

Manukau

Framework Plan

March 2017





Contents

| | |
|---|-----------|
| Mihi | 4 |
| Foreword | 7 |
| Executive summary | 8 |
| Panuku’s role in Manukau | 8 |
| Our vision for Manukau | 8 |
| The Transform Manukau area..... | 10 |
| Our approach to transformation | 13 |
| Delivering the transformation | 17 |
| Section one: Introduction | 18 |
| Mana Whenua cultural values and associations..... | 20 |
| Panuku: Who we are and our approach | 23 |
| Our work in Transform locations..... | 23 |
| Our corporate responsibility | 23 |
| Our commitment to Māori responsiveness | 23 |
| About this framework plan..... | 25 |
| The Transform Manukau continuum | 25 |
| What is a framework plan..... | 27 |
| The transformation equation..... | 28 |
| What we have heard | 29 |
| Manukau challenges and opportunities..... | 30 |

| | |
|---|-----------|
| Section two: Our ambition for Manukau | 34 |
| Our vision | 36 |
| Our goals..... | 37 |
| Goal one – function | 38 |
| How Manukau currently functions | 40 |
| Manukau’s current economic outlook..... | 41 |
| Fostering a new function..... | 42 |
| Goal two – form..... | 48 |
| Current urban form | 50 |
| Future form | 52 |
| How it might look in the future..... | 54 |
| Goal three – people | 62 |
| People of Manukau today..... | 64 |
| Unlocking opportunity – the role of the Southern Initiative..... | 70 |
| Personas | 72 |

| | |
|--|-----------|
| Section three: Transform strategy | 76 |
| Transformation with a little ‘t’ | 79 |
| What place making involves..... | 80 |
| The process we will follow..... | 81 |
| The five key moves | 82 |
| Key move one: Realising the potential of the Puhinui Stream.. | 84 |
| Summary | 85 |
| Context | 86 |
| Key move description..... | 87 |
| Key elements..... | 93 |
| Key move two: Creating a vibrant heart | 96 |
| Summary | 97 |
| Context | 98 |
| Key move description..... | 100 |
| Key move three: Developing the Wiri healthy neighbourhood | 120 |
| Summary | 121 |
| Context | 122 |
| Key move description..... | 124 |
| Key move four: Harnessing learning and innovation opportunities | 128 |
| Summary | 129 |
| Context | 130 |
| Key move description..... | 132 |
| Key move five: Enhancing community connectivity | 140 |
| Summary | 141 |
| Context | 142 |
| Key move description..... | 147 |

| | |
|---|------------|
| Section four: Delivery | 150 |
| Working in partnership | 152 |
| Our approach to delivery..... | 156 |
| Funding strategy | 157 |
| Our delivery programme..... | 158 |
| Broad sequencing | 158 |
| Public realm projects | 160 |
| Development opportunity sites..... | 162 |
| Site profiles and design principles | 166 |
| Te Aranga Māori Design Principles..... | 174 |
| Monitoring and review..... | 176 |
| KPIs for Goal one..... | 176 |
| KPIs for Goal two | 177 |
| KPIs for Goal three..... | 177 |
| Glossary | 179 |

Mihi

Manukau,
tēnā kia mihi kau ake au
ki ngā mahi a te ringa tangata i tahuri kē ai
te mata o te whenua taurikura,
i ōhātia mai rā e ngā tūpuna o nehe.
I haruru ai te ao,
i hikohiko ai te pō,
kia kanapu mai te rangi i a koe hei tohu,
i ō mātou manako anga whakamua,
hei herenga i ngā wawata
mō ngā whakatupuranga kei te whakaeke tonu mai.

Manukau,
ka horo ngā puke,
kia toko ake he kāinga hōu
ki ngā papa mōwai hei kaitāpuke anō i a koe.
Ka timu ana ngā tai whakaheke kōrero a ngā whēinga,
ka pari ake ko te tai tangata
e tauawhitia nei e koe ki tō uma.
Waiho ana ahau ki te auaha ake,
mai i konei ki hea?

Manukau,
kāhore he mutunga o ngā mea huna
hei hora tonutanga mai māu.

Manukau - Pūrenatanga o te ora,
tō whakaruruhau, ko Te Puke o Taramainuku,
te tipua o te moana e mau nei tō ingoa.
I kī ai a Te Akitai,
“Ko Kohuora ki te uru
ko Tāmaki moana ki uta,
he toetoe hei tīpare ki waenganui.
He puanga kākaho ka rere i te waru,
he tohu rā ia,
kua tata mai anō te wā o te hua.

Manukau - tū whakahīhi mai koe!"

Manukau,
may I pay homage
to the hand of man that changed the scape
of this old and prosperous land,
bequeathed to us by our forebears.
Where days resonate with the sound of industry,
and nights zip with stimulating energy,
then you, lighting up heaven itself as a beacon,
of hope showing us the way forward,
binding the aspirations
of generations yet to come.

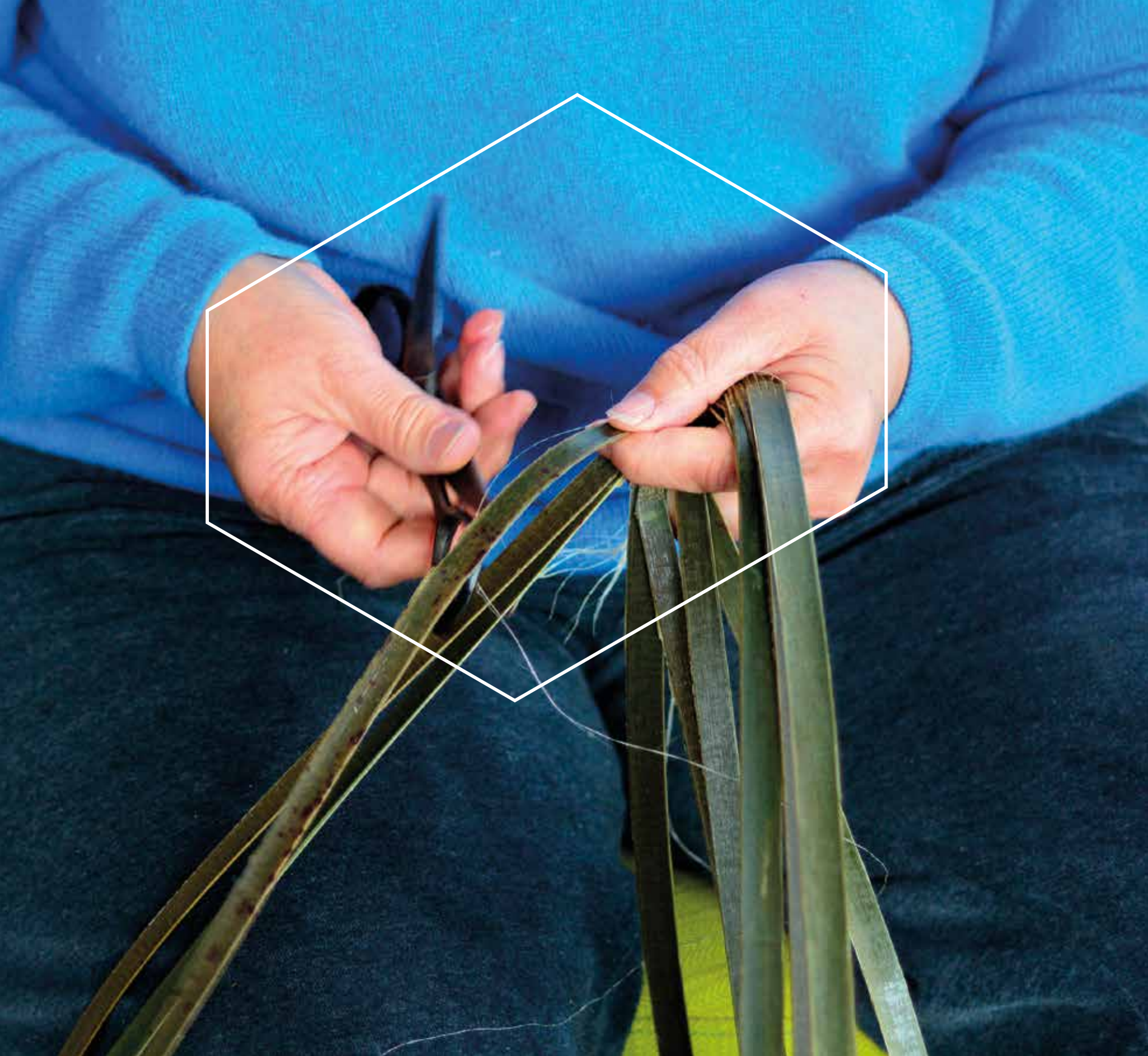
Manukau,
hummocks may be levelled
so that new homes can emerge
to garb again your isolated quarters.
And while the tide of our ancient history ebbs,
a new tide of migrants
do you now take to breast.
I am left to contemplate,
where to from here?

Manukau,
there is no end to the possibilities
you are yet to reveal.

Manukau - Storehouse of abundance,
you are sheltered by Te Puke o Taramainuku,
guardian of the harbour that bears your name.
To which Te Akitai proclaims,
“Kohuora stands to the west,
bordered by the Tāmaki shoreline,
with a plume of toetoe as a headdress in between.
A kākaho flower unfurling at a time of scant reserves,
harbinger,
that the season of plenty is nigh.

Manukau - stand proud!"





Foreword

Our communities are proud people. We are proud of where we come from and proud to call our suburbs home.

With pride we say we're from Ōtara, that we live in Manurewa or that we call Papatoetoe home.

We want people to start calling Manukau home – and when they do, we will know that the transformation of Manukau Central has been a success.

At the moment, most people describe Manukau as a transactional place – where they go to shop, work and study. We want it to become a meeting place for the south, and that mirrors what the community has told us for many years.

The people of Manukau have a desire for a vibrant heart that reflects and celebrates the south's diverse cultures. While Manukau is renowned as the world's Pasifika hub, it's

important to respect its Māori heritage, as well as putting out the welcome mat for other cultures wanting to call Manukau home.

To be truly transformed, Manukau requires the multiplier effect of a number of key moves that are outlined in this framework plan.

At the core of the transformation, is the need for a strong permanent resident population. This plan proposes that the number of residents living within a few blocks of the centre will take a giant leap from the current 700 to nearly 10,000 in the next 20 or so years.

To welcome these additional residents, Manukau Central must first and foremost become more people-friendly. We simply have to rebalance the impact of roads, car parks and large buildings.

Central to this is the desire to realise the potential of the Puhinui Stream as a focal point for community pride. We have turned our backs on this important cultural and ecological link for too long.

It's pleasing to see the city's new urban development agency, Panuku Development Auckland, be given the baton to lead this transformation. With their development expertise and proven track record with the successful transformation of Wynyard Quarter, we feel confident leaving our precious cargo in their capable hands.

But as many of you will know, the involvement of the local people is the most critical ingredient in the recipe for successful urban regeneration. While Panuku and the government – as a major landowner in the area – will do the heavy lifting, true transformation is owned and delivered by us all.

Ngī mihi mahana

Alf Filipaina and Fa'anānā Efeso Collins

Manukau ward councillors, Auckland Council

Executive summary

This plan – the Transform Manukau Framework Plan – sets out a shared vision and approach for how Panuku Development Auckland and its partners will work to achieve the regeneration of the Transform Manukau area over the next 23 years to 2040.

Panuku’s role in Manukau

Panuku Development Auckland is an Auckland Council-controlled organisation that works with stakeholders, partners and communities to transform parts of our city through urban redevelopment, regeneration and intensification.

Within Auckland, certain areas have been identified as Transform locations. A Transform location is one that requires a long-term, integrated, holistic and custodial approach to its development, in order to reach its full potential. Manukau has been identified as a Transform location.

Our vision for Manukau

This framework plan provides a broad and flexible route map for how we will deliver the transformation described in the high-level project plan and in the vision. It fleshes out the vision, and identifies the key outcomes we are seeking and the projects that will be delivered. It is a living document that will continue to evolve over time, as new opportunities and challenges arise.

Fundamentally transforming Manukau will be about fostering and building upon the existing pride, values and talent of the people who live, work and visit it most. In doing so, we will ensure that transformation of the area continues to appeal to locals, while also attracting future residents, workers, entrepreneurs and influencers. Transformation will see the resident population of the area increase from the current 6,000 to 20,000 people.

The vision for Transform Manukau is:

Manukau is the thriving heart and soul for the south.

Manukau Central as the gateway to affordable and sustainable urban living; a meeting place and a hub for learning, leisure, cultural experiences; surrounded by healthy neighbourhoods.

Resident population will increase from **6,000 to 20,000**



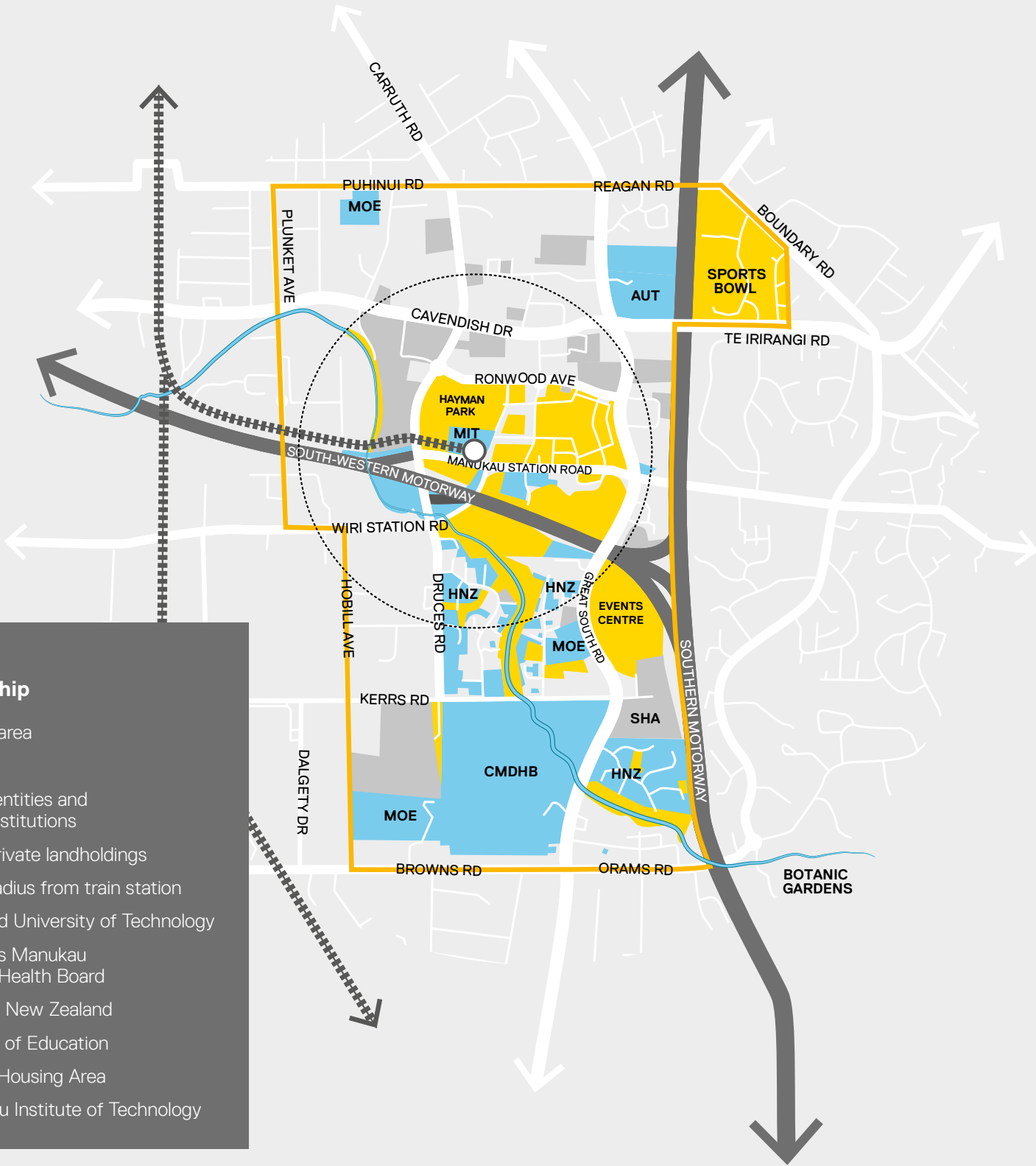
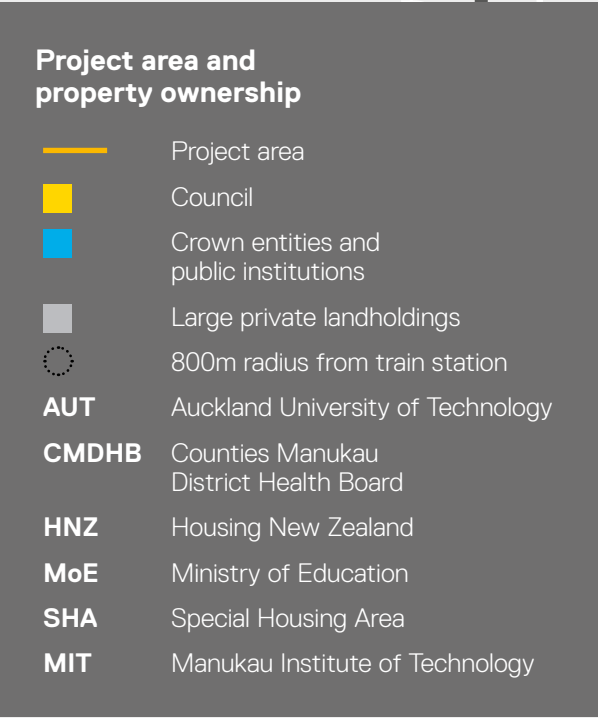
The combination of the area's people, strong Māori heritage, position as the world's Pasifika hub, geographic features, high numbers of jobs, and creative and economic potential is unlike any other place in New Zealand.

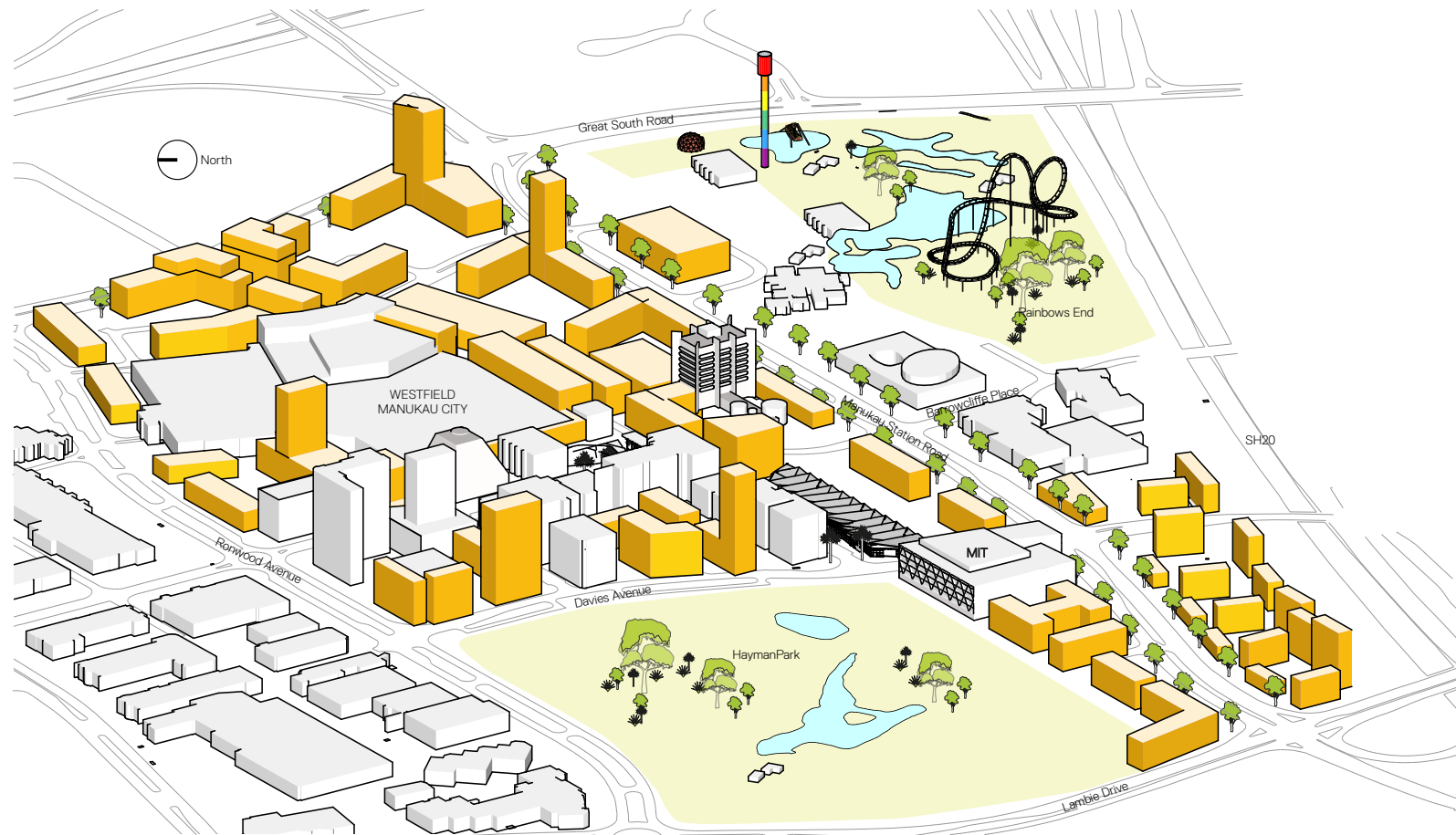
The Transform Manukau area

The Transform Manukau project area covers some 6 square kilometres, centred on Manukau Central (defined as the 800 meter radius or 10 minute walk from the train station). It is situated in both the Ōtara-Papatoetoe and Manurewa Local Board areas.

The project area has a long association with Mana Whenua , in particular in relation to the Puhinui Stream, which runs through it. The area has only been urbanised since the 1970s, when it was developed as a new city to service South Auckland. Today, it is home to around 6,000 residents and 20,000 workers. Its communities demonstrate an immense sense of pride in their place.

The situation in Manukau and the surrounding South Auckland area is unique. The combination of the area's people, strong Māori heritage, position as the world's Pasifika hub, geographic features, high numbers of jobs, and creative and economic potential is unlike any other place in New Zealand. As a result, the area has been identified as Auckland's biggest opportunity, yet, at the same time, it faces significant challenges, such as the lack of a critical mass of people, poor local pedestrian connections, islands of land-use activity and communities that face significant socio-economic issues.





Model of Crown and council site development potential

Our approach to transformation

Transform Manukau seeks to establish a set of fundamentals in terms of the way Manukau functions, the physical form it takes and how its people (present and future) are engaged and served, which, along with some catalytic key moves, will shift its property market attractiveness. Critical to the success of the Transform Manukau project is the active involvement of the local boards, the council's community – based Southern Initiative, the Crown and Mana Whenua.

Our three strategic goals for Manukau are:

Goal one – function – a strong, permanent residential population in Manukau Central (from the current 700 residents to 10,000), allowing it to function as a vibrant and connected quality compact centre and place of manaakitanga, with an emphasis on local as well as regional activities and identity, supported by new and revitalised adjoining healthy neighbourhoods (with the current 5,300 residents growing to 10,000).

Goal two – form – an urban and built form that is cohesive, walkable, human-scale, high-quality, resilient and responsive to the needs of residents and businesses and its natural environment.

Goal three – people – strong and prosperous residential communities in Manukau Central and the surrounding area that are actively engaged in and enjoy the benefits of living, working and celebrating in a successful and culturally rich place.

These goals are described in more depth in Section two of this framework plan.

In pursuit of these goals, five key moves have been identified as a way of catalysing, accelerating and amplifying change. They are where Panuku with its partners will channel particular effort in the short- and medium-term to ensure we see significant momentum and change for Transform Manukau within the next 10 to 15 years.

Critical to the success of the Transform Manukau project is the active involvement of the local boards, the council's community – based Southern Initiative, the Crown and Mana Whenua.

The key moves are:



Key move one: Realising the potential of the Puhinui Stream – enhancing the Puhinui Stream corridor and creating a source of community pride, activity, movement and interaction.



Key move two: Creating a vibrant heart – redeveloping multiple sites throughout Manukau Central, overhauling the public realm, and creating places to live, work, play and celebrate.



Key move three: Developing the Wiri healthy neighbourhood – working in partnership to create healthy homes and neighbourhoods in the Wiri neighbourhood centred on the Puhinui Stream.



Key move four: Harnessing learning and innovation opportunities – supporting Manukau as a hub for end to end learning and business innovation, and enabling the community to drive social and economic prosperity.



Key move five: Enhancing community connectivity – further developing the public transport network, and spreading a safe cycling and walking network, to improve community connections, near and far.

The key moves are described in more depth in Section three of this framework plan.

In fulfilling these key moves, the following will be achieved within the next 15 years:

- a new exemplar affordable living neighbourhood at Barrowcliffe and regenerated healthy neighbourhoods at Rātā Vine and Inverell/Hoskens; new residential neighbourhoods at Counties Manukau District Health Board (DHB) SuperClinic 49 hectare site and the Special Housing Area on Great South Road (Pacific Gardens)
- a new living well centre as part of the Manukau SuperClinic
- a new anchor commercial office space tenant in Manukau Central helping to diversify the local employment base
- Te Papa Manukau as a cornerstone destination and cultural offer
- a new a metro school in response to projected population growth
- a new main street in the form of an upgraded and extended Putney Way
- a revitalised Manukau Plaza with active edges on all four sides of the space, including a new Manukau Central civic precinct focused on an extended Civic Building
- Great South Road and Wiri Station Roads upgraded as urban boulevards
- a new mass transit line between Botany and the Airport (bus or light rail) through Manukau Central
- large-scale mixed-use development on Westfield Manukau City's existing at grade car parks
- a significantly upgraded Hayman Park and a fully upgraded and connected Puhinui Stream from the Botanic Gardens to Manukau Harbour
- a firmly establish learning, innovation and community enterprise sector.

We will track our efforts and monitor our success in achieving the goals, and implementing the key moves, through a range of measures. There is more information about these measures in Section four of this framework plan.





Delivering the transformation

This framework plan is not intended for use by Panuku alone. It has been developed with, and will be delivered by Panuku and its many partners, including Mana Whenua, Crown entities, Auckland Council and its council-controlled organisations including The Southern Initiative, public institutions, stakeholders from the private sector, and local communities.

One of the functions of the plan is to develop a collective view of Manukau's transformation, so that everyone involved can pull together, allocate resources and make strategic decisions in support of its realisation.

At this stage, potential Panuku funding from land sales in the Transform Manukau project is estimated to be up to \$100 million over the next 10 to 15 years. Funds will be channelled into public good projects, including contributions to public realm and social infrastructure projects, and a range of socio-economic initiatives.

Release of Panuku-controlled land for development alongside public good projects it funds is capable of unlocking investment value of \$3 billion.

The delivery strategy is described in more depth in Section four of this framework plan and will be further refined through the implementation plan.

Wāhanga tahi:
Hei whakatuwhera

Section one: **Introduction**

This section provides a high-level introduction to the Transform Manukau project. It describes Panuku's role and approach as Auckland's regeneration agency, explains what a framework plan is and why one has been developed for Manukau, and acknowledges Mana Whenua associations with the area.



Tahi 01

Mana Whenua cultural values and associations

Te hau o te whenua, te hau o te tangata



Mai i ngā maunga ki te moana

Rauhia ana te ingoa o Manukau e te whakapapa me ōna tūtohunga i takea rawa mai i ngā tūpuna. E mau ana i a ia ko āna ake tikanga ā-iwi me ōna āhua whenua motuhake i roto i te wā kua pākia e te tini āhua rerekē me ngā mahi hihiko hoki.

“Ko Waiohua te iwi taketake o Tāmaki Makaurau. Ko te tupuna whakaheke o te Waiohua ko Huakaiwaka te Mana Whenua puta noa i Tāmaki Makaurau tae atu ki Matukutūrua. E rua ngā wāhi o Matukutūrua i nohoa e te tini, ko ngā pā tawhito o Waiohua i; Matukutūreia (McLaughlin’s Mountain) me Matukutūruru (Wiri Mountain)”. Kotahi atu ko te papa o Stonefields i kō tata mai, kua tāpaea rātou i raro i te Mahere Whakakotahitanga hei wāhi motuhake whenua mātāhō tūturu. Kei te mau tonu ngā tātai whakaheke o ngā Mana Whenua i runga i ēnei taonga māpuna whenua tau pērā i ngā tomo puia o Wiri me te tini atu.

Tērā te akau o Manukau me ngā punanga wai i te wahapū me te awa o Puhinui e rere nei mai i ngā maunga ki te moana, ka maumahara mātou ki te rahi o ngā awa me ngā repo i rere mā runga i te whenua nei ki te horoi me te whāngai i te whenua me tōna iwi.

E kitea ana te here Mana Whenua ki ngā wāhi pērā i te moana, ngā awa, maunga, pā, wāhi tapu, mai i ngā ingoa i tāpaea mō ngā tūpuna, ki ngā mea i pahure, ngā tipu me ngā kararehe. Ka noho ngā marae o mua, o ināiane me ā muri ake nei hoki hei tohu o taua whanaungatanga taketake.

Ki te Māori, he ara takahi he māra kai tonu te moana me ngā awa, pērā anō i ngā ara me ngā māra o uta.

He rite tonu te mana me te tiaki i te aka ki te mana i tohia e ngā iwi ki te tiaki i te whenua i uta.

Ki ngā iwi ake o te takiwā, ko tō rātou “māra kai o te moana tonu” te Mānukau.

A Māori identity that is Auckland's point of difference in the world.¹

From the mountains to the sea

The name Manukau embraces whakapapa, genealogical descent, and identity seated within a deep and enduring ancestral association. Manukau binds a unique cultural and physical landscape that over time has seen many changes and dynamism.

"Waiohua are the original inhabitants of Tāmaki Makaurau. Huakaiwaka, the founding ancestor of Waiohua held dominion throughout the breadth of Tāmaki Makaurau including Matukutūrua. Matukutūrua consisted of two heavily populated, ancient Waiohua fortifications; Matukutūreia (McLaughlin’s Mountain) and Matukutūruru (Wiri Mountain)”. They, with the adjacent Stonefields have recently been recognised in the Unitary Plan as sites of significance in an outstanding natural landscape. Mana Whenua acknowledges their whakapapa through and within such highly prized and significant landscapes like the Wiri lava caves and many other features.

The Manukau Harbour and catchments, Puhinui Estuary and the Puhinui Stream traverse from the mountains across that landscape and to the sea, and we acknowledge the vast tributaries and wetlands that once filtered and meandered across the land, cleansing and nourishing the whenua and its people.

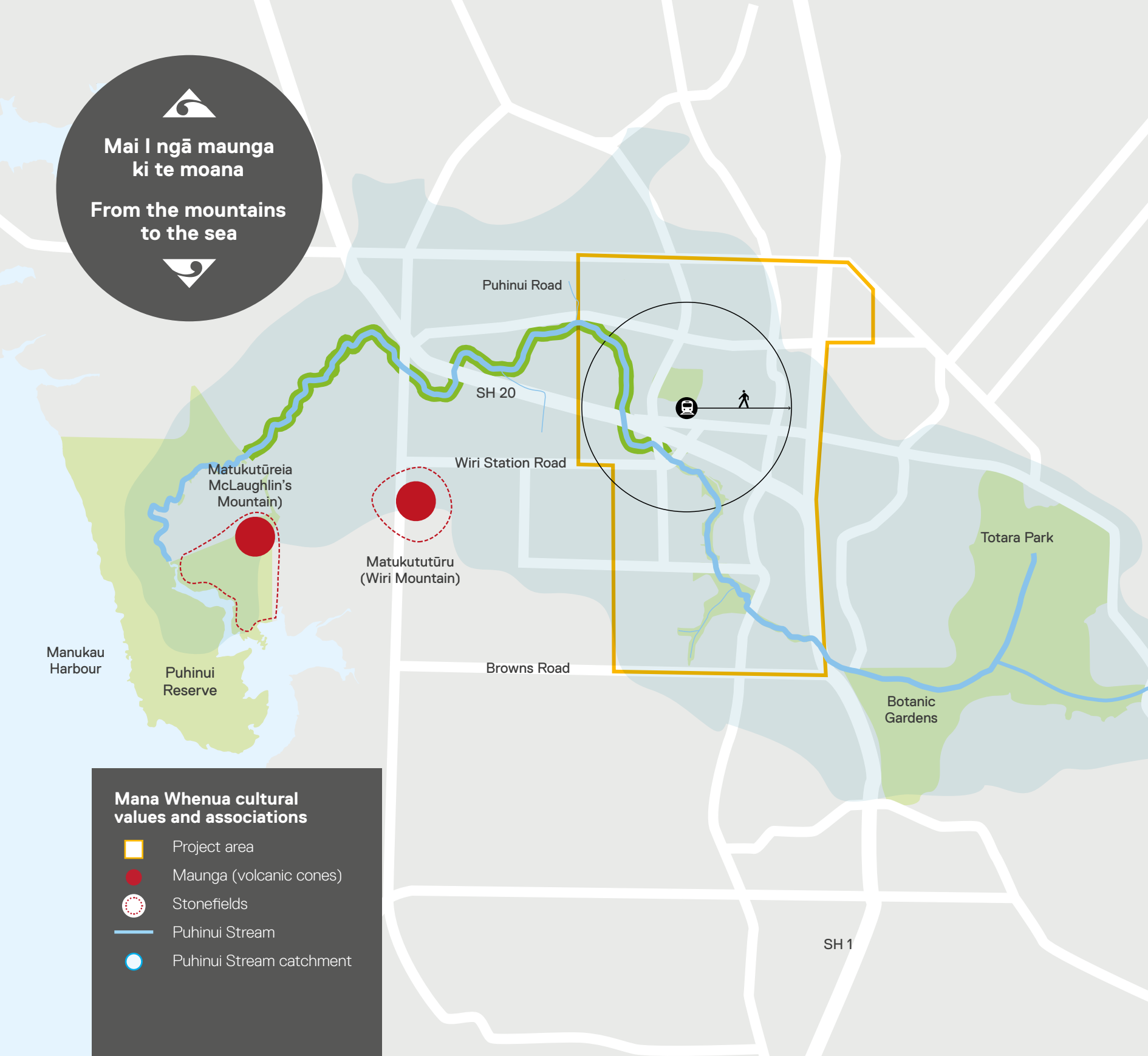
Mana Whenua ’s association to place is evident across important sites such as moana, awa, maunga, pā, wāhi tapu etc., particularly through their names that represent ancestors, events, flora and fauna. Marae past, present and future do and will continue to further define that intrinsic relationship.

“To the [sic] Māori, the waters of the sea and river are as much roads and gardens as roads and gardens on land.

The harbour was as much owned and apportioned to the care and use of different tribes as the land was.

To the local tribes the Manukau was their garden of the sea”.²

1. One of seven Auckland Plan Strategic Framework aspirational outcome statements that describe what living in metropolitan (and rural) Auckland will be like in 2040.
2. Waitangi Tribunal. (1985). *Report of the Waitangi Tribunal on the Manukau claim* (Wai 8). 2nd ed. Wellington: Waitangi Tribunal; p. 33.



Panuku: Who we are and our approach

Established in September 2015, Panuku Development Auckland is a council-controlled organisation that works with stakeholders, partners and communities to transform parts of our city through urban redevelopment, regeneration and intensification on behalf of Auckland Council.

Our vision is “Shaping spaces for Aucklanders to love”. We aim to do this in a sustainable manner, one that finds the right balance between economic, environmental, social and cultural aspects and values.

Our work in Transform locations

Within the city, certain areas have been identified as Transform locations – currently the Wynyard Quarter, Tāmaki, Onehunga and Manukau.

A Transform location is one that requires a long-term, integrated, holistic and custodial approach to its development, in order to reach its full potential. Panuku acts as the place-led regeneration agency for these transform locations.

Our corporate responsibility

As an organisation we are committed to balancing commercial and public good outcomes based on our corporate responsibility framework. This framework commits us to:

- leading the development of well-designed, diverse, resilient, exciting places where people want to work, learn and play. We deliver this through:
 - focussing on quality place-led design
 - leading place-led engagement
 - integrating sustainability
 - committing to accessible design
 - contributing to housing affordability
 - working with others to support local economic development
- working with others to create residential and commercial spaces and high-quality public places. We deliver this through:
 - facilitating partnerships with the Crown, Mana Whenua and the private sector
 - taking a collaborative partnership approach to relationships with Mana Whenua, mataawaka and urban Māori of Tāmaki Makaurau

- engaging regularly with key stakeholders from across the public, private and community sectors
- working in partnership with the Auckland Council family.

Our commitment to Māori responsiveness

Our commitment to Māori responsiveness is detailed in our Māori Responsiveness Action Plan. Panuku is committed to:

- enabling Te Tiriti o Waitangi/Treaty of Waitangi outcomes
- enabling Māori outcomes
- fulfilling Auckland Council's statutory obligations to Māori
- valuing te ao Māori.

This framework plan acknowledges the need to support kaitiakitanga and environmental, cultural, social and economic wellbeing, and the need to apply Te Aranga Māori Design Principles (as outlined in the delivery section of this document) in development and public realm projects. These commitments are further expressed in the Transform Manukau Mana Whenua Charter.



About this framework plan

The Transform Manukau continuum

Panuku’s approach to Transform projects is to take a long-term perspective to creating a balanced and successful place, while moving at pace to create momentum.

The Transform Manukau project continuum contains several steps. A high-level project plan (HLPP), defines the scope of Transform Manukau, secures the mandate for action and puts in place a long-term funding approach. The Transform Manukau, *Renewal of Manukau Central: High Level Project Plan* was adopted by Auckland Council in 2016 and supported by the local boards.

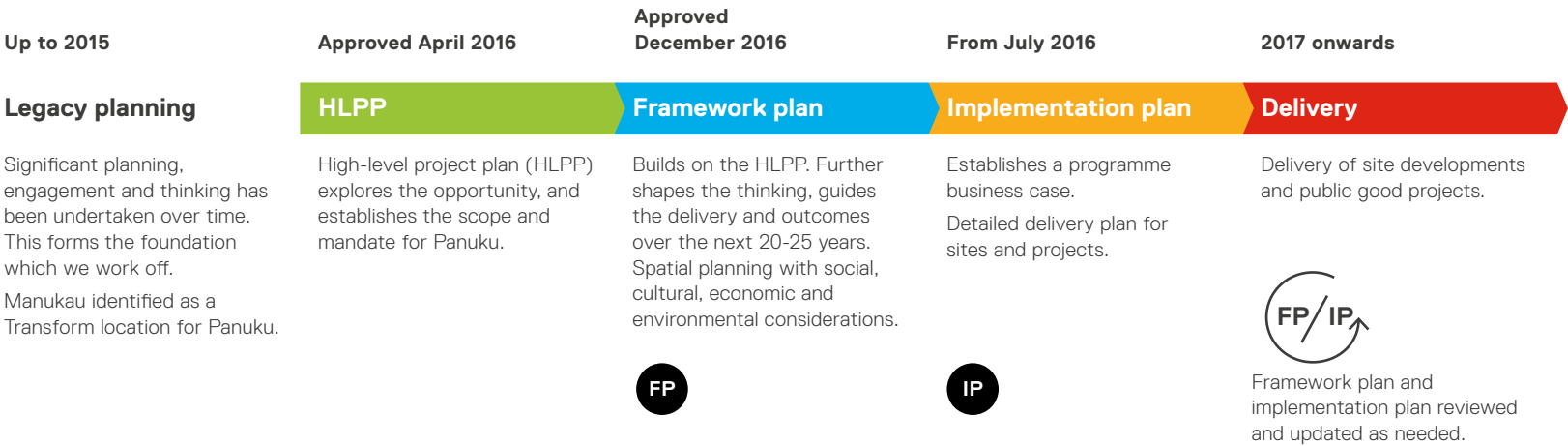
The next step was the framework planning process, leading to this framework plan. As a non-statutory holistic document, the framework plan is intended to provide a broad and flexible ‘route map’ to delivering transformation over the next 23 years, i.e. to 2040.

The framework plan, which embeds the high-level project plan, will in turn inform the production of detailed implementation plans for identified projects. These will be completed for priority projects early in 2017, allowing delivery to commence.

Throughout the transformation continuum, we will actively engage with stakeholders, partners and communities to ensure that they continue to support the direction of travel and remain committed to actively participating in the plan’s delivery.

Panuku’s approach to Transform projects is to take a long-term perspective to creating a balanced and successful place, while moving at pace to create momentum.

The Transform Manukau continuum



Engagement

- Engagement continues through all phases
- Mana Whenua
 - TSI
 - Crown
 - Education sector

- Local boards
 - Key landholders
 - Community
 - Council family

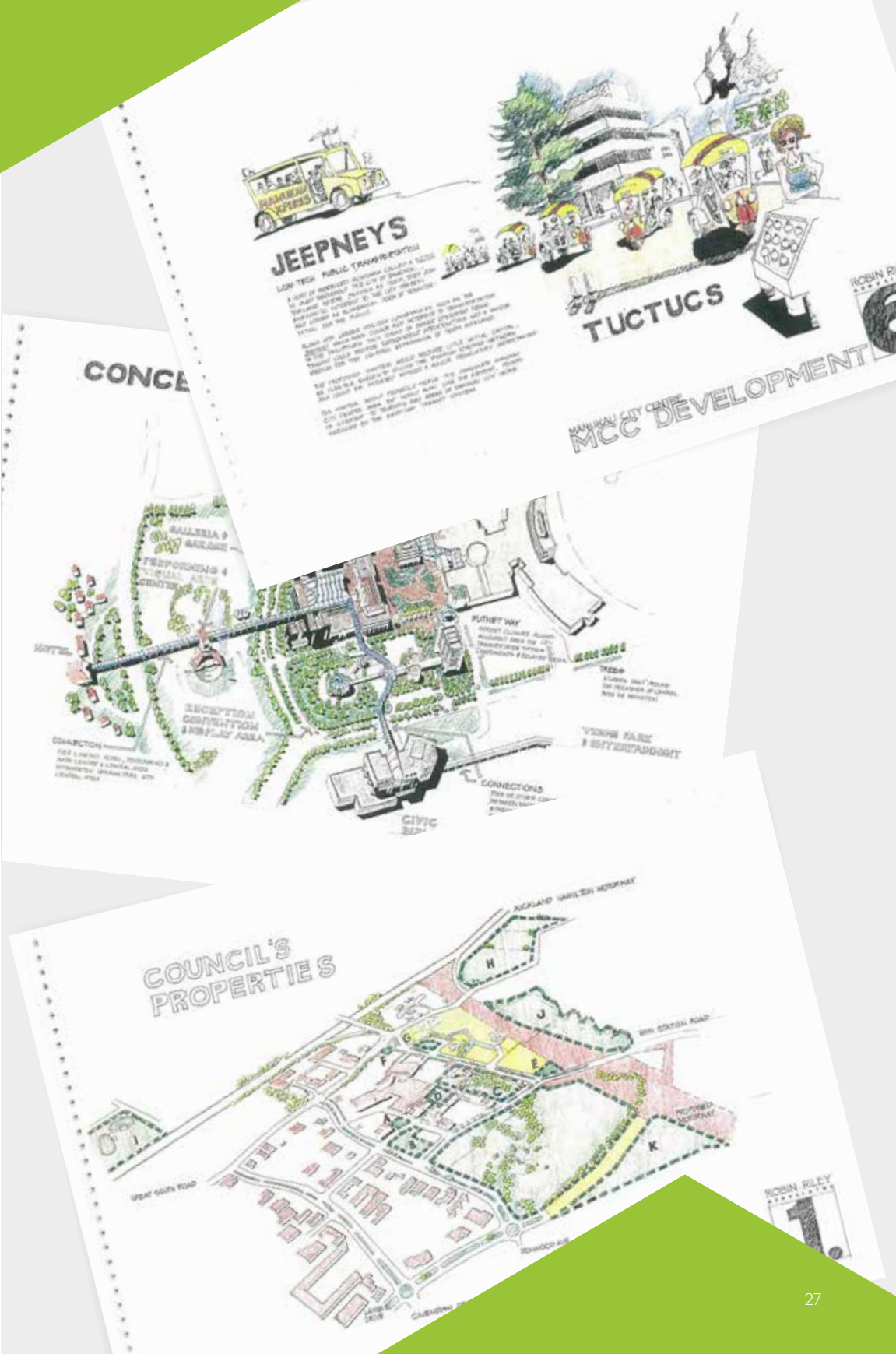
What is a framework plan

A framework plan shapes the vision for a place, identifying the key outcomes being sought and the projects to be delivered. A framework plan is similar to a masterplan with a strong spatial element, but is less prescriptive in terms of specific land-use and design responses. In addition, framework plans are holistic in their scope, covering economic development, iwi commercial opportunities, sustainability, and social and environmental outcomes.

The *Manukau Framework Plan* builds on many years of strategic thinking, planning and effort to bring about transformation in Manukau, as well as on the significant investment that has already occurred. We have large volumes of legacy consultation, plans and engagement to build upon, and have delved into speciality papers to draw out information on topics such as the economic outlook. We have also engaged with a broad range of stakeholders and partners to get a holistic picture of the place.

This framework plan is a living document, which will continue to evolve over time in response to new opportunities to fulfil the potential of Manukau. It needs to be flexible, yet maintain a robust strategic direction.

1990 concept plan for Manukau city centre



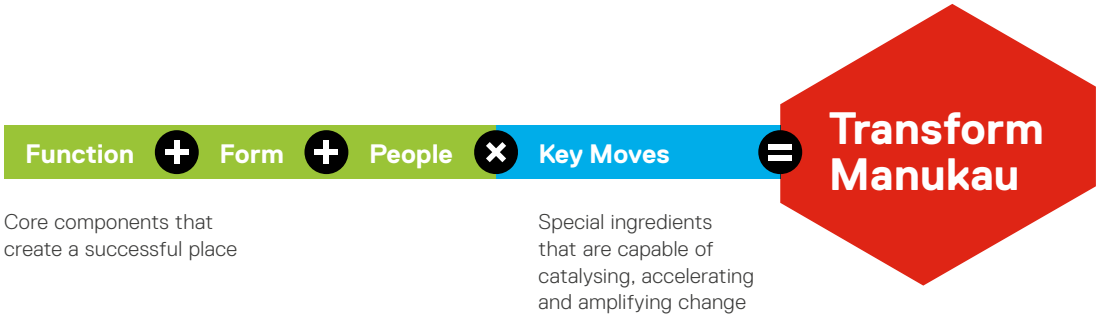
The transformation equation

Manukau is a highly complex, diverse and dynamic place. To help simplify this complexity, the transformation of Manukau detailed in this framework plan can be described as an equation.

The Manukau transformation equation

Under the equation, the cumulative effect of addressing the current function, form and people in relation to the challenges and opportunities in Manukau will add up to the area being transformed into a successful place. We need to understand each of these challenges and opportunities, and set goals in relation to them, if we are to achieve the transformation of Manukau by 2040. You will find more information about these goals in Section two.

However, to ensure that Manukau is truly transformed, the multiplier effect of a number of key moves is required. Key moves are capable of catalysing, accelerating and amplifying the transformation process. Panuku has identified five key moves for Manukau. They are both physical and strategic, and are where we will channel particular effort to ensure momentum is maintained and rapid change achieved.



What we have heard

We have spent considerable time getting to know and understand the Manukau community over the past year. We have large volumes of legacy consultation, plans and engagement to draw on. There are three key themes that rise above others when we consider the engagement approach for Transform Manukau.

“Don’t bring the circus to town”

We are told that Manukau is a place that has been promised many things in the past – often with fanfare and big expectations. Time after time, we are told, these promises have not come to pass and the community is wary and weary of big dreams for Manukau. This sentiment requires us to take a more gentle approach, delivering small wins over time rather than a large-scale show. We will achieve community engagement (without the circus) by assembling core co-design teams around specific outcomes and projects, staging small and ongoing place-making initiatives, and adopting a ‘low hum’ communications approach.

“Show us the story”

The cultural diversity of Manukau is unparalleled in New Zealand. For reasons of language, culture and universal understanding, we will not go to Manukau with words on a page. We will honour the view that we have been given, that in Manukau, we must show the story. We can do this through tactile and visual presentations, face-to-face conversations and using technology creatively.

“Keep us in place”

We will approach the people of Manukau openly and honestly to allay fears around displacement. By building trusting relationships and engaging in early conversations, we will work within the understanding that outcomes are successful only if they benefit the community that is already there, while planning for the communities to come. We will empower the community to work with us to enable the best present and future outcomes.

We have spent considerable time getting to know and understand the Manukau community over the past year.

Manukau challenges and opportunities

The Transform Manukau project area is a place of significant opportunity. It also needs to overcome some challenges. For Manukau to be successful these inhibiting factors need to be addressed. At the same time, effort is required to leverage off the area's points of difference and opportunity.

The following summarises the challenges and opportunities that led to Manukau being selected as a Transform location, and that form the basis for this framework plan.

Challenges



Unclear purpose and identity

Manukau Central has struggled to develop any clear sense of purpose or identity since it was developed in the 1970s, diminishing its relative appeal as a place to invest and live. While large areas of under-used and low-value land uses remain, there is yet to be strong market attractiveness for development.

A central area that lacks cohesion

Due to the lack of development, the predominance of parking and over-scaled roads, Manukau Central is car-dominated and lacks cohesion. Small islands of development and activity are segregated from one another. The pedestrian environment is very poor and walking feels challenging, inconvenient and restricted.

Separated from surrounding neighbourhoods

Motorways and major roads, the railway line, large swathes of low-intensity industrial land, and significant areas of undeveloped land keep Manukau Central at arms-length from its surrounding residential neighbourhoods. In particular, there is a lack of legible, convenient and safe north-south connections. This exacerbates the feeling of disconnect, and prevents integration with the wider communities and urban areas of South Auckland.

Lack of housing intensity and choice

Manukau Central lacks the critical mass of residential activity that would give it interest, activity and life around the clock. It is divorced from nearby residential areas in the south, and these areas lack housing choice. Within the Transform project area, detached three-bedroom family homes are the norm, limiting affordable options and choices for students, new migrants, social housing, young professionals and retirees.

Lack of public life and vitality

As a consequence, in part of the previous factors, Manukau Central is perceived by many outsiders as lacking a mix of activities, night life, organised events and spontaneity. All of this adds up to a centre that is seen as lacking in public life and vitality. Manukau has been observed as not “feeling like a loved and lived-in place”. It lacks street-based retail, and spaces for start-ups and small businesses that can serve the needs of local communities.

Socio-economic challenges

Many of the residential communities surrounding Manukau Central are facing socio-economic challenges. For example, Ōtara–Papakōwhiri and Manurewa have low home ownership rates (50 per cent), high youth unemployment (double) and lower average incomes than the rest of Auckland.

Degraded natural assets

In earlier times, the Puhinui Stream was a defining natural feature of the area. However, it has been significantly degraded and hidden by the urbanisation and industrialisation that has occurred along its course.

Opportunities



Majority of land in public ownership

The majority of land in and around Manukau Central, and the significant greenfield areas to the south, are held by Auckland Council (95 hectares) and the Crown (100 hectares). This creates major potential for comprehensive redevelopment and transformational change, without the constraints of fragmented ownership.

Significant development opportunities

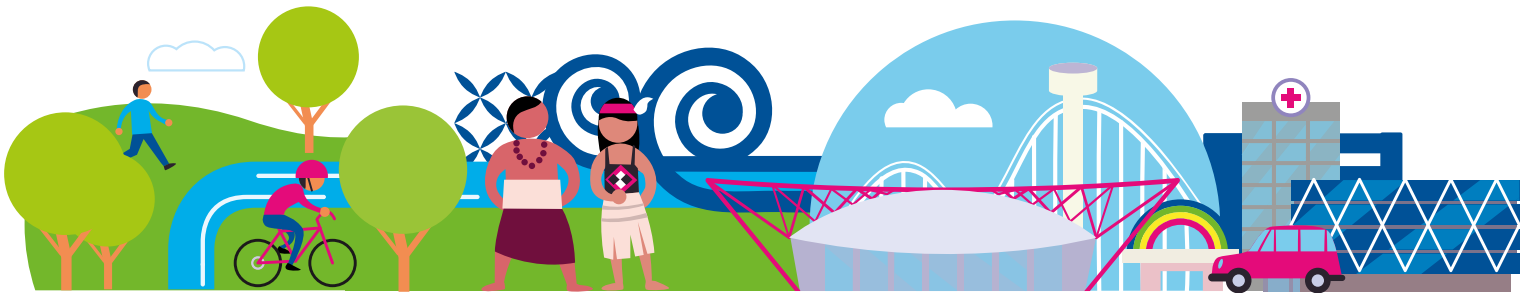
Under-development in Manukau Central leaves large areas relatively unencumbered and well-suited to comprehensive redevelopment. This is supported by a host of enabling planning provisions in the *Auckland Unitary Plan*. Together, these factors ensure there is no shortage of development opportunities in Manukau Central.

Well connected to rest of the region

Manukau Central has always been well connected to the motorway network. The opening of the Manukau rail station in 2012 represented a step-change in public transport provision for the area (40 minutes to Britomart Transport Centre). The coming bus interchange (with inter-city bus terminal) will bring a similar transformational shift, building the frequency and access of public transport to and from Manukau Central. It will also drive new foot traffic and pedestrian circulation patterns within the centre itself. Proximity to the airport further strengthens connections beyond Auckland.

Locational advantages

The location of Manukau Central, and its connections to the rest of the region, bring natural locational advantages. These include as a natural gateway to the Waikato region and the 'golden triangle' (economic zone of Tauranga, Hamilton and Auckland); through proximity and passing trade to the airport; proximity to a huge industrial and manufacturing employment base in surrounding areas; and as a sub-regional centre of choice for a vast residential catchment. This is reflected in Manukau's significant concentrations of retail, employment and educational activity.



Under-used natural assets

The Puhinui Stream, which is currently an environmentally degraded, ignored and unloved waterway, has significant potential to be restored and be ecological healthy. If it is, it could serve as a central organising element, around which to structure greenfield growth in the south, and connect it to Manukau Central and destinations further afield.

Likewise, Hayman Park is a major underutilised open space in Manukau Central. This is a rare opportunity for a metropolitan centre in Auckland, and much more could be made of it.

Community pride, social and cultural capital

Manukau has long been recognised as a focus for Māori and Pasifika life in Auckland. There is significant social and cultural capital among the communities of South Auckland; communities that are big in diversity, numbers and community pride. This capital should be harnessed to create something special at Manukau that is unlike anywhere else in Auckland or the world.

The visitor economy

There are a growing number of regional visitor attractions in Manukau: Rainbow's End, Vodafone Events Centre, Wero Whitewater Park, and potentially Te Papa Manukau. These attractions could help grow the local visitor economy by encouraging more people to come to Manukau, stay longer (supported by more hotels) and spend more. This would create obvious benefits for local businesses and build on Manukau's locational advantages as a regional hub.

A growing education and health presence

Manukau Institute of Technology (MIT) and Auckland University of Technology (AUT) are both building a strong presence in Manukau (the existing 4,500 student roll is set to increase to 9,000). The Counties Manukau DHB is also seeking to grow and broaden the health services it offers in Manukau. These developments bring a multitude of benefits: improving learning opportunities, driving demand for student housing in the centre, and creating strong relationships with local businesses, which are looking to co-locate with the health and education providers.

Wāhanga rua:
Ngā manako mō Manukau

Section two: Our ambition for Manukau

This section outlines our ambition for Manukau. It defines our vision and goals for Manukau in 2040, setting out the strategy that we need to collectively contribute to, and push towards. It also explains in depth the three main goals we are pursuing in relation to Manukau's function, form and people.

Rua 02

Our vision

Manukau is the thriving heart and soul for the south

Manukau Central as the gateway to affordable and sustainable urban living, a meeting place and a hub for learning, leisure, cultural experiences; surrounded by healthy neighbourhoods.

Ka noho ko Manukau hei pūmanawa ora o te tonga

Ko Te Puku o Manukau hei tomokanga ki te tonga, he tāone e ea, e au ai hoki te noho, hei wāhi huinga tāngata, hei pokapū mātauranga, hei whakatā, hei toronga tikanga ā-iwi; hei kāinga horapa ana i te ora.

Our vision will be enabled through:

- collaborative working with Mana Whenua
- a series of catalytic projects that reinforce Manukau's point of difference and improve its market attractiveness and competitiveness
- a range of affordable urban living options not only in terms of housing typologies and tenures but also reduced need to travel by private vehicles and energy efficient homes.
- facilities and activities that benefit local communities, and create human-scale development and a quality public realm
- strong, inclusive and accountable governance
- integrated partnerships, budgets and relationships that are leveraged for maximum benefit
- a focus on sustainable development, so that local communities can adapt to the predicted impacts of climate change, alongside infrastructure that supports long-lasting behaviour change
- strengthened relationships between the natural environment and built form
- reinforcement of the existing pride, values and talent of the people who live, work and regularly visit Manukau, to ensure its transformation continues to appeal to locals, while also attracting future residents, workers, entrepreneurs and influencers.

Our goals

We have articulated three main goals for Manukau's transformation, in relation to its function, form and people. Together, these goals outline where we want Manukau to be by 2040.



Goal one – function

Goal one – function

Manukau's function in the Auckland region and for the people of the south

Our goal: A strong, permanent residential population in Manukau Central, allowing it to function as a vibrant and connected quality compact centre and place of manaakitanga, with an emphasis on local as well as regional activities and identity, supported by new and revitalised adjoining healthy neighbourhoods.

By 2040, we envisage the following outcomes:

- The train station, bus interchange and future mass transit route (from Botany to the airport), as well as service improvements in the form of the new bus network, will significantly improve the level of public transport connectivity.
- A strong, permanent, residential population will live, learn, work and celebrate in Manukau Central (increasing the number of residents from 700 to 10,000).
- The predominantly residential southern area (Wiri) will be substantially redeveloped to provide a better quality and range of housing (increasing the number of residents from 5,300 to 10,000), with an enlarged SuperClinic supporting healthy communities and creating local job opportunities.
- Manukau Central will become a thriving visitor destination of choice, with existing regional attractions further developed and improved (e.g. Westfield Manukau City, Rainbows End, Vodafone Events Centre, Wero Whitewater Park), and new attractions secured, specifically Te Papa Manukau.
- Transform Manukau will benefit from super-fast broadband infrastructure further heightening its macro connectivity and role as a learning hub.
- There will be more diverse businesses in Manukau Central, with particular growth in the professional and information services, and specialist retail sectors.
- Manukau Central will be a desirable and innovative place to do business, which promotes and stimulates local enterprise, and attracts new investment, with Mana Whenua realising commercial opportunities.
- Manukau will enjoy a strong regional identity as a place to invest in and visit, building on its strong associations with the international airport, the 'golden triangle' economic zone (Hamilton, Tauranga and Auckland) and the rapidly expanding urban area to the south.
- There will be numerous new uses and activities in Manukau Central that support its hospitality, evening and weekend economies, as well as opportunities for social and civic gathering.
- Panuku's land holdings in Manukau Central will have delivered an extra 345,000 square metres of gross floor area.
- Public life in Manukau Central will be vibrant and supported through strong, thoughtful programming for events, activities and arts-based interventions.



How Manukau currently functions

Manukau Central is the main administrative, retail and government service centre serving South Auckland. The way it functions for the benefit of this community, as well as within the more immediate Transform Manukau area, is of critical importance.

Manukau Central is a planned centre, which started being built in the early 1970s, with the aim of consolidating South Auckland’s public administration functions in a single location. While this goal was successful, the city centre lacks some of the supporting land-uses that typically make up centres that have grown more organically. Most notably, there is an almost total absence of a residential community in and around Manukau Central (the area currently only has 700 residents). Instead, it is a ‘place of projects’, with islands of administrative, retail, leisure and educational (AUT’s South Campus and MIT’s Manukau Tertiary Centre) activities, with spaces between dominated by street-level car parking.

Activity within the centre is largely transactional and mono-functional, and lacks the identity, vibrancy and vitality that only a resident population can bring. This has become a self-perpetuating problem, with the relative sterility of the centre, including a lack of visible ahi kā and manaakitanga, undermining its appeal as a place to live. Consequently, there are large tracts of vacant or under-used land throughout Manukau Central and the wider Transform Manukau area. Ideally, these areas should be thriving neighbourhoods.

Despite these significant shortcomings, Manukau Central remains an important regional centre. The broader Transform Manukau area supports around 20,000 workers, despite the fact that the local employment base lacks diversity.

Manukau’s current economic outlook

A manufacturing core

Despite the fact that manufacturing is declining across the Auckland region, Manukau has retained its manufacturing core and there is clear evidence of food and beverage and high-tech clustering in the broader Manukau area. Holding onto this role as a key hub for the manufacturing industry in Auckland and the wider upper North Island is of paramount importance for the future.

The emerging role of services and education

Private sector service growth has been lower in Manukau than the regional average, with modest growth in the information media and telecommunications sectors. However, the current concentration of education (in particular, MIT and AUT) and government services in the area provide a platform for extending the knowledge-intensive service base and the creative sector.

Status as a destination

Although Manukau is home to a number of significant visitor attractions, such as the Vodafone Events Centre, Rainbows End and the recently opened Wero Whitewater Park, it still isn’t known as a destination. Breaking into the highly competitive regional tourist and visitor market will require significant investment and coordinated effort.

Retail integration

At present, there is a clear dichotomy between the ‘mall’ and the ‘town’ in Manukau Central. Westfield Manukau City dominates the retail offer, along with the significant area of bulk retail to the north. Better integration of the mall and town would benefit both areas. Developing a main street is also seen as highly desirable.

Diversity and demographics

Manukau is an incredibly culturally diverse area, with a unique identity, both within New Zealand and the world. It also enjoys a younger than average population, which together with improving levels of attainment at secondary-level, present encouraging trends for the future. If this youth and diversity is nurtured, it could prove to be the catalyst needed to change Manukau’s socio-economic prospects.

Current public image

Manukau faces a range of public image issues that impact on its desirability as place to live, visit and do business. These include socio-economic challenges, its history as an industrial area, issues with its built form, and a lack of vitality and vibrancy within the centre. Concerted effort is required to create a positive image for the place.

Fostering a new function

Our aim is that, in the future, Manukau Central will function as a lively metropolitan centre and transport hub of regional importance, while catering fully to the needs of its immediate community. The mana of the place will be clearly evident, and it will provide an important source of manaakitanga for the diverse communities of South Auckland.

To achieve this, Manukau’s future regional role will have to be carefully balanced against the need to think local; to ensure it becomes an attractive place to live in, as well as to visit.

Five roughly sequential steps, underpinned by Māori values and principles, will be important in shifting Manukau to this new functional role.

1 Step 1: Connect and complement islands of activity in Manukau Central

Timeframe – short to medium term

We need to encourage existing islands of activity (e.g. disparate destinations and buildings separated by large roads and car parks) in Manukau Central to operate in a less introverted way.

Opening up and connecting these often complementary activities will create a more cohesive environment, which will in turn help develop the place brand, increase local patronage and visitor spending, and generate new business opportunities.

To achieve this step we will need to develop new or improved physical connections, backfill gaps (see Step 2), and create new shared strategies for investment and marketing.

As an example of how this might work, Manukau’s existing visitor destinations would all benefit from attracting new hotel accommodation and another anchor destination in the form of Te Papa Manukau.

2 Step 2: Grow a residential community in Manukau Central

Timeframe – short to medium term

The gaps between the islands of activity in Manukau Central should be backfilled primarily with residential development. This will ensure that existing activities and land-uses benefit from an influx of new residents, including residents who have whakapapa ties to the place, and who will bring greater vibrancy, desirability and economic vitality to the centre.

To attract these new residents, significant further investment will be required in the amenity, connectivity and social infrastructure (specifically schools) of the Transform Manukau area.

In addition to backfilling, existing land-use activities and zoning will become more mixed, enabling further residential development to occur. For example, the land currently occupied by the Westfield Manukau City car park, and that along Ronwood Drive fronting Hayman Park, could be developed in this way in the future.

The bulk of new development on public sector land within Manukau Central will be medium-to-high density residential development (including student accommodation). By 2030, this will add at least another 5,300 residents to the current 700 residents who live within a 5 minute (800 metre) walk of the train station. Additionally, there are currently approximately 730 units in the pipeline on privately held sites that could deliver a further 1,500 residents. The ultimate target is a population of 10,000 residents.

Economic advice on the most productive future land-use mix for publicly controlled land in the Manukau Central area suggests the following proportion of land uses. It is notable that this advice generally concurs with the outputs from site-by-site yield modelling for the area.

Manukau Central Land Use

Gross Floor Area (GFA) of uses within 800m of the train station





3

Step 3: Diversify the local employment base

Timeframe – medium term

Pursuing a strategy to backfill gaps in Manukau Central with residential developments is likely to create a spike in economic activity in the area over the next 10 years. This spike will align with the construction phase of the developments. Longer-term economic benefits will principally be due to the spin-off in increased demand for supporting services, and the ongoing cycle of economic activity this will generate.

In addition to this anticipated boom in the service sector, in the medium-term, efforts will be focussed on creating an innovation hub for tech sectors (health, environmental, food and manufacturing) and information and professional services within Manukau Central. This will both diversify the local employment base and create additional local higher value jobs.

Creating such a hub will involve encouraging existing dispersed information and professional services in the Transform Manukau area, particularly those supporting the health, government, manufacturing, food-processing and education sectors, to centralise in Manukau Central, thereby driving agglomeration benefits.

At the next level, it will involve attracting at least one large information services business (e.g. a business process or IT outsourcing provider) to occupy a strategically located office building, with a government agency as a potential tenant in the short term, in order to stimulate demand.

To create the conditions for diversification of the local economy, investment is required in super fast broadband connection providing a point of competitive advantage.

Pursuing a strategy to backfill gaps in Manukau Central with residential developments is likely to create a spike in economic activity in the area over the next 10 years.