

## SECTION

## D

AUCKLAND'S HIGH-LEVEL  
DEVELOPMENT STRATEGY*TE RAUTAKI WHAKAPIKI TAUMATA MAHI MŌ TĀMAKI MAKĀURAU***Introduction**

86\_ People are at the heart of the Auckland Plan. The Plan's Development Strategy sets out how Auckland will change and grow over the next 30 years to become the world's most liveable city – a city that Aucklanders love and are proud of; a place they want to stay or return to; and a place that others want to visit, move to or invest in.

87\_ Auckland's future lies in being an international city amongst other international cities, while maintaining the special qualities that make it a unique environment and an inclusive community. This includes an Auckland that:

- ▶ respects the special place of tangata whenua
- ▶ acknowledges and celebrates its role as a major Pacific city
- ▶ embraces its increasing diversity of cultures and lifestyles
- ▶ protects its outstanding rural, natural and marine environment, that is close to its urban heart.

88\_ Auckland's physical, social, economic and cultural dimensions have all influenced the Development Strategy.

First, the Development Strategy recognises that strengthening Auckland as an international city relies on improved, balanced

socio-economic development across Auckland, so that all residents share in its prosperity. It aims to improve economic performance by prioritising innovation and the clustering of activities. It acknowledges that a competitive Auckland requires a world-class city centre. At the same time, it sets out initiatives in areas of high social need, notably in the area covered by The Southern Initiative.

Second, the Development Strategy promotes a better quality of life for all Aucklanders, by encouraging access to more housing and jobs, as well as opportunities for recreation, cultural, and leisure activities. There is an emphasis on the importance of building strong, inclusive communities around local neighbourhoods and centres.

Third, the Development Strategy ensures that our natural, marine and built environments are responsibly managed,



so that our children and their children will be able to enjoy them in the future. It also acknowledges that Auckland's environment is a defining feature which contributes enormously to our well-being and to our comparative advantage over other international cities.

Fourth, to achieve sustainable development, Auckland's continued high population growth needs to be matched to a range of accessible, quality housing and employment choices. The emphasis is on growth in existing and compact urban areas which are served by efficient, safe public transport. Growth in rural areas will be supported by two satellite towns – Warkworth and Pukekohe. The Development Strategy provides the direction for where and how we will live, recognising that achieving a more compact Auckland will require generational change over 30 years.

89\_ Further, by adopting a 'place-based' approach, the Development Strategy focuses on delivering quality outcomes by aligning investment in areas of change where the majority of growth will occur.

90\_ Finally, the Development Strategy acknowledges our interdependence, particularly with the upper North Island, and with other cities and regions in New Zealand and the Asia Pacific. It relies on all of us who influence Auckland's future, including central government, Auckland Council, iwi, the private sector, non-governmental organisations and communities, working together to achieve quality development and a sustainable future, and overcome social disadvantage.

91\_ The Development Strategy has four key elements:

# D1

**KEY SHAPERS AND ENABLERS** – including historical, physical, social, economic and environmental influences, their impact and Auckland's response to future opportunities.

# D2

**THE TWO BIG INITIATIVES** – that will deliver the greatest positive outcomes for Aucklanders and New Zealand.

# D3

**MOVING TO A QUALITY, COMPACT AUCKLAND** – to accommodate high population and economic growth.

# D4

**WORKING AND DELIVERING WITH OTHERS** – a collaborative, coordinated approach to achieve Auckland's vision.

**THE AUCKLAND DIAGRAM: KEY ELEMENTS OF AUCKLAND'S DEVELOPMENT STRATEGY**



# D1

## KEY SHAPERS AND ENABLERS

### Socio-economic environment

92\_ There are distinct patterns of socio-economic need and opportunity across Auckland: income, employment and educational achievement are becoming increasingly disparate in certain areas.

93\_ Increasing inequalities across our community affect us all. For Auckland to grow its economy and lift its GDP, it needs to harness all its human potential. This includes lifting educational achievement, and creating employment across all sectors, for all Aucklanders. A liveable city is one where prosperity is widely spread and satisfactory lifestyles are achievable for everyone.

94\_ The Development Strategy identifies two big initiatives where need and opportunity coincide. Sustained, focused and coordinated multi-sector effort and actions in Auckland's City Centre and in an area known as The Southern Initiative, will make the greatest difference to Auckland and to New Zealand's future well-being.

95\_ Auckland's and New Zealand's stable democracy makes it a desirable place for both local and national investors. This stability, and the certainty of this 30-year Plan, ensure Auckland is attractive and ready for diverse investments.

### Integration between land use and infrastructure

96\_ Critical infrastructure is that which is necessary for the day-to-day functioning of Auckland (e.g. water, transport, energy), or which provides essential services for the ongoing well-being of society (e.g. schools). Because communities depend on critical infrastructure, its timing, location and future upgrading influence where and when new communities can be established, and whether existing communities can grow.

97\_ How we use our land and the infrastructure we choose to build determine the kind of place Auckland becomes. These decisions have long-term and far-reaching consequences for Auckland's quality of life, its economy and its environment. We will make best use of existing infrastructure and optimise this with new infrastructure investment.

98\_ Of all infrastructure, transport (roads, rail, ferries, ports, airports) has the strongest influence on the location, patterns and quality of place.

99\_ Historically, settlement patterns in Auckland have been concentrated around major transport routes: ports, portages, tram and rail lines, and roading networks. Growth has also spread from concentrated markets around transport nodes. The Plan ensures that the transport network is integrated and managed as one system across Auckland, with strong inter-regional connections. Additionally, the Plan recognises that the transport system impacts on all development: inter-regionally, Auckland-wide, and at a local level. To create better places for people to live, principles are included in the Plan so that the design of roads respects their influence on the character of a place (see Chapter 13: Auckland's Transport).

100\_ There has been a careful analysis of infrastructure issues: the existing capacity, and the need for future investments to be timed to fit with significant changes in land use and community needs. The Auckland Council has the opportunity to co-ordinate infrastructure and land use across Auckland, and overcome historic deficits. The City Rail Link is the most important new transport investment; it will achieve the step change needed for the transformation of Auckland, by driving a major shift towards greater use of Auckland's public transport, and an increase in the density of residential and business development in the city centre and along the western and southern rail lines.





### Our green and blue environment

101\_ Auckland is blessed with a green public open space network anchored in the west by the Waitākere Ranges and in the south by the Hunua Ranges, shared with neighbouring Waikato. This green network, along with the volcanic landscape and our extensive rural environment, shapes Auckland's sense of open space and is integral to its character, identity and lifestyle.

102\_ Our network of parks and rural areas, together with Auckland's extensive marine and coastal environment, are defining factors which give us the reputation of being a green city and a 'city of sails'. This Plan contains directives to ensure that our green and blue, rural, coastal, marine and natural environments can co-exist in a balanced way with the working activities that rely on them and help sustain us (see Chapter 7: Auckland's Environment, and Chapter 9: Rural Auckland).

103\_ The Development Strategy enables more opportunities for people to live near the coast and other attractive green and blue edges, within existing neighbourhoods, in ways that respect local character and limit the adverse impacts on natural values. It ensures Aucklanders will have easy access to natural and rural areas.

104\_ Our extensive, special marine environments make Auckland unique as a world city. The Auckland Plan integrates planning for marine and land environments, and provides guidelines to ensure these areas remain healthy and attractive.

### Our downtown sea port and our international airport

105\_ The downtown Port of Auckland and Auckland International Airport contribute significantly to economic growth and opportunities in Auckland and New Zealand. They also influence the nature of land-use activities that co-locate near them. Auckland's downtown port is New Zealand's largest port based on its combined exports and imports. Auckland Airport is New Zealand's second largest port for exports and imports (combined) by value. It is also New Zealand's primary visitor gateway: increased passenger numbers, and new international airlines now come to New Zealand via Auckland. Both ports account for 46% of New Zealand's exports/imports by value.

106\_ The Auckland Plan acknowledges and supports the role that the International Airport and port make in connecting us to other parts of New Zealand and to the world, and their contribution to Auckland's and New Zealand's prosperity. Directives are included in Chapters 6 (Auckland's Economy) and 13 (Auckland's Transport) to protect the Auckland Airport's operations, including the associated businesses attracted to the airport location. There are similar policies for a review of the long-term nature and function of the downtown port (see Chapter 13: Auckland's Transport).



## D2

### THE TWO BIG PLACE-BASED INITIATIVES

107\_ The Auckland Plan has two big initiatives where focused attention will contribute to the economy and to Auckland's and New Zealand's well-being.

- ▶ The City Centre is a key visitor destination and New Zealand's commercial, financial, educational and cultural centre. It will gain in popularity as a residential area. The City Centre needs to play a greater role in Auckland's international competitiveness and future success. To achieve this, a City Centre Masterplan was developed in parallel with the Auckland Plan. This Masterplan provides a 20-year transformational direction for the future of the City Centre. For further detail see Chapter 10: Urban Auckland.
- ▶ The Southern Initiative is an area of Auckland with high social need, yet significant economic opportunity. Unleashing the human and economic potential of this area will be a powerful force to improve Auckland's and New Zealand's well-being. The purpose of the Southern Initiative is to plan and deliver a long-term programme of coordinated investment and actions to bring about transformational social, economic and physical change. The initiative is an opportunity to improve the quality of life of local residents dramatically, reduce regional disparities, and grow businesses and jobs which will benefit all of Auckland and New Zealand. The Southern Initiative is being championed by the Mayor, working at the highest levels with central government. It involves local boards, business, and communities. Learnings and innovation will be shared across other areas of Auckland. (See Chapter 1: Auckland's People).

## D3

### MOVING TO A QUALITY, COMPACT AUCKLAND

108\_ Aucklanders have said they want Auckland to build on its strengths and ensure growth and change is well planned and of a high quality\*. They seek a quality compact model of growth that prevents excessive expansion into our rural hinterland. Some of the reasons for pursuing a quality compact urban form are set out in **Box D.1**. Aucklanders want to make best use of the land that has already been developed or targeted for development, supplemented with well-managed expansion into appropriate greenfields areas. Overwhelmingly, Aucklanders favour good design – ensuring that future development is done well, that it is sensitive to local character and community identity, and that it ensures the resultant urban areas are places where people and communities can live and interact successfully.

109\_ A more compact form of growth means greater intensification in both existing and new urban areas. Intensification spans a spectrum – it is not one homogeneous level of density – and parts of Auckland are already fairly compact. However, further intensification across much of urban Auckland will occur in a way that sustains our quality of life, while providing for the expected population increase.

\* High level summary of written submissions on the Draft Auckland Plan (3rd February 2012)

## BOX D.1 BENEFITS OF A QUALITY COMPACT FORM<sup>4,5</sup>

### A quality compact form will benefit Auckland because:

#### ► Denser cities have greater productivity and economic growth

A compact urban form is much more likely to foster improvements in productivity and creativity. Clustering of people and economic activity can improve overall productivity by better enabling the exchange of ideas, the building of relationships/networks and better connectivity.

#### ► It makes better use of existing infrastructure

A quality compact form enables greater network efficiency through the cost-effective provision and servicing of physical infrastructure (transport, communications, water supply, wastewater, stormwater, energy) and social infrastructure (schools, community facilities). Better use of existing infrastructure costs less, and these cost savings are passed on to ratepayers, taxpayers and home buyers.

#### ► Improved public transport is more viable

An effective, efficient city relies on high levels of accessibility, where people can get around easily, and goods and services are moved quickly. A quality compact form supports residential areas that are well serviced by a mix of roads and public transport to move residents across the region to places of employment and recreation. Public transport is important as it gets people to their destination, and frees up capacity on Auckland's roads for freight movement.

#### ► Rural character and productivity can be maintained

An important benefit of a quality compact city is enhanced urban amenity, complemented by rural and coastal lifestyle opportunities. Lifestyles affect the international perception of Auckland as a good place to live and work. Encouraging growth within the existing urban footprint protects Auckland's rural hinterland and its productive potential: it enables ready access to coastal, marine and other recreation areas.

#### ► Negative environmental effects can be reduced

A quality compact form allows better protection of valued environmental qualities. Expansion into the rural environment is carefully managed to ensure areas of high biodiversity can be protected. At the same time, the potential adverse effects from urban activities (pollutants and greenhouse gases, stormwater flows into the marine environment, emissions to air) are minimised.

#### ► It creates greater social and cultural vitality

Developing more compact urban neighbourhoods supported by quality networked infrastructure offers opportunities to create healthy, stimulating, and beautiful urban environments. These in turn enhance social cohesion and interaction by attracting people across all demographic groups to a mix of cafés, restaurants, shops, services and well-designed public spaces. Such places provide a range of activities to meet the full spectrum of people's everyday needs – for work, for play, for shopping and for education.

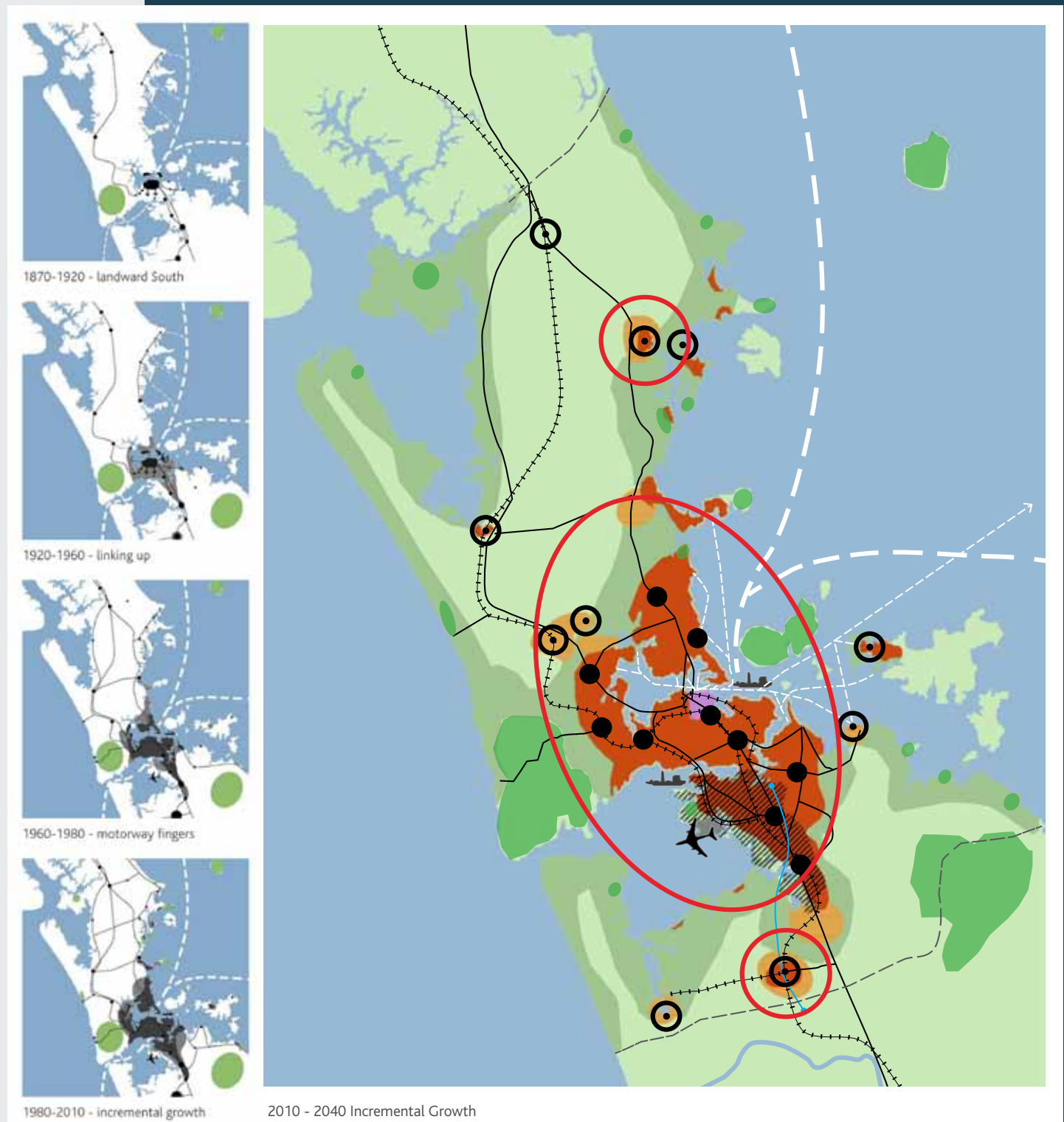
## Auckland's shape – past, present and future

110. Auckland has grown into a city-region of 1.5 million people, of whom 1.4 million live in the urban core. The core area is surrounded by extensive rural areas, large green spaces, and numerous rural towns and villages. These rural areas cover approximately 80% of Auckland's land mass, yet over 90% of residents live in the urban core. By 2040, there will have been substantial population growth within the existing urban footprint, and some growth beyond it. Warkworth in the north and Pukekohe in the south will have developed into large satellite towns with populations of between 20,000 and 50,000. Other rural and coastal towns will have grown also, but not to the same extent.

The shape of future Auckland reflects both its north-south orientation and the need for our large rural areas to have northern and southern focal points for jobs and services. The core urban area will continue to be the main focus for growth. **Figure D.1** shows how Auckland has grown over time, and how it is expected to change in the next 30 years.



FIGURE D.1  
AUCKLAND'S SHAPE





111\_ Several key principles underly our quality compact approach. These principles will ensure future growth maintains, and does not erode, Auckland's essential qualities. They are:

- ▶ quality first – creating attractive neighbourhoods that people choose to live in
- ▶ generational change and a transition to a quality compact form
- ▶ providing for most growth - jobs and homes - inside the existing urban areas
- ▶ a rural-urban boundary and staged release of greenfields land, with timely delivery of infrastructure
- ▶ decade-by-decade housing supply that keeps up with population growth.

### Quality first

112\_ Auckland insists that everything we do is of high quality, and particularly the way we manage or respond to change in our built environment. Successful destinations have the 'X factor' – the intangible qualities or characteristics that make a place or city memorable, and result in more people going there more often, staying longer, and choosing to work or live there. Without such quality attributes, Auckland would struggle to

attract talented, skilled people, achieve its wider economic and social objectives, and fulfil its key role in New Zealand and the southwest Pacific.

113\_ Quality is important at all scales of development. For this strategy quality is broadly defined as the quality of urban structure, building and housing design, the design of public places and amenities, and the qualities of a city/region that make it an attractive and desirable place. It also means a fair distribution of standards of living.

114\_ On a broad scale, good urban structure aids connectivity, makes efficient use of land, and ensures important values are maintained. Within this structure is a hierarchy of centres (metropolitan centres, town centres, local centres), linked to the city centre and the interlinking networks of road and rail transport routes. These provide the basis for a quality compact Auckland; a framework for the development of neighbourhoods and business areas; and the design of local environments, buildings and places.

115\_ Within the existing and future urban framework the development strategy gives priority to growth that is within reasonable walking distance of centres, community facilities, mixed-use employment locations, open space, and high-frequency public transport.



116\_ All new development will need to adhere to universal principles of good design and promote identity, diversity, integration and efficiency, whether at the scale of a site, a street/block, a neighbourhood, or the city. Better place-making, rather than development control, will become the focus of the planning process. Good design and place-making will create our future heritage. At the same time, existing historic character areas will continue to be protected. Areas with other important character values will grow and change in ways that maintain and reinforce their existing values. High-quality design will deliver:

- ▶ a better built environment, including our homes: detached housing, terraces and townhouses, low-, medium- and high-rise apartments that are durable and affordable
- ▶ quality urban public spaces easily accessible from places where people live and work, and within easy reach of amenities
- ▶ the tangible and intangible attributes of the city and its neighbourhoods that encourage people and businesses to choose to go there, either to visit or to stay permanently. These include the quality of our institutions (such as the health, education and tertiary sectors), cultural opportunities (such as art galleries, museums and theatres), and personal safety and security
- ▶ new developments that are sympathetic to the local environment.

117\_ At a practical level, this means that locations for residential intensification will emphasise the character of the street for people over movement of vehicles. Similarly, where key locations or routes are identified for freight, logistics and industry, these will not be compromised by residential intensification. At the same time, Auckland demands good design and expects industrial and business areas will be pleasant places for workers. All significant developments, including publicly funded developments, will be assessed against the design principles contained in Chapter 10: Urban Auckland.

118\_ Change will affect all areas. However, the degree of change will vary greatly – some areas will change only slightly, while other areas will change markedly. The Development Strategy maps illustrate the intended future pattern of change, and the future form of urban Auckland in 2040. Chapter 10: Urban Auckland, includes the priorities and directives to achieve quality in the urban environment. It also contains examples of the range of urban environments and housing types that are appropriate for Auckland.

119\_ Achieving quality requires a commitment from all sectors to do things differently, and better. Good design and a willingness to innovate will ensure we achieve both quality and affordability, and address the current housing shortfall.

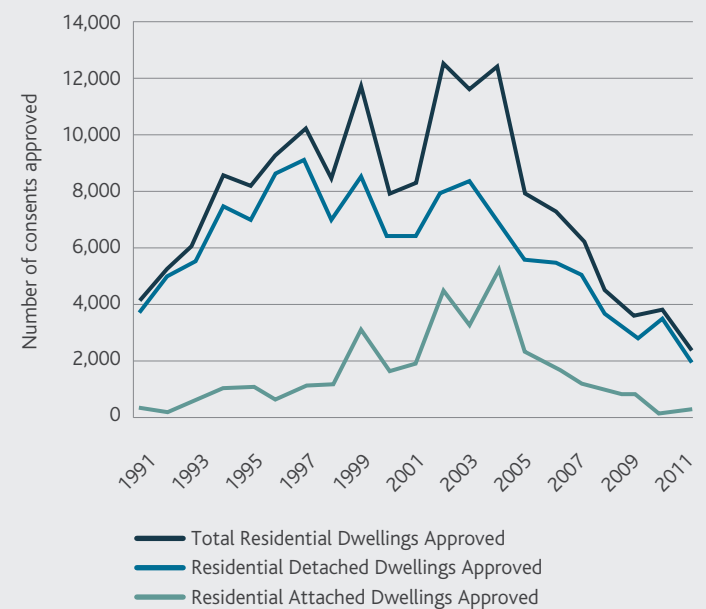
## Generational change and a transition to a quality compact Auckland

120\_ Auckland will experience significant change over the next 30 years. This is generational change, because it will take a generation to get to where we would like to be.

### Where we have come from

Auckland's rate of new housing supply was at a 30-year low in 2011, reflecting the effects of a major global economic downturn. During the peak in the economic cycle, demand and supply for attached housing reached almost 50% of total supply. However, in the low period, the level of attached housing as a proportion of total housing was almost nil – see **Figure D.2**. We can therefore expect that demand for attached housing will return as the economy improves, but factors that contribute to this volatility will need to be addressed.

**FIGURE D.2** AUCKLAND REGION, RESIDENTIAL BUILDING CONSENTS, BY TYPE, 1991-2011





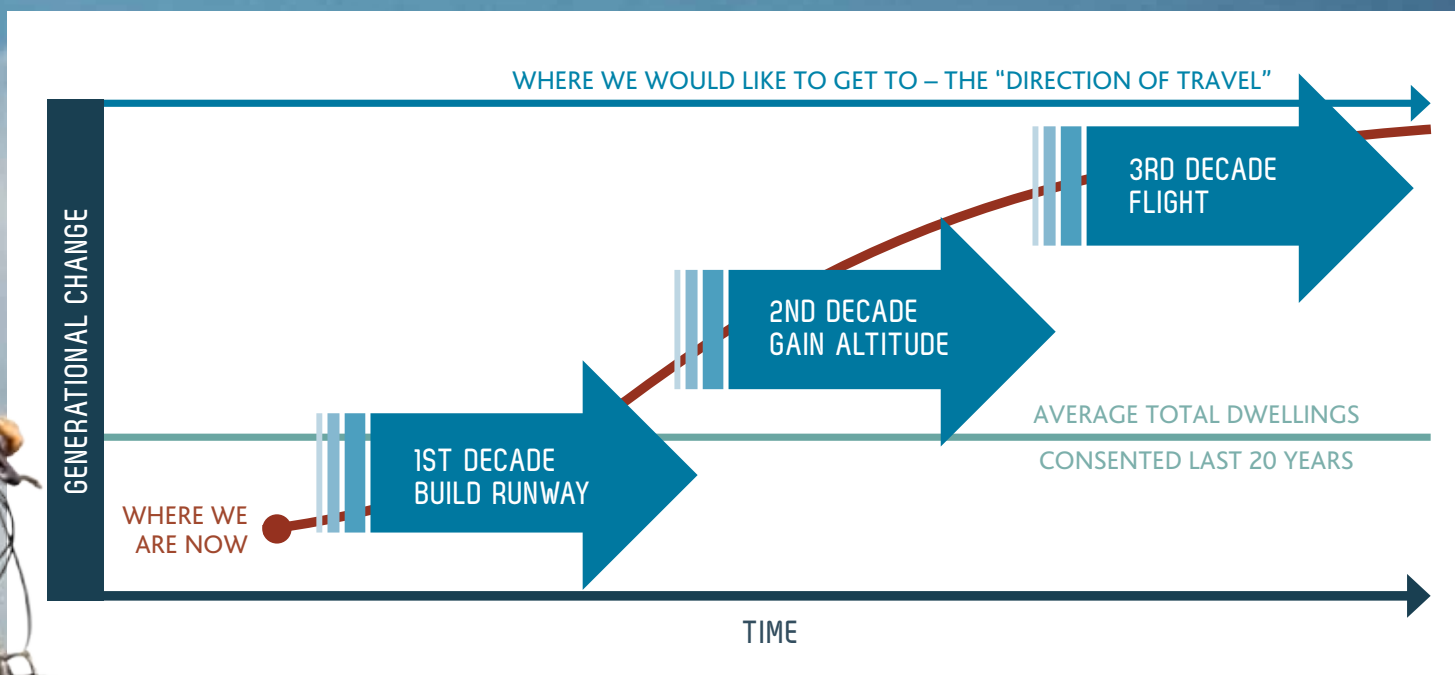




121. Figure D.3 shows the growth in housing supply over the next three decades. It recognises that it will take time to increase the number of dwellings we construct and the degree of intensification we will achieve following the Global Financial Crisis. The approach for the next three decades is therefore based on:

- ▶ broad agreement on the direction of travel to a quality compact Auckland
- ▶ change over a generation to lift the levels of construction of new dwellings of the right type, the right numbers and in the right locations, that will deliver a quality compact Auckland.

FIGURE D.3 GENERATIONAL CHANGE (GROWTH IN DWELLING SUPPLY)



122\_ The trajectory of growth in housing supply envisages a different focus decade by decade:

1. The first decade is about 'building the runway': focusing on developing a track record for quality buildings, places and processes, building capability across the development sector, and greater confidence across all sectors involved in Auckland's development.
2. The second decade is about 'gaining altitude': growing public awareness of quality will encourage greater demand for quality compact housing.
3. The third decade, 'flight': will maintain strong momentum towards ongoing delivery of quality housing that is affordable for most Aucklanders, where a significant proportion is attached and located in existing neighbourhoods, close to jobs and amenities.

123\_ Part D4 of the Development Strategy, "Working and Delivering with Others" includes detail on the priorities and implementation tools that are intended in each decade.

## Most growth inside the existing urban area

124\_ Given the extent of our growth challenge, Auckland needs to enable balanced residential and business growth in existing urban areas and in new 'greenfields' areas. This means taking advantage of existing and planned greenfields areas in the short to medium term, while actively planning for intensification of both residential and business activity in appropriate areas.

125\_ There is capacity for around 60,000 dwellings in the development pipeline (greenfields land), two thirds of which are within the baseline 2010 Metropolitan Urban Limit (MUL)\*. This will allow early supply of land for mixed housing types and some additional employment. Additional greenfields for new homes and jobs can be planned for and made available later in the first decade, and throughout the second decade.

126\_ There are two types of existing or committed business land: 930 hectares are zoned but currently vacant, and 450 hectares have been committed to the existing pipeline (greenfields). The location and configuration of this land may not be ideal in terms of industry requirements, and some flexibility is needed to provide additional capacity where it is most required (e.g. southern Auckland).

127\_ At least 1,400 hectares of additional greenfields will be provided for business activities. Approximately 1,000 hectares of this will be for business activities that require large tracts of land (e.g. manufacturing, transport and storage, logistics and similar activities), as shown on **Maps D.1** and **D.2**. A further 400 hectares of land will be provided for commercial activities, such as retail, office and service activities. New business activities will continue to be distributed in a balanced way, to ensure new jobs and new homes are in reasonable proximity to each other. The total area of business land available for development within current and future capacity, including vacant lots (930 ha), brownfields for redevelopment (510 ha), planning pipeline (430 ha), and new greenfields land (1400 ha minimum), is 3,270 hectares. This provides for 109 ha / annum over 30 years (which is greater than the 96 ha / annum uptake over the last 15 years). The three-yearly review of business land supply will identify if further greenfields land needs to be allocated for business activities.

128\_ It is difficult to predict the future in a time of dynamic change. The Development Strategy has a clear priority to achieve a quality compact form, but has some flexibility in the degree to which this will be achieved.

129\_ We will provide for 60% to 70% of total new dwellings inside the existing core urban area as defined by the 2010 MUL. Consequently, between 30% and 40% of total new dwellings will be outside of the baseline 2010 MUL in new greenfields, satellite towns, and rural and coastal towns. By enabling quality urban intensification, we aim to achieve the 70% inside figure at the end of the 30-year life of the Plan. We will also have flexibility to provide for 40% outside the MUL.

\* The baseline 2010 MUL is the urban limit that was agreed to by the former Auckland Regional Council and territorial land authorities. The Auckland Plan uses it as a baseline to monitor urban expansion.

130\_ Most major world cities have strategies which allow them to grow within (through quality infill/ intensification) and grow out, in order to accommodate projected population growth. Auckland is only at the early stages of intensification.

131\_ Accommodating the expected population growth projections under a quality compact scenario for Auckland will require, on a long-run average per annum basis, the delivery of twice the total dwelling supply, and four times the attached dwelling supply, compared to the last twenty years.

132\_ The Unitary Plan will support this strategy. Auckland Council will implement enabling zoning across appropriate areas in the new Unitary Plan. This will maximise opportunities for (re)development to occur through the initial 10- to 15-year life of the Unitary Plan, while recognising the attributes local communities want maintained and protected. The Auckland Design Manual will sit alongside the Unitary Plan to guide quality (see Chapter 10: Urban Auckland).

## A Rural Urban Boundary and staged release of greenfields land

133\_ An important element in determining our future urban form is to define where the urban area stops and non-urban or rural environments start.

134\_ Accordingly, the Development Strategy provides for a Rural Urban Boundary (RUB) that will define the maximum extent of urban development to 2040 in the form of a permanent rural-urban interface. The RUB will help achieve well-planned, efficient urban development, conserve the countryside, and encourage further growth and development of existing urban areas. The RUB is one of a number of tools that will be used in guiding Auckland's future development.

**FIGURE D.4** STAGED RELEASE OF LAND INSIDE A 2040 RURAL URBAN BOUNDARY







135\_ A RUB will be defined around all significant urban areas - the existing urban core, satellite towns, and rural and coastal towns. The Development Strategy **Maps D.1** and **D.2** show the current urban footprint and areas that are in various stages of preparation for development – the existing development 'pipeline'. It also shows 'areas for investigation' for future greenfields development for new housing and employment – future urban land. The RUB will account for the outcomes of pre-existing application processes under the Resource Management Act (1991). This means that if these lands receive consent for urban development, they will be included within the RUB. **Figure D.4** shows how land will be released inside a RUB over the term of the Plan.

137\_ The investigation of these areas is a priority for plan implementation, and will be conducted in a way that considers and supports all the outcomes and strategic directives in this Plan.

138\_ Following the investigation of greenfields land and the establishment of the RUB, staged and managed land release will occur in approximately ten-year steps. This will ensure that there is at all times 20 years' forward supply of development capacity, and an average of 7 years (with a minimum of 5 and maximum of 10 years) of unconstrained, 'ready to go' land supply. This means operative zoning and bulk services infrastructure are in place.

#### BOX D.2 INDICATIVE PROCESS FOR THE DELIVERY OF NEW GREENFIELDS LAND FOR HOUSING AND BUSINESS

1. Areas of investigation identified in the Auckland Plan
2. Investigate and plan, within identified greenfields areas for investigation, and identify a proposed RUB
3. Confirm 2040 RUB through the Unitary Plan process, with all land within the RUB being for future urban use
4. In stages, zone for the intended urban use (residential, business, mixed-use, open space etc.), service with bulk infrastructure, and release for development
5. Subdivide and build

136\_ The greenfields areas of investigation have been identified to enable up to 40% of new dwellings outside the baseline 2010 MUL. These areas either have existing infrastructure, or are viable areas for the provision of new infrastructure. They are close to or can provide new employment and new homes, and are relatively unconstrained by environmental factors.

139\_ Provision of the housing supply pipeline, which includes existing greenfields, the areas for investigation of new greenfields, and intensification and redevelopment in existing urban areas (brownfield development), will follow set procedures leading to the sale of new dwellings (see **Box D.2** for greenfields supply). This process will be monitored and reported on annually to track supply and demand, and ensure sufficient land for housing supply and business land supply.



## Decade by decade housing supply

140\_ Building consents for new homes were at a 30-year low in 2011. The property market suffered following the global economic downturn that began in 2007. While house prices remained relatively stable or declined slightly during that time, the ability of the average Aucklander to afford to buy or rent an average 3-bedroom house was further diminished. At the same time, Auckland's population continued to grow, causing more overcrowding in some parts of Auckland. In essence, not enough houses are being built, and those that are built are increasingly unaffordable for people on low to middle incomes. Auckland has a housing crisis. Chapter 1: Auckland's People, and Chapter 11: Auckland's Housing contain more detail on the nature of this crisis, and this Plan's response.

141\_ The Development Strategy forms a large part of this response, by enabling housing and employment that meets the needs of Aucklanders now and in the future. The Development Strategy includes ideas that are pivotal to providing housing for Aucklanders.

142\_ As part of a long-term approach to planning and developing Auckland, this Plan encourages:

- ▶ Sufficient capacity for development – through detailed, ongoing monitoring of the housing and development pipeline, with planning to ensure forward capacity throughout the term of the Plan. This will require the facilitation of existing pipeline opportunities and the investigation and subsequent pipeline management of new greenfields areas. It will also require upzoning across wide areas of Auckland's existing urban area, and a more enabling, outcomes-based Unitary Plan with a strong focus on quality.
- ▶ A wide choice of quality housing in the right locations. Over time, the viability of attached and higher-density housing will improve, and provide choice for Aucklanders. Chapter 10: Urban Auckland shows examples of housing types across a wide range of densities and formats, and indicates the types of locations where we can expect them to be built. This is also explained in the following section on the Development Strategy maps. A healthy supply of high-density housing has the potential to address the challenge of housing affordability, through efficiencies in land use and infrastructure provision. The delivery of housing choices depends on many organisations, notably the private sector.
- ▶ Housing that is affordable for as many Aucklanders as possible. This Plan promotes multi-sector collaboration to find innovative ways of getting Aucklanders into good homes they can afford to rent or buy. Existing approaches for the provision of housing are no longer enough. All supply-side factors are in need of a major rethink. This Plan promotes radical change in the whole supply chain for housing, beginning with things that the Auckland Council can do as a planner, regulator, and provider of infrastructure, and as a potential partner in the development process. An important principle advanced in this Plan is that there is transparency of the full social cost of people's decisions on where to live, including infrastructure and traffic congestion costs. For example, development contributions for dwellings in a multi-unit property could be reduced to reflect their lower infrastructure costs, compared to those for a stand-alone detached house. Housing affordability is part of a larger issue of affordable living, where transport, for example, is considered along with the cost of housing.

## Development Strategy maps

143\_ The Development Strategy is expressed spatially in the following **Map D.1: Development Strategy Map (Auckland-wide)** and **Map D.2: Development Strategy Map (Urban core)**. They show where growth will go in a quality compact Auckland – Auckland-wide and within the urban core - over the next 30 years. In particular, they show the degree of change expected across existing urban areas. In all cases, change will build on existing values to create a wide range of housing choices within a wide range of neighbourhoods, that all have their own unique character and attributes. While growth and change is expected, there will be ongoing protection of Auckland's historic built form. Generally, areas already zoned for the protection of historic character have been mapped and identified as areas of least change. It is anticipated that Auckland Council will continue to identify and protect areas of valued historic character as required. The key on **Map D.1** describes the degrees of change that are shown on the maps.

144\_ At a larger scale, the future form will comprise a network of centres (and their walkable catchments), connected by transport corridors, which will accommodate a sizeable proportion of housing and employment growth. This approach has particular value in agglomerating activities and services, and supporting an efficient transport network. These centres will feature a range of employment, retail and residential functions. The City Centre will feature as the principal centre in Auckland, attracting international businesses. There is scope for major development and improvements in the City Centre to balance the employment, retail, social, cultural, and residential functions of the area. The City Centre will be supported by a range of activities in the City Centre Fringe, which will feature centres with their own distinctive character and identities. Corridors will include more intensive land uses located along major public transport routes.

145\_ Metropolitan centres, such as Takapuna and Manukau, will accommodate a large proportion of the city's future residential, retail and employment growth. Generally these areas will serve a sub-regional catchment and be supported by efficient transport networks. Town centres, such as Panmure, Manurewa, Browns Bay and Glen Eden, will serve a more immediate catchment, and provide a range of functions. Some new town

centres may be identified, particularly in the greenfields areas of investigation. A greater number of local centres will feature as important hubs for local neighbourhoods. Local centres are not shown on the maps.

146\_ Major business areas are hubs for employment, and will be restricted to that purpose. The City Centre and metropolitan centres are also employment hubs.

147\_ Land that is already in the greenfields development process (largely undeveloped) is shown as 'future urban areas' on the maps. In some cases, further feasibility and planning work is needed to confirm their suitability for development, and to coordinate supporting infrastructure.

148\_ Rural areas are categorised into activity areas. Outcomes for each, the uses and types of growth sought, will reflect the characteristics of the environments that they cover, their future opportunities, and the issues they face. They are rural production, mixed rural production, rural coastal, country living, bush living and rural island environments.

149\_ The focus of future rural population growth is on existing towns and villages. However, limited rural growth that provides significant recreation opportunities or environmental protection and restoration, in return for subdivision rights, is foreseen.

150\_ Two satellite towns are highlighted for their potential to function semi-independently of the main metropolitan area, and to provide a range of services to the surrounding rural areas. These factors make them suitable locations for substantial residential and employment growth.

151\_ Eight rural and coastal towns are also expected to have limited growth, particularly where they can be readily serviced with infrastructure within the 30-year planning horizon. Rural and coastal villages (serviced and un-serviced) are not a focus for growth. They will provide for village living, dormitory residential, holiday and retirement living, service and tourist development functions, on a scale that is appropriate to their local character, the sensitivity of their surroundings, and the practicality of providing isolated infrastructure.



FIGURE D.5 INDICATIVE  
PROFILES OF CENTRES AND  
NEIGHBOURHOODS

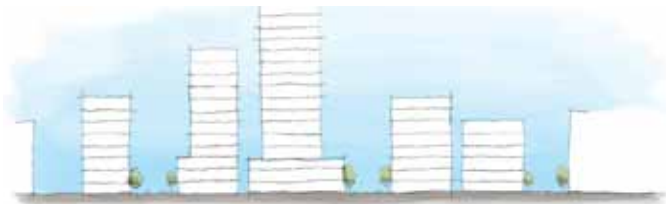
NEIGHBOURHOOD –  
LOW RISE (UP TO 4 STOREYS)



TOWN & LOCAL CENTRES –  
LOW/MEDIUM RISE  
(UP TO 8 STOREYS)



CITY & METROPOLITAN  
CENTRES –  
MEDIUM RISE  
(5-8 STOREYS)  
HIGH RISE  
(9+ STOREYS)



## MAP D.1 DEVELOPMENT STRATEGY MAP (AUCKLAND-WIDE)

**Most change.** Includes city centre and the 10 metropolitan centres. A mix of high-, medium- and low-rise apartments and terraced houses and town houses

**Significant change.** Includes approximately 30 town centres and the city centre fringe (except those areas with existing historic character zoning). Some high-rise apartments (9+ storeys) may be appropriate in some areas, but the predominant form of new housing will be low-rise and medium-rise apartments and terraced housing and town houses

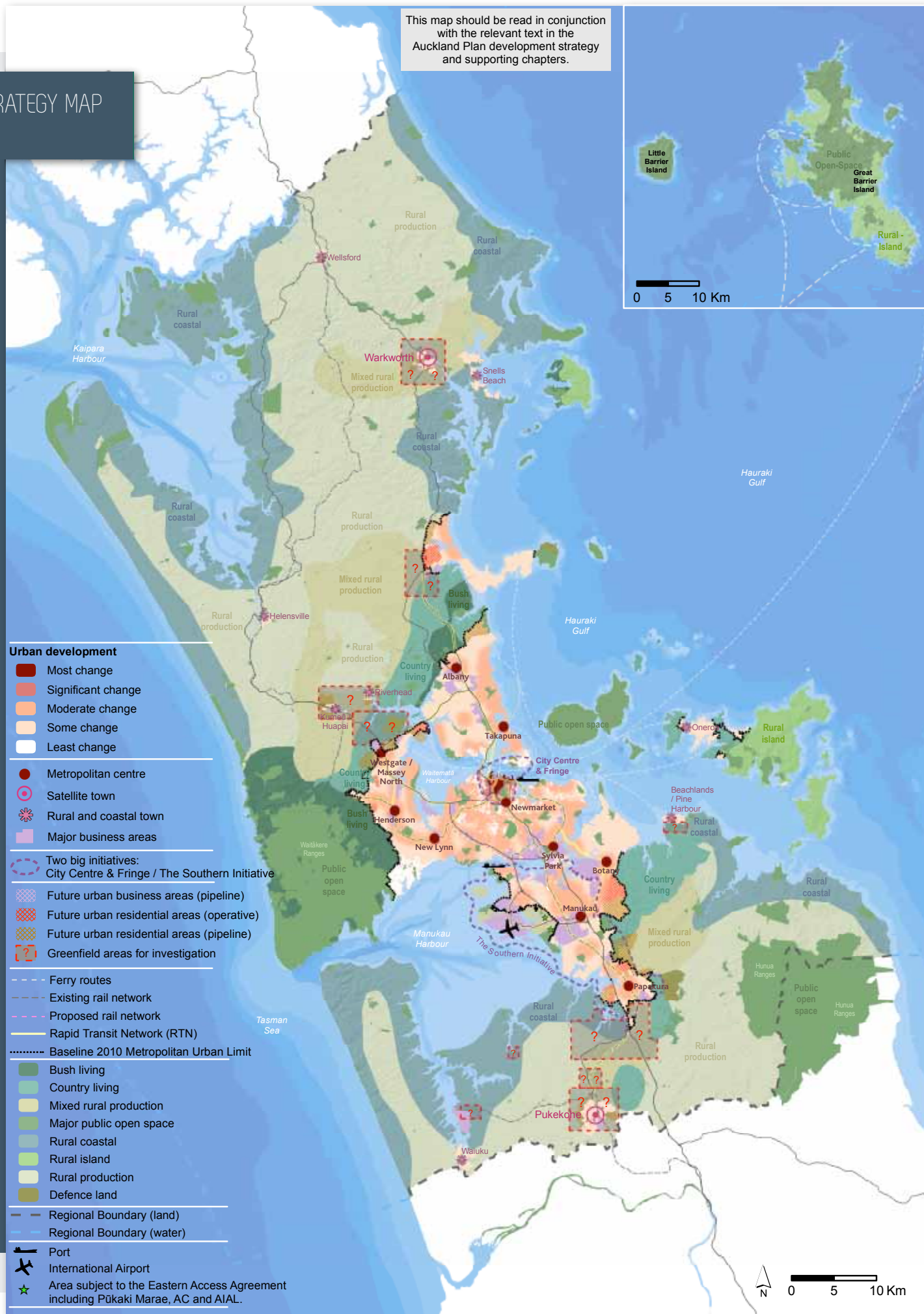
**Moderate change.** Areas identified for growth throughout the existing urban area. Includes most local centres and a range of neighbourhoods. New housing would be mostly attached; low-rise apartments and terraced houses up to 3 or 4 storeys. Up to a third of sites estimated to be redeveloped over 30-year period in these areas. Will include some small lot detached and semi-detached housing

**Some change.** Areas not identified as priorities for growth. Some intensified development expected to occur. May include some small lot detached and semi-detached housing. The Unitary Plan will explore innovative ways of allowing high-quality residential infill and redevelopment in these areas

**Least change.** Generally areas with existing historic character zoning and the Waitakere Ranges Heritage Area. Not expected to accommodate significant numbers of new buildings although sympathetic development will occur where appropriate

(Refer to Chapter 10: Urban Auckland for more details)

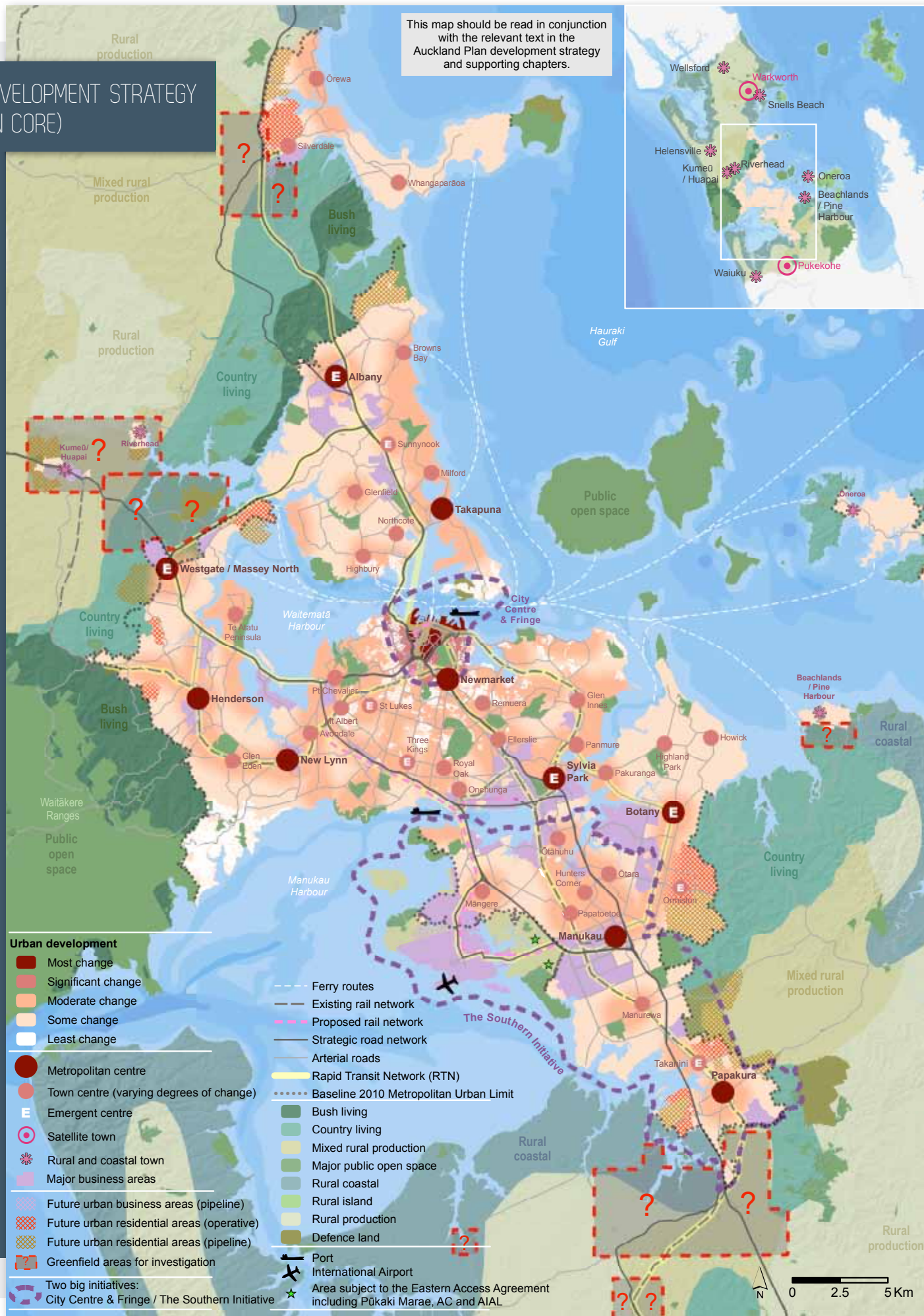
This map should be read in conjunction with the relevant text in the Auckland Plan development strategy and supporting chapters.





# MAP D.2 DEVELOPMENT STRATEGY MAP (URBAN CORE)

This map should be read in conjunction with the relevant text in the Auckland Plan development strategy and supporting chapters.



- Urban development**
- Most change
  - Significant change
  - Moderate change
  - Some change
  - Least change
- Metropolitan centre  
● Town centre (varying degrees of change)  
E Emergent centre  
● Satellite town  
✿ Rural and coastal town  
✿ Major business areas  
✿ Future urban business areas (pipeline)  
✿ Future urban residential areas (operative)  
✿ Future urban residential areas (pipeline)  
✿ Greenfield areas for investigation  
✿ Two big initiatives: City Centre & Fringe / The Southern Initiative

- Ferry routes
- Existing rail network
- Proposed rail network
- Strategic road network
- Arterial roads
- Rapid Transit Network (RTN)
- Baseline 2010 Metropolitan Urban Limit
- Bush living
- Country living
- Mixed rural production
- Major public open space
- Rural coastal
- Rural island
- Rural production
- Defence land
- ✈ Port
- ✈ International Airport
- ★ Area subject to the Eastern Access Agreement including Pūkaki Marae, AC and AIAL

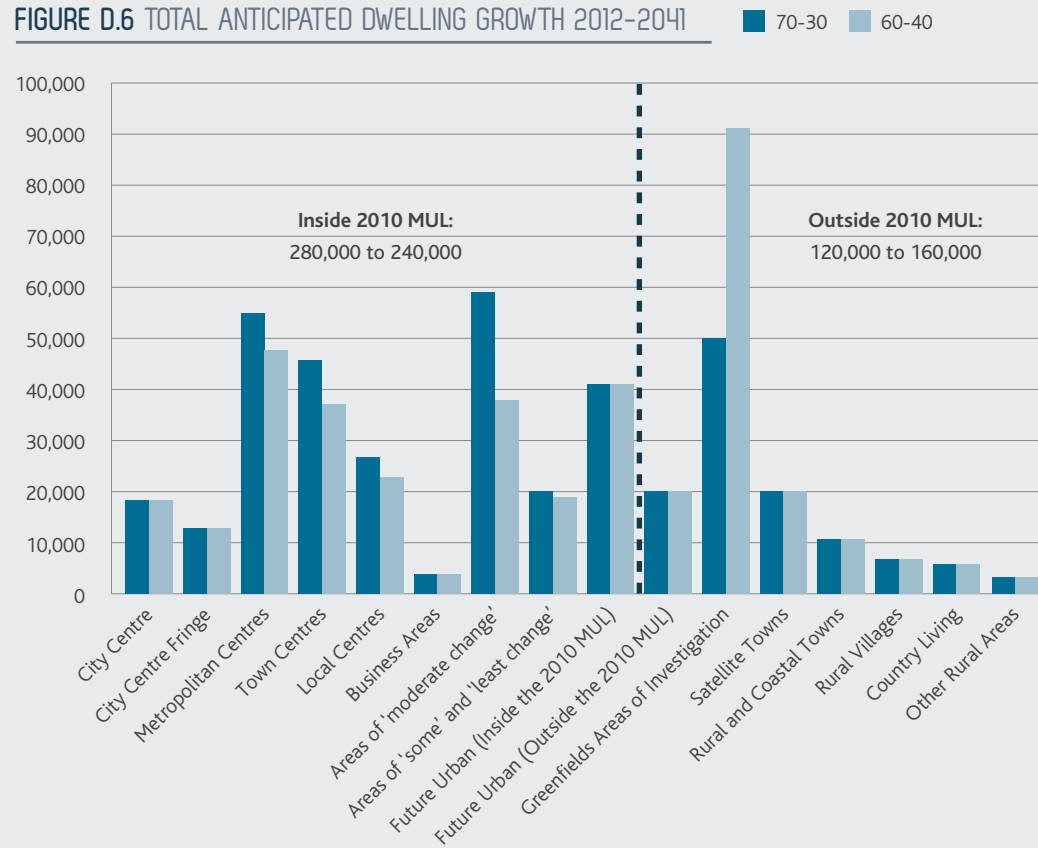


## The distribution of growth

152\_ **Figures D.6** and **D.7** indicate how much residential growth (expressed as new dwellings) is expected to occur in different areas over the 30-year planning horizon. Figure 7 is a summary of growth over the full 30 years, and shows the distribution if 70% of growth is accommodated inside the baseline 2010 MUL, as well as the distribution if 60% is achieved.

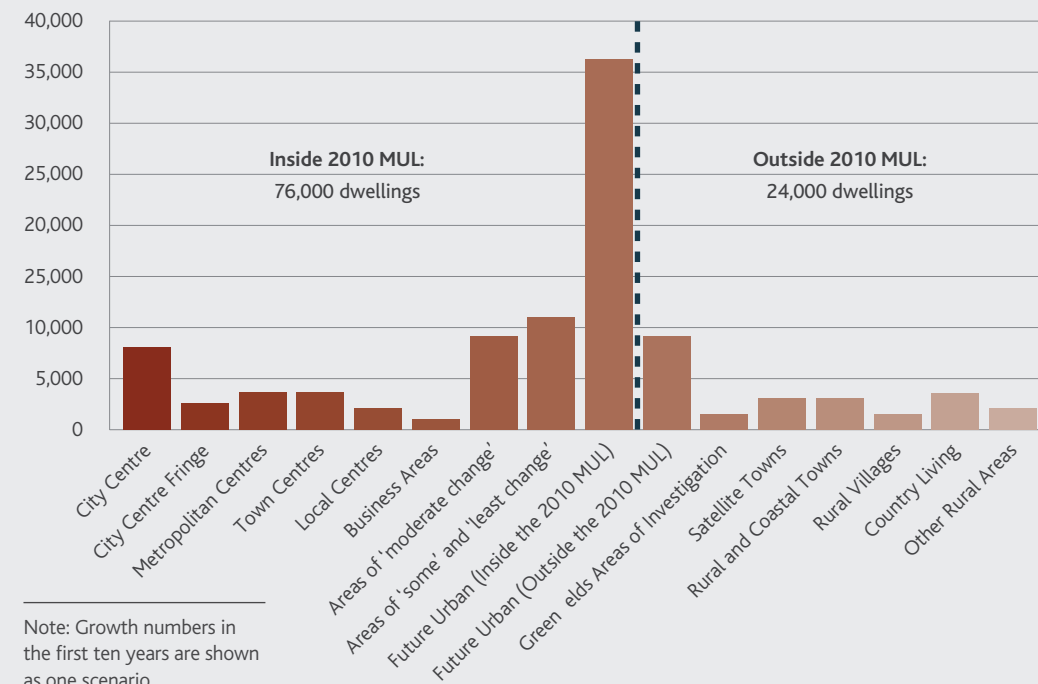
153\_ **Figure D.7** shows a transition, decade by decade, from more greenfields residential development in the first decade to more development in the existing urban areas ('infill' and 'redevelopment') in the third decade. This reflects the current priority of increasing housing supply, and the reality that the industry is not yet well geared to provide large areas for high-quality, intensified development. It is anticipated that around 100,000 dwellings will need to be built in the decade between 2012 and 2021. This will be challenging, given the current low levels of housing development. To respond, zoning for more capacity will need to be provided in the Unitary Plan to ensure that the projected numbers of dwellings can be built.

**FIGURE D.6** TOTAL ANTICIPATED DWELLING GROWTH 2012-2041



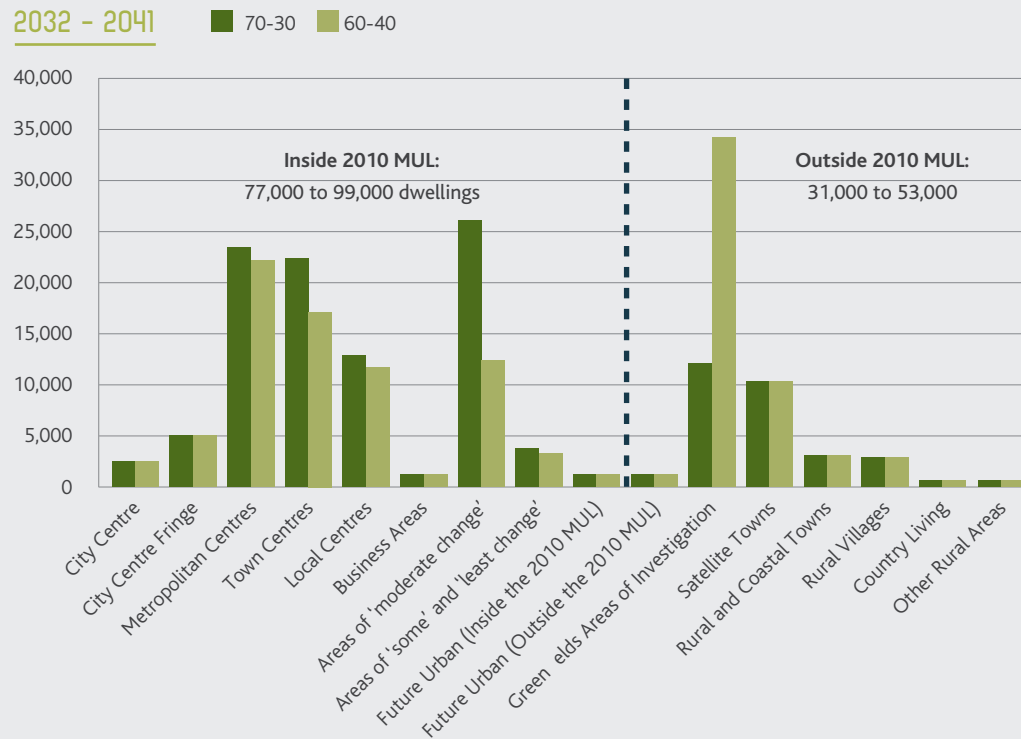
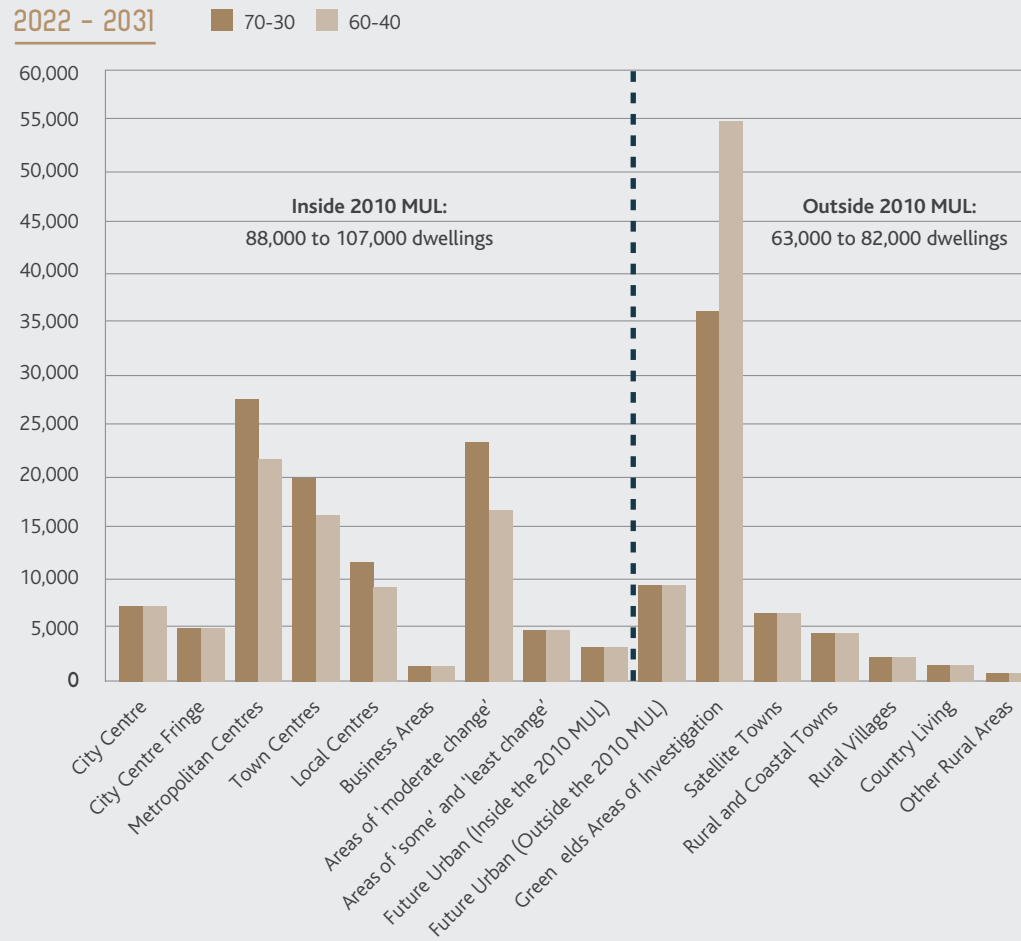
**FIGURE D.7** ANTICIPATED DWELLING GROWTH IN EACH DECADE

### 2012 - 2021



Note: Growth numbers in the first ten years are shown as one scenario.

FIGURE D.7 CONTINUED ANTICIPATED DWELLING GROWTH IN EACH DECADE



154\_ Building on the groundwork of the first decade - particularly regarding the focus on quality; the return on investments, such as the public transport system; the demand for higher-density development; and the capacity of the development industry to provide it, will, in the second decade, see an increasing proportion of intensified development. As many as 180,000 dwellings should be built in the decade from 2022 to 2031, addressing shortfalls in dwelling numbers from the current decade. This volume of housing is very challenging. In the third decade (2032 to 2041), housing volumes may level off (to 120,000 dwellings), and a more mature market may see an even greater proportion of housing delivered as 'redevelopment' and attached housing in existing urban areas.

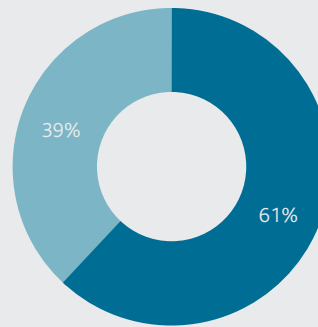
155\_ **Figure D.8** shows the comparison of the percentage of dwellings which are attached compared to those which are detached. It is estimated that achieving 70% of new dwellings inside the baseline 2010 MUL would require approximately 61% of all new dwellings being attached, whereas if 60% of new dwellings were inside the baseline 2010 MUL, then approximately 54% would be attached. That is, the more compact the city, the higher the proportion of attached dwellings.





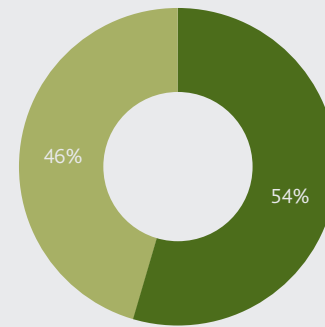
**FIGURE D.8 ATTACHED VS. DETACHED NEW DWELLINGS**

Anticipated Housing Typologies of New Dwellings, 2012 to 2041 (70:30)



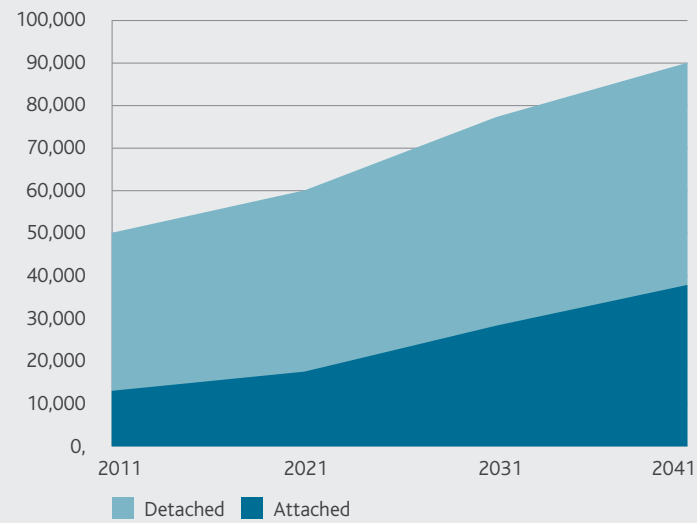
■ Detached ■ Attached

Anticipated Housing Typologies of New Dwellings, 2012 to 2041 (60:40)



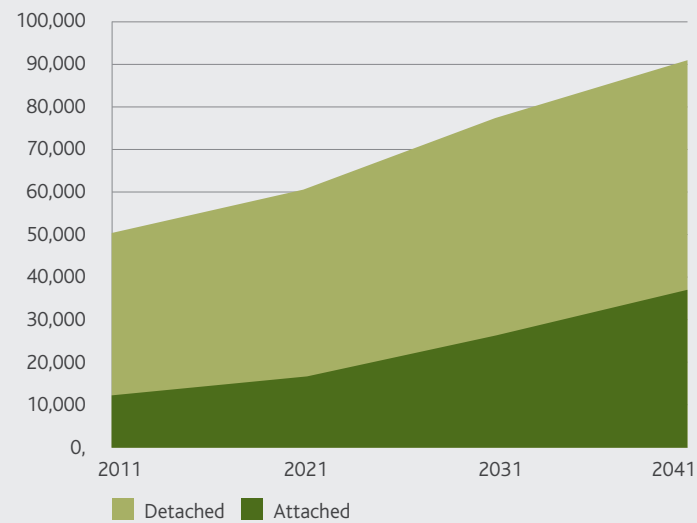
■ Detached ■ Attached

Dwellings by Housing Typology – Total Cumulative Supply, 2011-2041, (70:30)



■ Detached ■ Attached

Dwellings by Housing Typology – Total Cumulative Supply, 2011-2041, (60:40)



■ Detached ■ Attached



156\_ **Figure D.9** shows the estimated level of growth envisaged in dwellings, distributed by sub-regional area. These figures indicate the approximate scale of growth needed to implement the Auckland Plan. These numbers may be refined following more detailed implementation planning. They only apply to 'urban dwellings' (i.e. dwellings in rural villages, country living, and other rural areas are not included). The figures show the intention for 70% of growth to occur within the baseline 2010 MUL, and the possibility of needing 40% of new dwellings outside the baseline 2010 MUL. Growth in dwellings in the Gulf Islands will be very small by comparison with other areas, and is included in the number for the central area.

# D4

## WORKING AND DELIVERING WITH OTHERS

157\_ The Auckland Plan has been prepared in collaboration with all sectors. Its delivery will equally involve and depend on everyone working together, so that sectors share responsibility for ensuring Auckland reaches its full potential. This will require creating an Auckland culture that supports transformational change, as set out in **Box D.3**.

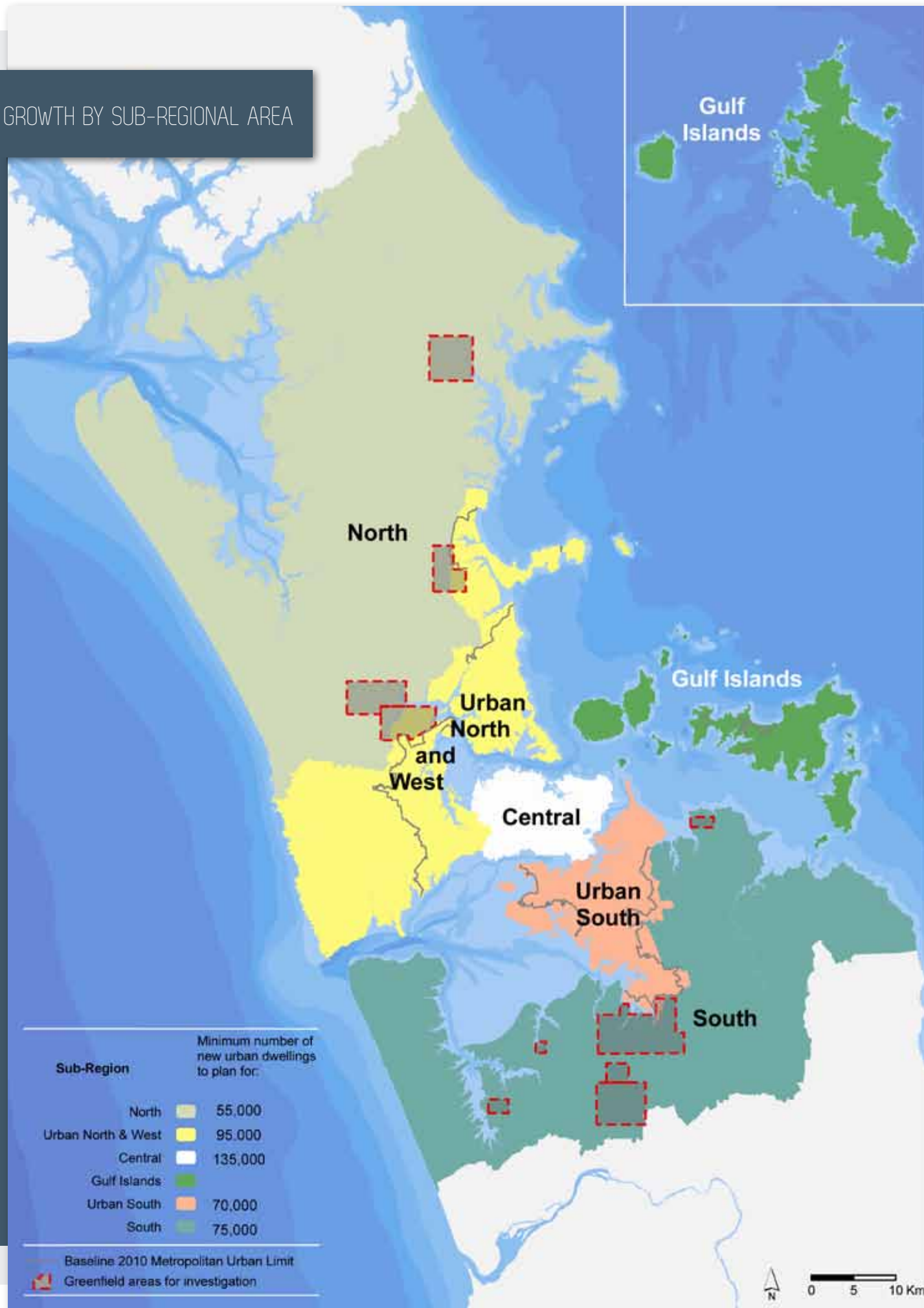
### BOX D.3 CREATING AN AUCKLAND CULTURE THAT SUPPORTS TRANSFORMATIONAL CHANGE

Aucklanders have said they want a quality compact Auckland, so the challenge to all Aucklanders is to work together to make it happen. That means accepting that change in our urban environments, done well, is something that will strengthen our communities and enhance our neighbourhoods. Organisations that manage, deliver or influence this change need to build cultures of cooperation and collaboration, which value and encourage innovation and better ways of doing things, and deliver long-term solutions.

Auckland is entering a new phase in its evolution. This change will take time, but the first ten years are critical to building a culture that supports long-term transformational change. Particular challenges are to:

- ▶ do more with less, prioritise and align investments across a multitude of funders
- ▶ increase the supply of housing across Auckland in an economic climate that requires risk-sharing between sectors
- ▶ provide sufficient development capacity (zoning and infrastructure), certainty, and speed of end-to-end planning processes to enable the degree of redevelopment needed. This may require making some difficult decisions and trade-offs to achieve long-term outcomes
- ▶ provide bulk infrastructure in advance of growth – in the right places at the right time – and ensure it is funded in a sustainable manner
- ▶ ensure that consumers pay the full costs for new infrastructure and services
- ▶ ensure that the quality-built environment Auckland demands, is delivered
- ▶ improve the perceived and real quality of the environment for its own intrinsic value, its recreational opportunities, and its ecological potential
- ▶ ensure constructive community involvement in making choices about how change occurs.

FIGURE D.9 GROWTH BY SUB-REGIONAL AREA



## Staged and Adaptable Implementation

158\_ Implementation approaches for the Auckland Plan are set out in Chapter 14: Implementation Framework. Priorities and details regarding alignment between the actions of the Auckland Council and other agencies and sectors are provided in the Implementation Addendum to the Auckland Plan. This Addendum will be the subject of an annual update to ensure the Development Strategy and other plan outcomes are successfully achieved over time. This will involve ongoing dialogue and collective partnerships for Auckland to become the world's most liveable city.

159\_ The Auckland Plan provides:

1. Place-based priorities for the first ten years – subsequent priorities will be considered in the implementation updates
2. Continuous monitoring of plan targets with a three-yearly reporting period
3. A major plan review every six years (at the same time as every second Long Term Plan (LTP)) to monitor progress on the trajectory for growth and make adjustments as necessary
4. Flexible tools to implement change.

160\_ The three ten-year periods of the Development Strategy have distinct challenges and opportunities. The previous section described how developing Auckland will go through the phases of building the runway, gaining altitude and flying. As economic conditions improve, supply builds to meet demand, perceptions moderate and capabilities evolve for more intensive urban living.

## Priority Areas and Timetable for Implementation

161\_ The Development Strategy provides for sequential growth over the three decades to 2042. This allows targeted, focused initiatives to be undertaken concurrently, while signalling where public planning and investment will be directed over time.

162\_ The Implementation Addendum outlines the following actions that will be taken in each of the three decades:

- i First decade 'building the runway': build sector capability for increased supply of quality affordable housing; implement the Unitary Plan with a 20 years' forward view and major upzoning; invest early to support the intensification in the City Centre, Hobsonville, New Lynn, Tāmaki, Takapuna and Onehunga; plan and invest to support the development of satellite towns, and the priorities within The Southern Initiative; use existing greenfields to provide early supply; use range of strategic and financial tools to stimulate development
- ii Second decade 'gain altitude': encourage large-scale take-up of compact, affordable housing; review Unitary Plan to ensure sufficient land supply; invest to support development of satellite towns; intensification of centres and corridors; release new greenfields land to help meet demand
- iii Third decade 'flight': maintain momentum for large-scale, compact, affordable housing; review Unitary Plan to ensure sufficient supply; encourage further intensification of centres and corridors and areas of 'moderate change'; further develop satellite towns and new greenfields land release to help meet demand.



## 2012 - 2015

163\_ The first three years of the Auckland Plan will be characterised by planning for growth throughout the region, particularly through the Unitary Plan and related planning processes provided by the Auckland Council. These processes will provide more detail on the nature of change in each area, and indicate how quality will be achieved in all forms of new development. In terms of Auckland Council investments, the LTP will prioritise what is affordable in the first 10 years, to implement the Auckland Plan. The Auckland Council will also work closely with other organisations, especially central government, to align programmes and investments as appropriate.

164\_ While the LTP provides a full picture of all of Auckland Council's activities, there will be a particular focus on further planning and implementation over the first 3 years of this Plan in the following nine locations:

- i **The City Centre** – our centre of international commerce, the sea port and the major focus for the arts and cultural institutions and events in Auckland. It is projected that the resident population in the city centre will increase from 23,000 in 2006 (last census) to 78,000 in 2040. One of the two big initiatives.
- ii **The Southern Initiative** – an area of particular focus for stable homes and families, skills development, job growth and housing and environmental enhancement. It is also the site of our international airport and a gateway to Auckland and New Zealand. The second of the two big initiatives.
- iii **Hobsonville / Westgate, Massey North** – a major greenfields development in the northwest, including a large quantity of new housing, and the emerging metropolitan centre of Westgate.
- iv. **Tāmaki** – an existing urban area on the western side of the Tāmaki River that is the subject of a collaborative transformation project to improve housing conditions, increase housing capacity, and foster employment growth.
- v **New Lynn** – an established metropolitan centre with potential for extensive growth, supported by recent infrastructure and public space improvements.
- vi **Onehunga** – an established town centre and the south-western gateway to the Auckland Isthmus – an area experiencing growth in the surrounding neighbourhoods, but in need of substantial investment in the town centre.
- vii **Takapuna** – an established metropolitan centre with potential for significant growth in high-density, mixed-use development. There is strong market interest for development in this area.
- viii **Warkworth** – a satellite town providing an employment and service hub for the north, and a place for significant population growth over 30 years. Planning will address infrastructure challenges and provide a vision to show how development may occur in a manner that protects environmental values and is sympathetic to the character of the area.
- ix **Pukekohe** – a satellite town providing an employment and service hub for the south, and a place for considerable population growth over 30 years.

165\_ Greenfields areas already in the land supply pipeline (future urban areas, as shown on the Development Strategy maps), will be a priority for infrastructure servicing in the first three years and beyond.

166\_ Investment in the areas listed above will continue beyond the first three years of the Auckland Plan. It is important to note that these locations will not be the exclusive focus of the Auckland Council's investment and planning programme over the next three years, but are listed to provide guidance on where investment and planning should be focused, to support the implementation of the Auckland Plan. For details on the projects intended to support the growth and development of these areas, see the Implementation Addendum. The Auckland Council will work closely with communities, their local boards, council-controlled organisations, infrastructure providers and other partners to ensure development and infrastructure provision is aligned and delivered in these areas.

167\_ The Implementation Addendum includes a long-term framework indicating where major investment may occur to support the implementation of the Auckland Plan. To create the synergies that support the envisaged development in an affordable manner, investments in infrastructure will need to be targeted and coordinated. Over a 30-year period, the parts of Auckland that will be priorities for public sector investment will change.

168\_ Because of infrastructure constraints, not all areas identified for growth in the Auckland Plan will immediately be ready to support the scale of development envisaged over a 30-year period. In some areas this may affect the types of zoning provisions that are provided for in the first Unitary Plan. For example, there are challenges with respect to providing transport and water infrastructure, to support growth in some areas north of the Waitematā Harbour (including parts of the existing urban area, greenfields areas of investigation and in Warkworth). Annual Implementation Updates will provide a more detailed picture of how staging of future growth is envisaged to occur.

## Monitor and review the development strategy

169\_ All Auckland Plan targets and measures will be monitored and reported on every third year. Chapter 15: Measuring Progress sets out the specific measures that support each target, and the overall monitoring and reporting processes that will provide critical information on the successful implementation of the Auckland Plan.

170\_ In addition, the Development Strategy will be supported by ongoing monitoring of the development pipeline and a careful analysis of growth capacity. This is in terms of land supply, vertical space, and the commercial factors that determine the ability of a space to be realised as new development. Every three years the pipeline capacity may be subject to adjustment in response to this information, to ensure capacity is able to meet demand. The areas of investigation are sufficiently extensive to provide some flexibility in the second and third decades, without the need to move the 30-year RUB.

171\_ These monitoring and reporting processes will be part of a wide range of inputs into a six-yearly review of the Auckland Plan, which is an opportunity to refine the overall nature and direction of development in Auckland.

## Flexible tools to implement change

172\_ Meeting the requirements for growth in housing supply and increased compact housing will require radical change from past performance. The Auckland Council will consider a range of delivery mechanisms (funding, regulatory, institutional tools) including:

- ▶ a Unitary Plan with 20 years' forward view
- ▶ amended zonings to allow greater density throughout large parts of urban Auckland
- ▶ using Council-owned property as a catalyst for change, especially in areas that are less attractive to the market
- ▶ joint ventures between the Auckland Council and the private sector
- ▶ development authorities, which may include multi-party sponsorship
- ▶ cross-Council teams to fast-track quality developments
- ▶ financial incentives, such as reduced development contributions for compact housing.

## Action plan

173\_ Achieving the transformational change set out in this Plan, both in terms of increased housing supply and greater intensification, will require a proactive approach by the Auckland Council, the development sector, and the community; and an action plan that gets things moving fast. These are the actions that the Auckland Council will take:

1. Announce that Auckland will be an 'attractive place for quality intensification development'
2. Establish dedicated case managers for quality-intensive projects and a staff culture that demonstrates 'we are here to make good things happen'
3. Encourage quality development proposals and be tough on low-quality proposals that do not meet the Auckland design guidelines

**THESE ACTIONS WILL DELIVER THE AUCKLAND PLAN, WITH A PARTICULAR FOCUS ON THE ROLE OF THE AUCKLAND COUNCIL. ALL SECTORS WITH A STAKE IN AUCKLAND'S FUTURE SUCCESS SHARE THIS RESPONSIBILITY AND THIS OPPORTUNITY.**

4. Establish a public communication strategy, for discussion with communities on how to achieve quality compact outcomes in their area
5. Up-zone to allow greater densities to be achieved, as signalled in this Plan
6. Up-zone large areas of Auckland for good quality, intensive development through the Unitary Plan
7. Provide for infrastructure for the first 10 years of the Auckland Plan through the LTP 2012-22
8. Introduce targeted development contribution reductions to reflect the lower cost of servicing a unit within a multi-unit property, compared with a stand-alone detached dwelling
9. Implement measures to ensure the supply of residential land can meet demand
10. Investigate a liaison group with the banking sector to see whether home owners of multi-unit properties can have better access to development capital
11. Advocate with central government to support appropriate action.

174\_ These actions will deliver the Auckland Plan, with a particular focus on the role of the Auckland Council. All sectors with a stake in Auckland's future success share this responsibility and this opportunity.