te Ararua trail to the Auckland Botanic Gardens	Catalyst community
	Focus on enhancing the pedestrian experience, amenity and priority, e.g. shared streets, walking and cycling	Exemplar community
<b>Develop local amenities, services and events</b>	Investigate new community facilities	Exemplar social focus
	Explore the need for a new daycare facility in the central area	Supporting social focus
	Foster a local events calendar, i.e. night markets, crafts, cultural events and local music opportunities	Catalyst community

## STRATEGY 2: FINANCIAL INVESTMENT

Given the challenging market dynamics, we need a new collaborative and partnering approach to drive public and private investment.

This approach will consider:

- Development feasibility, including financial modelling
- Partnership options
- Land value uplift and leveraging land value to achieve outcomes
- Value engineering options
- Building cost options by typology.

POTENTIAL KEY MOVE	INDICATIVE KEY INITIATIVES	PROJECT CATEGORY
<b>Reinvest the proceeds of site sales</b>	Dispose of some sites to deliver public good projects and other key moves	Unlock development
	Partner with Westfield to invest in the car parking area with shared development outcomes	Anchor development
	Promote local economic development opportunities	Support development
<b>Lead the first high-density housing development</b>	'Start with the Heart' – develop along the Davies Avenue amenity axis	Exemplar development
	Provide diverse housing options, i.e. affordable, sustainable	Exemplar social focus
	Explore enabling a hotel development	Catalytic development

## STRATEGY 3: COMMUNITY BENEFITS

This strategy involves identifying opportunities to ensure the planning, design and development of Manukau provides social and economic opportunities for local people and businesses.

It might consider:

- Local community infrastructure and services gap analysis
- Partnering with community housing providers (CHPs)
- Supporting local and social entrepreneurship
- Providing work experience
- Partnering with others for construction training opportunities
- Ensuring a Māori urban design aesthetic
- Building capacity in community groups
- Procuring services, goods and development process in a way that supports local training and employment
- Ensuring a Māori approach to integrated design and development that reflects the Council's Te Aranga design principles.

POTENTIAL KEY MOVE	INDICATIVE KEY INITIATIVES	PROJECT CATEGORY
<b>Collaborate and deliver with The Southern Initiative (TSI)</b>	Support TSI in ensuring the socio-economic well-being of local people is improved and that they share in the economic opportunities unlocked by transformation	Anchor social focus
<b>Continue and complete Hayman Park, revitalise the Sports Bowl and rejuvenate Puhinui Stream</b>	Encourage and promote Māori and Pasifika events Investigate the need and desire for an athletics facility and prepare a needs assessment	Anchor community and social focus
	Empower community groups in open space and environmental projects such as the Puhinui Stream and Hayman Park	Anchor community and social focus

## STRATEGY 4: HOUSING SUPPLY AND CHOICE

This work will investigate the delivery of a range of housing types suitable to the market and will consider:

- Affordable housing
- Accessible housing
- Sustainable housing
- Housing price points, types and sizes, neighbours, character, scale and amenity.

POTENTIAL KEY MOVE	INDICATIVE KEY INITIATIVES	PROJECT CATEGORY
Redevelop underused car parks	Rationalise and release Auckland Transport-managed sites	Unlock development
	Work with Rainbow's End to use 2 Clist Crescent	Unlock development
	Investigate best use of sites in the context of others, i.e. student housing, live/work, serviced apartments, retirement	Support development
Develop Crown entity land, i.e. Manukau Super Clinic site	Workshops with Crown and Counties Manukau District Health Board	Unlock development
	Investigate the site's spatial potential and range of uses	Support development

## STRATEGY 5: REPOSITIONING

This work will review the economic context and reposition Manukau, considering the following opportunities:

- Manukau as a key nodal point and gateway to the Auckland region
- Creating a complementary role to other centres such as the airport, Highbrook, Ormiston, Sylvia Park – recognising Manukau's excellent location and transport connectivity
- A development approach that can pursue uses and activities setting Manukau apart from others, such as housing, education, government and healthcare services
- Rebranding Manukau centre in association with the business community to attract investment and encourage collaboration towards a strong visitor proposition.

POTENTIAL KEY MOVE	INDICATIVE KEY INITIATIVES	PROJECT CATEGORY
Develop an exemplar, high-quality, transit-oriented centre	Develop the Davies Avenue amenity axis as an exemplar, high-rise living community close to transport and amenity	Anchor and exemplar development
	Maximise transport choice, quality and frequency	Support development
Deliver places and spaces that are safe and attractive, and reflect south Auckland's diverse cultures	Address poor safety perceptions by attracting new events and activating civic space with events and place management	Support community
	Ensure new buildings and public works showcase a Māori point of difference and reflect the Council's Te Aranga design principles	Exemplar social focus



# 08

## DEPENDENCIES

# 8.0 DEPENDENCIES

The Transform Manukau project is dependent on a number of other projects and activities.

Here we summarise the potential ways in which the projects may interrelate, be dependent on one another and how Panuku will manage those situations. We will also consider the dependencies in the Framework Planning phase and in our approach to the staging of the project.

### ALIGNMENT WITH CROWN ENTITIES

Central government involvement and investment will be vital to achieving the full scale of change and outcomes that Manukau needs. Panuku will continue regular engagement with the Government and formalise a contractual framework to work together.

### ALIGNMENT WITH COUNCIL AND OTHER CCOS

Panuku as the lead Council organisation for the Manukau transformation. The Council's endorsement of this HLPP will enable us to move forward with realising the opportunities for regeneration. We will work closely with other Council departments and Council-controlled organisations (CCOs) on priorities and budgets to align Transform Manukau with other projects and iron out potential conflicts.

### GOVERNANCE

We recognise the need for clear governance, roles and responsibilities, and accountability frameworks. This is especially necessary given that there are several Council work streams and processes underway, and the level of collaboration this project will require with Government agencies.

### MARKET TESTING

Several sites in Manukau central have been identified for potential development and we need to ensure the delivered projects are of a quality and scale in line with a metropolitan centre. To ensure future developments are viable and to test the high-level assumptions we have used in the current plan, Panuku will investigate whether options are feasible including market testing. This will ensure we choose the right development options.

### AFFORDABLE HOUSING

Manukau has many positive attributes that will contribute to the affordable housing goal. However, Panuku will carry out development feasibility tests to ensure the plan's scale and intent in this area is achievable, given other contributing factors. Our process for assessing trade-offs between financial and non-financial outcomes will also help in this respect.

### SITE CONTROLS

To ensure the various sites are suitable for development or planning requirements, we will address site-specific issues through controls such as project planning, property clearance and pre-consent reviews. We want to mitigate site issues that could delay us carrying out the transformation project.

### OTHER PROJECTS UNDERWAY

We understand the expectation on Panuku to ensure other projects underway in the Transform Manukau area contribute to the desired goals for those locations. To ensure alignment, we will work with existing projects such as the new bus station, playground and Kotuku House. Overall, this will help us fulfil the Council's commitment to the quality, timing and integrated approach of the regeneration.

### TRANSFORM PROJECT FUNDING

Along with the approval of the HLPP, the successful delivery of the Transform Manukau project depends on the Council approving the business case for funding. The Council's agreement in principle to fund the projects from the proceeds of property sales will pave the way for Panuku to press on with the priorities in this HLPP.

### WESTFIELD AND RAINBOW'S END

The Westfield shopping centre and Rainbow's End theme park are two large and critical sites on long-term leases. Of the two, the Westfield site presents the biggest barrier. Addressing the scale, influence, attraction and built form of Manukau Central is critical to the transformation process, so dealing with the lease of Westfield will be a prime focus. Through negotiation, Panuku wants to unlock the potential of the surrounding car park sites. In doing so, we will be able to address scale, built form and activity.

### AUCKLAND TRANSPORT PARKING SITES

These sites require release and clearance from Auckland Transport, along with the revocation of three parking designations across their four sites in the area. Once redevelopment of these sites is possible, we will analyse centre-wide parking provision in the Framework Planning phase to ensure there is no barrier to development feasibility and progress. Panuku will do this in consultation with Auckland Transport.





# 09

## RENEWAL APPROACH





## 9.0 RENEWAL APPROACH

This is the approach we will take to deliver on the key strategic moves – how we will use Panuku’s lead role, Council property and the roles of our development partners in the process.

The strategy will be further developed in the project’s Framework Planning and implementation phases. The strategy will comprise the following:

- Confirmation of outcomes to be delivered from development activity consistent with the key moves and Framework Plan
- Roles of the various parties, including Panuku and the private sector
- High-level programme
- Strategies to address the challenging market dynamics and the managed risk approach to enabling delivery of the outcomes
- Setting out the wider benefits of realisation and subsequent development activity undertaken by the market.

Some early moves include:

1. “Start with the Heart” – development will focus on the central area of Manukau
2. “Davies Avenue amenity axis” – Development opportunities flow from the centre along the Davies Avenue amenity axis, focused initially on several sites as outlined in Section 12

### VALUE CREATION

As part of Framework Planning, we will establish a way of assessing and reporting on the creation of value arising from implementing the Framework Plan.

Value creation will address these commercial elements:

1. Baseline values of existing assets, or some other appropriate measure, and an assessment of future increases in value at key project milestones.
2. Estimates of developed project values for the Council assets that will be realised and developed by the private sector through the market process.
3. Consideration of reporting on value creation in the context of other Council service assets that will benefit from Panuku activities.

Reporting on commercial value creation will identify the nexus between Panuku actions and the value implications, and also seek to isolate value effects from broader issues such as general market movements.

The project will seek to report on wider value creation associated with economic and social factors, such as employment creation, housing choice and community safety. We will further detail and assess this element as part of the Framework Planning and implementation stages of Transform Manukau. We will also collaborate with Crown entities to ensure minimum overlap with their business and social programmes.

### COMMERCIAL VALUE CREATION

A desktop assessment of the baseline existing rating assessment land values has been undertaken for the 10 properties with immediate and near-term potential and have an estimated conservative value of \$100 million. This value has a wide value range and is conservative as it was assessed from 2013 and is prior to value creation and the transformation process.

The subsequent framework and implementation planning will establish the opportunities these properties and the others potentially offer in contributing to the implementation of the key strategies and initiatives for Manukau. This will establish the basis for the submission of detailed business cases to the Panuku Board and Auckland Development Committee as necessary in the future.

### NON-FINANCIAL VALUE CREATION

During Framework Planning, we will establish key indicators and a baseline for them that will enable us to monitor the broader benefits of Transform Manukau. We will report on this at key project milestones.



10

## PLACE-BASED COMMUNITY ENGAGEMENT

## 10.0 PLACE-BASED COMMUNITY ENGAGEMENT

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Based on the belief that effective collaboration will regularly out-perform individual or siloed approaches, Panuku is committed to engaging regularly with key stakeholders to ensure that urban regeneration in Manukau takes place in a cohesive way. This approach has proved to offer the best chance for resolving different and complex issues.

Collaboration requires a close partnership between the public, private and community sectors across key platforms to achieve an integrated urban strategy. These partnerships must be invested in and put into practice at all levels of the organisation.

A place is an assembly of elements, characteristics and experiences that together define the identity of a particular location. Built places are born of communities, culture, economics and technology, and over time and in turn, built environments shape culture and particular events that take place here gradually form a history of each and every place.

It is with an appreciation of the importance of this, that Panuku has established a place-led approach to engagement. We recognise that valuable place-led engagement uses several disciplines, including:

- Place-making
- Communications
- Marketing
- Relationship management.

## 10.1 THE ENGAGEMENT APPROACH

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Our approach to engagement for all development locations is to ensure that broadly three phases help to support the planning, design and implementation of the HLPP and Framework Plan.

These three phases and the activities comprised within each are:

- **Form Relationships:** The engagement focus sits within the planning phase. The purpose is to establish key relationships and build a platform for the next steps. Local boards and Council officers will primarily guide this work; they are knowledgeable about the place and largely concentrate on gathering and sharing information.
- **Launch Relationships:** In the design phase, we will seek feedback and test opportunities and ideas using the relationships and networks established as above.
- **Consolidate Relationships:** Stakeholders are kept informed and help to support the local effects of implementation.
- **Maintain Relationships:** Stakeholder groups and organisations take over the place-based engagement. Panuku's focus is on communications.

## 10.2 THE MANUKAU COMMUNITY

**To be effective in our work, we need to take a fresh and bold approach to stakeholder engagement and communications. We will be proactive, collaborative and authentic across key relationships.**

A priority for Panuku is the ability to maintain positive momentum and to demonstrate quick wins. Engaging hearts and minds will be vital to achieving this. Establishing understanding, trust and credibility with people will help us proactively mitigate negative sentiments, which can often lead to relitigation of proposals and a delay in progress.

Central Government: While existing relationships are strong, we still need to ensure more cohesive coordination with central Government across the wider Council family.

Local Boards: Panuku is committed to developing collaborative partnerships with local boards. We will develop a framework for working with local boards in Transform and Unlock locations. A tailored approach to engaging at the local level is essential to developing a genuinely effective working relationship with these essential partners.

We will work with the local boards and the Council's Local Board Services to flesh out this framework in the Form Relationships phase of our relationship cycle. The Engagement team alone will not design the shape of this working relationship; it will be done in tandem with the Place Shaping and Development directorates' input, so as not to overcommit or misalign our respective objectives.

Mana Whenua: A close partnership between Panuku and Māori is a critical part of the overall stakeholder relationship strategy. There are 19 mana whenua iwi and hapū with registered interests in Tāmaki Makaurau. Panuku recognises that through our collaborative partnership approach, Māori can contribute to the successful exercise of the Panuku mandate in four key areas:

1. Working towards shared strategic outcomes.
2. Enabling commercial investment, including partnership in commercial and housing opportunities.
3. Contribution to the urban fabric through recognition of Māori cultural footprint in design, respect for the environment, and broader social outcomes.
4. Guiding the nature of our working practice when we embed Māori values in our business at a strategic and operational level.

As the Panuku work programme develops in each focus area, we will extend into committed collaborative engagement and relationships with mataawaka, urban Māori and the broader Māori population.

## 10.3 ENGAGEMENT WITH MĀORI

### MANA WHENUA IWI

The 11 Tāmaki Makaurau mana whenua iwi and hapū listed below have interests in the broader Manukau area. Panuku will work in partnership with these tribes towards best care for land and people throughout development planning and implementation.

- Waiohū-Tāmaki – Ngāti Tamaoho, Te Kawerau ā Maki, Ngāi Tai Ki Tāmaki, Te Ākitai Waiohū, Ngāti Te Ata Waiohū, Te Ahiwaru
- Marutūahu – Ngāti Paoa, Ngāti Whanaunga, Ngāti Maru, Ngāti Tamaterā
- Waikato – Waikato-Tainui.

### IWI SETTLEMENT LAND INTEREST

- Waiohū tribes indicate primary interest in this area, with Te Ākitai Waiohū, Ngāti Tamaoho and Ngāti Te Ata yet to complete treaty settlement. All unassigned Crown-owned land is of strong interest as potential settlement land, particularly the DHB site.
- 725 Great South Road, Manukau Central, is a land-banked, Crown-owned site bordering 20 Barrowcliffe Place. It is likely to be part of Ngāti Tamaoho settlement and may be transferred ahead of final settlement. Accordingly, there is strong interest from Ngāti Tamaoho in Panuku precinct planning.
- Ngāi Tai Ki Tāmaki has two-year deferred selection rights through settlement over acquisition with lease-back to the Crown of the Manukau Area Community Probation Centre. They are strongly interested in ongoing conversations around the potential to acquire neighbouring site Lot 17 Manukau Station Road, also known as 50 Manukau Station Road, which they might develop in the future.
- The project area falls within Tamaki Collective Right of First Refusal zone; all accordingly interested in any Crown plans to surplus sites that do not fall within other mana whenua iwi or hapū specific settlement agreements.

### MANA WHENUA – EARLY DISCUSSIONS

Panuku is developing a work programme with mana whenua for the Framework Planning process. Our collaborative work is to focus on developing and delivering tangible outcomes reflecting mana whenua aspirations and interests in Transform Manukau.

To this end we have held initial sessions with representatives from six of the 11 mana whenua iwi and hapū with registered interests in the Manukau area on the project. Discussions and input have been via our monthly forum, a site tour on 24 February 2016 and through individual meetings. Early conversations have identified the high-level issues below.

### HIGH-LEVEL ISSUES

- Strong interest in commercial opportunities that may arise through redevelopment, with particular interest in Crown-owned sites. This is due to incumbent settlement agreements, potential Right of First Refusal opportunities and in respect of treaty settlement agreements still in negotiation.
- Critical importance of collaborative work enabling kaitiakitanga roles and responsibilities towards sustainable management of land and water. This includes the importance of green space and connectivity with built environment, spaces designed for people and living.
- The positive impact of improved environmental functioning of the area on the health of the community and the feel of the place.
- The importance of the Puhinui Stream as 'life force' and 'life line', requiring a high level of care to renew (commentary from Ngāti Tamaoho).
- Absence of cultural narratives, a need to bring cultural narratives into focus and into living presence of the space.
- Te Ākitai Waiohū highlight that the name of Manukau Central, which was previously known as "Wiri", was amended to "Manukau". From their perspective the correct name for the area is "Wiri".



# 11 FUNDING

# 11.0 FUNDING

Transform Manukau will require significant funding for both operational and capital works. Estimates at this early pre-Framework Planning stage indicate we need about \$70 million worth of public good investment projects to realise the necessary anchor, exemplar and catalytic initiatives.

Some of these public investments will be in streetscape upgrades, greenways, stream restorations and place activation, while other initiatives will focus on better integration between current projects and work streams in the area. For example, the Kotuku House refurbishment could be optimised and enhanced from being solely a building refit by considering other integration options.

The table below gives an indicative list of potential public good projects, before Framework Planning.

## Public good projects, pre-Framework Planning

PROJECT	DESCRIPTION	INDICATIVE COST
<b>Putney Way</b>	City street, tree planting, widened footpaths, street furniture, tree planting, widened footpaths, street furniture	\$3m
<b>Osterley Way</b>	City main street (retail/hospitality), wide footpaths, furniture, raised tables/intersections, indented car parks, street trees	\$5m
<b>Barrowcliffe Place Extension</b>	Wide footpaths, rain gardens, some street furniture, indented car parks, street trees – visual/design connection with Osterley Way	\$3m
<b>Amersham Way</b>	City main street (retail/hospitality), wide footpaths, street furniture, raised tables/intersections, indented car parks, street trees	\$4m
<b>Manukau Station Road</b>	Street tree planting, intersection improvements, pedestrian crossings, speed change	\$5m
<b>Ronwood Avenue</b>	Street tree planting, intersection improvements, pedestrian crossings, speed change	\$5m
<b>Cavendish Drive</b>	Boulevard enhancement	\$3m

PROJECT	DESCRIPTION	INDICATIVE COST
<b>Great South Road</b>	Boulevard enhancement	\$3m
<b>Lambie Drive</b>	Boulevard enhancement	\$3m
<b>East-West Over SH1</b>	To Pacific Events Centre	\$6m
<b>Manukau Plaza and Lanes Reshape</b>	Minor tweaks to plaza, laneway upgrade	\$2m
<b>Putney Plaza Upgrade</b>	Minor enhancements and expansion of space	\$1m
<b>Karoro Court Plaza Creation</b>	Transformation of laneway part of Manukau Plaza	\$3m
<b>New Hayman Park – Contribution</b>	Redevelopment of water/ponds, paths, bridges, playground	\$10m
<b>Restored Puhinui Stream – Contribution</b>	Riparian planting, stormwater control, paths, feature tree planting, street furniture, bridges, integrated art	\$8m
<b>New Greenways and Links to Auckland Botanic Gardens</b>	Physical enhancements related to Puhinui, structures, signage, interaction, safety, activation	\$4m
<b>Public Art</b>	Various, incorporating interventions and structures	\$2m
<b>ALL PUBLIC GOOD INVESTMENT</b>	<b>TOTAL INDICATIVE COST</b>	<b>\$70m</b>

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The proposed funding strategy to deliver on these public works recognises that current long-term plan (LTP) budgets do not include funding for capital or operating expenditure for any Transform locations. It is proposed that Transform Manukau (and Onehunga) expenditure is funded by reinvesting the proceeds from disposed properties in each of these locations.

Panuku will start framework, design, engagement and implementation planning, along with early place-making, which will require \$1.9 million to complete. These internal and external costs will not be recoverable against specific sites.

#### **FUNDING STRATEGY**

The scale of regeneration envisaged for Transform Manukau cannot be achieved within current budgets, so funding for the project will require access to various funding sources:

- The reinvested funds from sale proceeds for operational expenditure associated with preparing the HLPP and undertaking the subsequent engagement plan, Framework Plan and development realisation approach.
- The use and reprioritisation of existing Council budgets towards delivering the key strategies and goals.
- The release of funds from sales proceeds, under the proposal to reinvest such funds, to enable the delivery of public good projects to help deliver agreed HLPP outcomes.
- Possible access to funds arising from a partnership approach with Crown entities.

There are several possible supplementary funding options available to Panuku for operational and capital expenditure. These include Council LTP funds, Panuku development and strategic development funds, local board discretionary funds, Auckland Transport capital funds and the Local Residential Growth Fund.

We will investigate all of these to assist in the funding strategy, which will be developed following approval of the HLPP.





# 12

## PHASING



# 12.0 PHASING

The primary reason for an indicative approach to staging the Transform Manukau project is that, given the intended scale and rapid delivery, it is important to cluster projects and focus on single areas before extending resources to other parts.

In recommending we start with the approach outlined in the figure pictured right, we considered the following:

- The central area has the highest concentration of Council-controlled property and the area south of SH20 has the highest concentration of Crown-controlled property
- The northern area between the centre and Puhinui Road has little leverage from either the Council or Crown entities, making it less important for staging
- The Sports Bowl is the only part of the project area to sit east of the motorway. Its potential could be investigated and realised independently at any time during the next 25 years. Panuku would prefer development during the medium term, as it would enhance activity for Manukau and help change perception.

Indicative staging approach



KEY	
<span style="color: green;">■</span>	Short Term (0-5 years)
<span style="color: orange;">■</span>	Medium Term (5+ years)
<span style="color: red;">■</span>	Long Term (5-25 years)

## SHORT-TERM – “START WITH THE HEART”

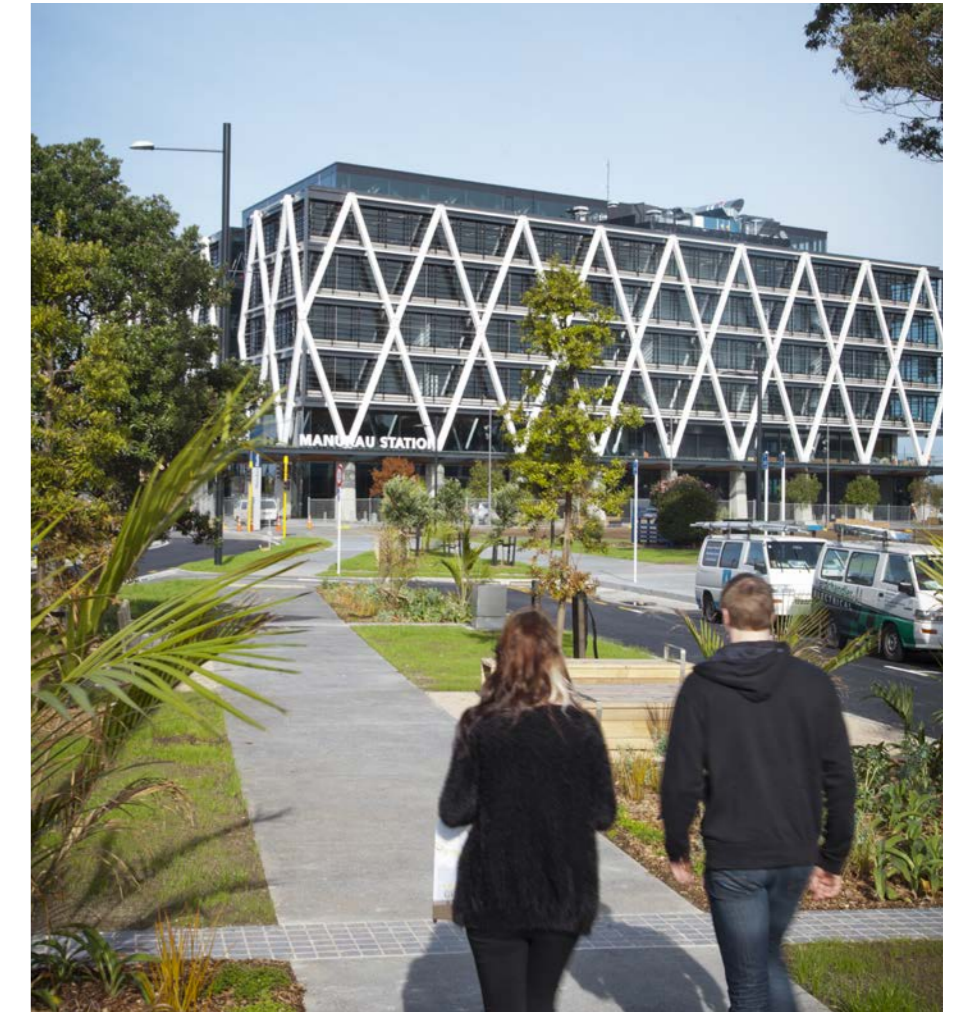
Goal 2 of Transform Manukau is: A strong, permanent residential population which lives, learns, plays and works within the centre.

And one of the key initiatives under the second key strategic move is to “Start with the Heart” and develop along the Davies Avenue amenity axis.

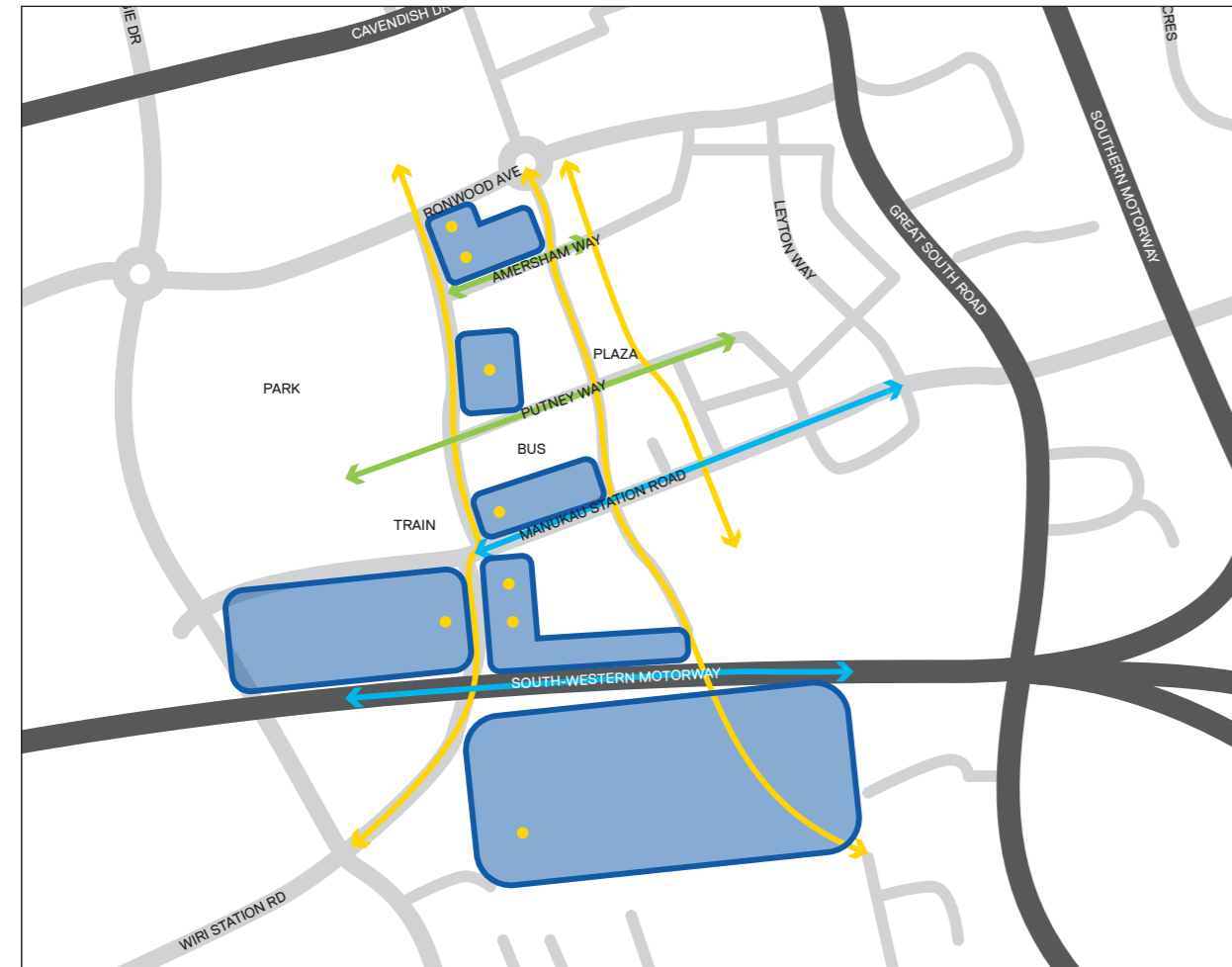
The central area is the most visible part of the transformation area, with the Manukau skyline highly visible from the airport flight path and motorway network. The centre is also a retail destination for more than eight million people a year.

“Start with the Heart” reflects the importance and urgency of transformation within the central area, particularly focused on creating a ‘heart’. Pursuing the centre first will also leverage the recent and planned transport and land-use infrastructure investment in the area.

Within the 84ha centre (too large to develop in a single stage), we recommend a series of short-term projects. Seven sites clustered along the Davies Avenue axis are either cleared for sale or likely to be released. Development of this area will contribute strongly to transforming Manukau and changing poor market perceptions.



**Short-term development – Davies Avenue axis**



**DAVIES AVENUE AXIS**

This axis presents an early opportunity to develop more than 10ha of Council-owned property, complemented by 10ha of Hayman Park as amenity. It does not preclude any urban planning outcomes during Framework Planning.

Panuku believes we should start the development process for the Council properties along the Davies Avenue axis. Development can start on any of the sites in no particular order. The properties are located along a single, clear and legible roading corridor, which can be a potential 'show street' of development.

The show street is well positioned to leverage off the upgraded Davies Avenue, the park amenity, planned playground and views to the west, views to the Manukau Harbour from above the seventh floor and the two-minute walk to the new train station and planned bus terminal.

From north to south, the sites are:

- 2 Davies Avenue – seven-level Ronwood car park, with about 1700sqm surface area designed to be built with apartments and retail 'sleeved' around the outside to hide the car parks
- 8 Davies Avenue – 2500sqm surface car park next to 2 Davies Avenue
- 14 Davies Avenue – surface car park of more than 10,000sqm, has several options
- Hayman Park – developing this axis provides an opportunity to progress the park upgrades and advocate for Te Papa Manukau to confirm its location and timing
- Sections 1 and 6 Manukau Station Road – 1.8ha vacant, cleared for sale and ready for development
- 31-33 Manukau Station Road (lot 59) – 7000sqm of residual land from the bus station, used for car parking and cleared for sale. We recommend progressing the Davies Avenue corner of this long east-west corridor as a first stage
- 50 Manukau Station Road – just under 10,000sqm of vacant land, cleared for sale
- 20 Barrowcliffe Place (stage 1) – 5.1ha of vacant land next to SH20 and Puhinui Stream, cleared for sale. The Te Araroa national trail passes through this site into the centre.

**BARROWCLIFFE, WERO AND THE SHA**

We need to transfer the energy and effort of the transformation across SH20 and south through Barrowcliffe and beyond. It is essential to reconnect the centre to the Vector Wero Whitewater Park, the Pacific Events Centre and the emerging residential area of the Special Housing Area (SHA).

These developments happening in parallel are an opportunity to make a landmark and create a connection via the Puhinui corridor, enhanced as a safe recreation link through redeveloped Crown land to Auckland Botanic Gardens. Not only will the redevelopment of the Housing New Zealand communities (Trevor Hosken Drive, Rata Vine Drive and Inverell Avenue) be well placed to leverage the transformation of the centre, but the centre will importantly have a new and intensified residential catchment.

## MEDIUM-TERM – WESTFIELD, PUHINUI CORRIDOR, SUPER CLINIC

Framework Planning and collaboration with the Crown entities will continue throughout 2016 and beyond, so it is reasonable to assume that physical works and development realisation will only occur on Crown properties from 2020.

The extent and nature of the changes in the transformation's early stages will guide outcomes for the Westfield shopping centre and its surrounding car park areas. There is potential for a range of interventions, uses and activities to truly transform the centre of Manukau, which has the shopping centre at its core.

Advocating for Te Papa Manukau would provide an additional catalytic project over the medium term to improve the centre's perception. Place activation and management will ensure a regular events calendar and activities. Beyond this period, working with Westfield is critical to the centre's overall transformation.

In parallel, development will continue south over Kerrs Road onto the Super Clinic site and into the Rata Vine Drive community. The factors influencing market economics will be more compelling, with housing stock aged 30-plus and the preceding development stages adding land value. This will be a significant programme of work to unlock.

The Puhinui Stream will also be a key environmental project over the medium term.

## LONG-TERM – RAINBOW'S END, RONWOOD

The expiry of the Rainbow's End lease in 2034 is a critical point for understanding the factors that will influence the Westfield site and the approach to Rainbow's End. We will need to decide whether to allow the fun park to stay or redevelop the site for other uses.

Panuku believes Rainbow's End should become a celebrated, enhanced and expanded visitor destination, adjusted to the entertainment needs of the time. The property could join with 2 Clist Crescent to make a single site, extending the theme park to meet Manukau Station Road and provide an iconic entry to Manukau Central. Meanwhile, from now until 2034, this property is essentially a long-term land bank.

In the area covering Ronwood Avenue to the Cavendish Drive blocks, Ronwood Avenue properties will be well prepared for regeneration in accordance with the Metropolitan Centre zone.

Farther out on the development horizon, there is an opportunity to futureproof the area for potential light rail transit after 2040, from the airport through Manukau to Botany.



## 12.1 TIMING

As well as the mandate as lead Council agency for Transform Manukau, we gained approval from the Panuku Board and Auckland Development Committee to take the next steps.

- Develop a Manukau Framework Plan that will assess and prioritise projects and initiatives in the public realm and, in partnership with the private sector, development sites.
- Develop an implementation plan that will outline prioritised development initiatives in greater detail and will inform the 'go to market' document.
- Develop an engagement and communications plan that will outline the process for engaging with the community and key stakeholders throughout the programme.
- Dispose of sites that are either surplus to requirements or can be developed, in partnership, by others.
- Reinvest the proceeds of any asset sales into the Manukau transformation.

TRANSFORM PROJECT PHASE	TASKS	ESTIMATED TIMING
<b>Framework Plan: Panuku Board, Auckland Development Committee and local board workshops</b>	Progress and prepare the Manukau Framework Plan document components for review and input	May 2016
<b>Framework Plan: Final draft for approvals</b>	Complete full suite of information, text and diagrams to final draft stage	July 2016
<b>Engagement Plan: Monthly project update meetings with the Ōtara-Papatoetoe and Manurewa local boards</b>	Meetings, workshops, communications	From April and ongoing
<b>Engagement Plan: Engagement terms of reference agreed with the local boards</b>	Meeting	May-June (TBC)
<b>Engagement Plan: Communications and Engagement Plan developed for the execution phase</b>	Prepare text and image documents	May onwards
<b>Engagement Plan: Panuku Board approval of Framework Plan</b>	Finalise documents	July 2016
<b>Implementation Plan: Programme development</b>	Execution process	September 2016
<b>Implementation Plan: Project feasibilities/costings</b>	Site by site	April 2017
<b>Implementation Plan: Project 'go to market' documents</b>	Includes reference designs, guiding documents and investment memorandum	June / July 2017

### Approvals programme

APPROVAL	AUTHORITY	DATE
<b>HLPP report and recommendations</b>	Panuku Board	30 March 2016 (Completed)
<b>HLPP report and recommendations</b>	Auckland Development Committee	14 April 2016 (Completed)
<b>Completion and adoption of Framework Plan</b>	Panuku Board	July/August 2016
<b>Completion of Implementation Plan</b>	Panuku	July/August 2016
<b>Completion of Engagement and Communication Plan</b>	Panuku	July/August 2016
<b>Engagement with Crown</b>	Panuku/Crown	Ongoing through 2016



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