



OLD PAPATOETOE

Town Centre Renewal

High Level Project Plan

ABBREVIATIONS

AT	Auckland Transport
ATEED	Auckland Tourism, Events and Economic Development Ltd
AUP	Auckland Unitary Plan (Operative in part)
CCO	Council-controlled organisation
the council	Auckland Council
HLPP	High Level Project Plan
HNZ	Housing New Zealand
LTP	Long-term Plan
Panuku	Panuku Development Auckland
SOI	Statement of Intent
THAB	Terrace Housing and Apartment Buildings

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1.0

INTRODUCTION

1.1 MIHI

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

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

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

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

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

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

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

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

1.2 SHAPING SPACES FOR AUCKLANDERS TO LOVE

Panuku Development Auckland's structure is the first of its kind in New Zealand.

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

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

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

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



TRANSFORM

Creating change through urban renewal.

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

E.g. Wynyard Quarter



UNLOCK

Unlocking development potential for others.

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

E.g. Old Papatoetoe



SUPPORT

Making the most of what we've got.

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

E.g. Link Crescent, Whangaparaoa

1.3 PANUKU – WHO WE ARE

Panuku Development Auckland is a council-controlled organisation (CCO) of Auckland Council that helps to rejuvenate parts of our city. We manage about \$2 billion in land and buildings the council owns. We continuously review this portfolio to find smart ways to generate income for the region, grow the portfolio or release land or properties that others can use better.

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

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

To cater for this growth, we need a step change in urban renewal and intensification of town centres and brownfields. Panuku has the role and mandate to address this challenge.

LIKE THE NAME SAYS

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

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

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

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

1.4 WHY OLD PAPATOETOE?

Old Papatoetoe was chosen as an Unlock location due to these key attributes:

- significant regeneration opportunities within the town centre, associated with large areas of under-used council-owned land;
- a high level of political, Local Board, planning and community support for change in the area;
- a strategic town centre location with good infrastructure, services and access to public transport;
- a town centre with positive attributes that support regeneration, including its main street and character buildings;
- a number of projects are underway, or planned, including the redevelopment of Old Papatoetoe Mall, an upgrade to the supermarket and town centre car park and a proposal to enable medium-density residential development on Tavern Lane; and
- a growing level of market attractiveness for residential development, with market demand for different housing types (e.g. terrace housing and low-rise apartments).





2.0

PURPOSE OF THIS PLAN

2.0 PURPOSE OF THIS PLAN

This High Level Project Plan (HLPP) is the central project initiation document used to detail key strategic moves and seek approval for any additional actions in Old Papatoetoe, including site disposal. The HLPP was adopted by Auckland Council's Planning Committee in July 2017.

The HLPP provides a brief summary and assessment of the proposed projects for Old Papatoetoe.

It aims to:

- outline the context for the projects, including the strategic rationale for making decisions. It also gives information about any statutory or non-statutory plans that inform the proposal, known market opportunities, statutory issues and stakeholder requirements;
- describe existing and proposed projects including specific properties involved, and project objectives including anticipated high-level outcomes or benefits;
- identify key decisions required by the council and/or business owner/s for Panuku to proceed to the project execution phase;
- describe the major phases to be undertaken to complete the projects, including details about, timeframes, engagement and implementation plans, as well as milestones and resourcing; and
- secure approval to undertake further planning and prepare future business cases.





3.0

VISION

3.0 VISION

The vision as defined in the Ōtara-Papatoetoe Local Board Plan 2014 is:

“Old Papatoetoe will be a popular place to live, to shop, for people to meet and enjoy themselves, and will provide the services and facilities the community needs.”

Panuku seeks to enable this vision by enhancing the existing characteristics of the town centre and attracting people and enterprise to Old Papatoetoe.

The Local Board has also set out the following outcomes relevant to Old Papatoetoe:

TOWN CENTRE VITALITY – The revitalisation of town centres in Ōtara, Old Papatoetoe and Hunters Corner reinforces their place at the core of our communities.

PARKS AND FACILITIES THAT MEET PEOPLE’S NEEDS – Our communities have access to parks and recreational facilities that build a sense of identity and belonging, boost participation in sport and promote healthy, active lifestyles.

HEALTHY HARBOURS AND WATERWAYS – Our harbours, foreshore and waterways are accessible, attractive and safe places for our community to enjoy for relaxation and recreation.

THRIVING COMMUNITIES – Our communities work together to improve community safety and neighbourhood amenity, promote leisure activities and the arts, and celebrate heritage and cultural diversity.

AGE-FRIENDLY COMMUNITIES – Everyone is valued and can participate in work and community activities.

GOOD TRANSPORT CONNECTIONS – Everyone can easily get around Ōtara-Papatoetoe on foot and by cycle, car, bus and train.





4.0

CONTEXT

4.1 BACKGROUND AND LOCATION

Papatoetoe (Toetoe Flat) was once characterised by the native swamp grass toetoe. It was swampy area lying on the Waokauri (or Pūkaki) canoe portage from the Tāmaki River near Middlemore to the Waokauri Creek on the Manukau Harbour. It is closely associated with its volcanic heritage and cultural landscape which extends to the Manukau harbour and Tamaki river.

Ngā Tapuwāe a Matāoho, the footprints of Matāoho, dominates the wider landscape. Matāoho is the vulcan deity associated with the creation mythology of many volcanic cones and craters across Tāmaki Makaurau, including the Kohuora explosion crater in Papatoetoe, and Crater Lake and Pūkaki Crater close by. Kohuora is named after mist that forms in the crater; it was a lake that evolved to a swamp and was once a source of fresh water. Papatoetoe also relates to the remnant ancestral maunga Matukutūreia (McLaughlin's Mountain) and Matukutururu (Wiri Mountain) to the south and to the Manukau Harbour as part of its cultural landscape and heritage.

Mana whenua association to place is evident across important associated sites, including moana, awa, maunga, pā and wāhi tapu spanning from the harbour to the Tāmaki River and the portage route between them.

Mana whenua is intent on upholding its values and principles, with a view to ensuring a partnership approach to the Old Papatoetoe project that is inclusive and regenerative. Collaborative engagement across the physical boundaries of the project footprint will consider nested issues, such as priority for rangatahi (youth) and the elderly, healthcare, housing and environmentally friendly outcomes underpinned by a strong sustainability ethos.

In all matters, mātauranga and tikanga Māori require acknowledgement. In recognising mana whenua values, it is important that the mauri (life essence) of natural, physical and spiritual resources (including the wider watershed) and the Manukau Harbour as a receiving environment are enhanced.

Old Papatoetoe is a traditional town centre with a strong heritage character. It supports a growing and diverse community, has significant capacity to accommodate further growth and would benefit from new investment. Revitalising the town centre is a key outcome in the Ōtara-Papatoetoe Local Board Plan.

The rationale for selecting Old Papatoetoe as an Unlock project relates to the town centre's positive characteristics, the opportunity to build on the council's significant legacy projects in the area and the ability to realise the potential of a large amount of council-owned land.

Recent progress has been made in revitalising Old Papatoetoe. A site has been sold to the NZ Housing Foundation and affordable housing constructed on Cambridge Terrace. There are a number of projects underway including the Old Papatoetoe Mall project. This HLPP seeks to illustrate the strategic rationale behind these initiatives and identify further opportunities.

The project will contribute to Strategic Directive 10 of the Auckland Plan by creating a well-connected and quality town centre. It will also meet associated targets of supplying new dwellings and increasing residents' satisfaction in their sense of community and pride in the way the town centre looks and feels.

4.2 MANA WHENUA

Mana whenua seeks to play an integrated cultural, social and economic part in the unlocking of Old Papatoetoe. Engagement with mana whenua has contributed to defining the project's overall goals and the emergence of three key themes: recognising the place, valuing the environment and designing for the people.

Mana whenua has a strong historical footprint in Old Papatoetoe and seeks to build on this association through involvement in development which recognises its values and draws on Te Aranga design principles.

Increasingly, as Te Tiriti o Waitangi/the Treaty of Waitangi settlements are reached, mana whenua, through cultural and commercial redress, can be leaders in revitalisation and placemaking. It is important that along with the input of mana whenua in decision-making opportunities for Maori economic development are retained. Opportunities may extend to joint ventures, land purchase and development.

MANA WHENUA IWI AND HAPŪ

The 12 Tāmaki Makaurau Mana Whenua iwi and hapū listed below have interests in the broader Old Papatoetoe area. Panuku will endeavour to work in partnership with these iwi/hapū towards best care for land, water and people throughout planning and implementation of land development in Old Papatoetoe.

- Ngāi Tai ki Tāmaki
- Ngāti Maru
- Ngāti Paoa
- Ngāti Tamaoho
- Ngāti Tamaterā
- Ngāti te Ata
- Ngaati Whanaunga
- Te Akitai Waiohua
- Te Kawerau ā Maki
- Ngāti Rehua
- Waikato-Tainui
- Te Ahiwaru



4.3 PROJECT AREA

The Old Papatoetoe project area is 12 hectares and covers the key retail area of St George Street and the surrounding council-owned land.

The project area is characterised by commercial buildings along St George Street and large areas of council car parking and community uses to the south. There is also a council-owned Housing for Older People facility and commercial property to the north-east on the corner of Kolmar Road and Shirley Road.

LAND OWNERSHIP

Auckland Council owns a large amount of land around Old Papatoetoe town centre, as shown by the yellow shading in Figure 1. The dark pink areas are owned by Housing New Zealand and the light purple areas are owned by KiwiRail.

CULTURAL AND SOCIAL

The project area is home to an increasingly diverse and vibrant community with strong networks. Locals value the railway-town character of Old Papatoetoe, with its archetypal town hall, art deco buildings and traditional shopping strip on St George Street. They enjoy living in an established area close to the airport, motorways, industrial areas, Manukau shopping centre and the town centres of Hunters Corner, Ōtara and Old Papatoetoe.

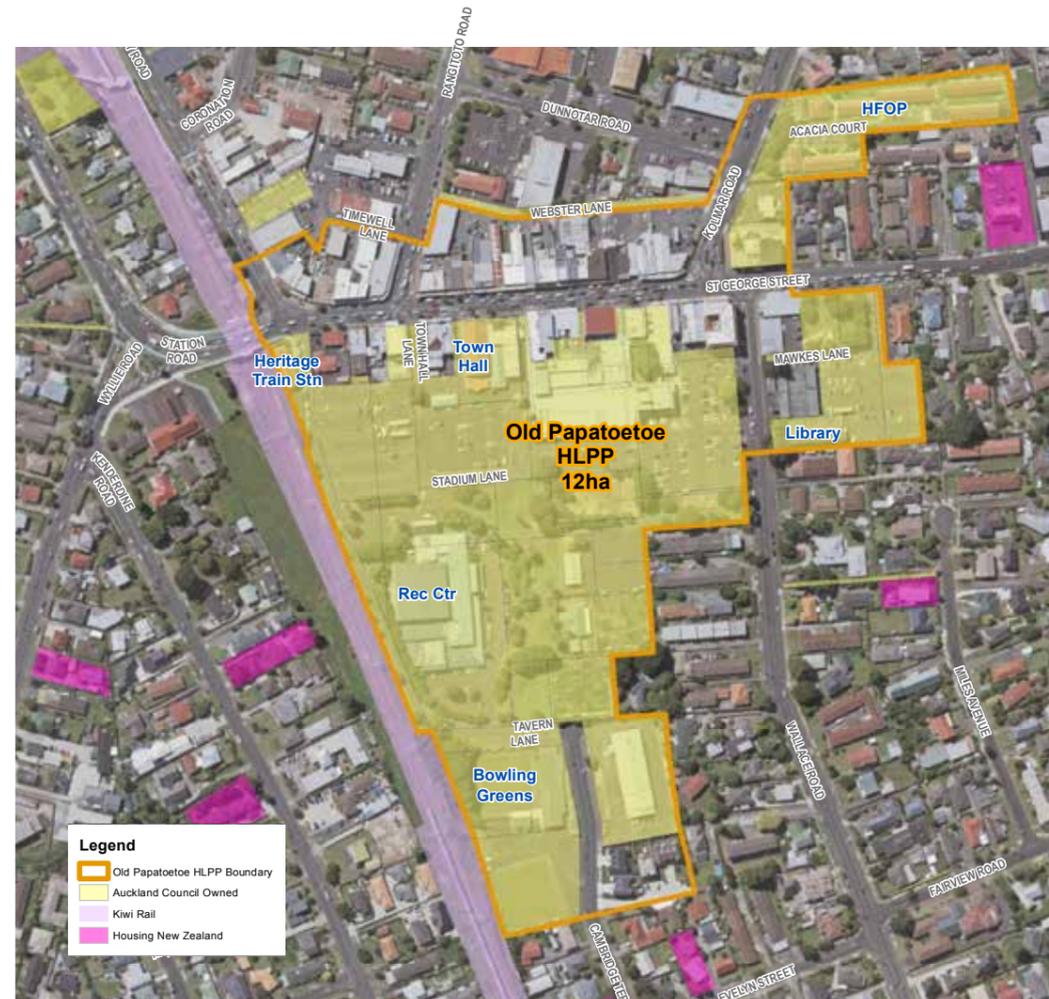


Figure 1: in Old Papatoetoe Council-owned land

MARKET DYNAMICS

Old Papatoetoe is an area of increasing market attractiveness and growth. Average house prices, like those in much of Auckland, have increased rapidly in recent years. The average price of homes has risen to \$676,000, with a growth rate of 12 per cent per annum for 2016 (REINZ database).

Recent residential developments in the area have focused on investment studios, with 151 units built or planned by Duval and Clarke Group on four sites. Retirement living is a growing market, with the 42-unit Bloom apartments recently completed at 128 St George Street. This shows demand for more intensive types of housing in an area where standalone housing predominates.

The key challenge for successful development in Old Papatoetoe is providing quality while managing build cost to ensure a development can be delivered at an appropriate market value. This needs to be balanced against delivering on the council's strategic aims, including a more intense level of housing density within town centres.

HOUSING DEMAND

The need for housing is a strategic issue for Auckland and has been the subject of much political and planning focus. Key constraints, such as infrastructure funding and accessibility of new development areas, need to be addressed.

Housing scarcity has a number of effects. It inflates the value of existing homes, which directly impacts on people's ability to enter the housing market and in turn impacts on levels of household debt and disposable income. It also increases rents for people who can't, or choose not to, own their own homes.

Panuku is seeking to provide leadership by strategically enabling housing development, particularly in areas where additional residents are likely to have positive impacts on existing centres. Old Papatoetoe is seen a prime opportunity to realise this strategic imperative.

TRANSPORT

Old Papatoetoe has good public transport links, with the Papatoetoe train station providing convenient access to the rail network that links to Manukau and Auckland CBD. Journey time to the CBD by train during peak hours is 34 minutes. Papatoetoe is also served well by the bus network and has reasonable access to both State Highway 20 and State Highway 1.

CAPACITY OF INFRASTRUCTURE

Overall, Old Papatoetoe is considered to be largely infrastructure enabled.

This means that urban development can be efficiently established in this area. In summary:

Water supply: There is generally good capacity in the network. Local upgrades may be required, depending on the scale and location of specific proposals.

Wastewater: There is capacity in the immediate transmission network, with some constraints further downstream. Due to local capacity constraints, upgrades may be required, depending on the scale and location of specific proposals.

Stormwater: The area encompasses the Papatoetoe-Tāmaki River and Pūkaki-Waokauri catchments. There is potential for significant flooding in the catchments during the 100-year storm. Most of this flooding would have a depth of less than 500mm and relatively low velocities. The extent of flooding during the 10-year ARI event would be only slightly less. No flood risk has been identified at any of the identified development sites.

Education: Papatoetoe West School caters for students living in the northern two-thirds of the project area. The southern part of the project area is in zone for Papatoetoe South School. For intermediate and secondary schooling, the western side is in zone for Kedgely Intermediate and Aorere College, while the eastern side is in zone for Papatoetoe Intermediate and Papatoetoe High School. All these schools have relatively large rolls and it may be difficult to expand the primary school capacity. Pupil roll management and additional capacity may be required at both intermediates and both secondary schools to accommodate future roll growth.

4.4 PLANNING

A number of statutory and non-statutory plans and policies have considered the strategic role and structure of Old Papatoetoe. These plans reflect a broad understanding of Old Papatoetoe as a town centre with significant potential.

Auckland's more recent planning vision and regimes reinforce this direction for Old Papatoetoe, with zoning that supports the growth and intensification of the town centre.

The identified Unlock Old Papatoetoe area has enabling zoning under the Unitary Plan (Figure 2 shows Unitary Plan – Planning maps operate in part), which will provide for a more intense level of development. In particular, the town centre zoning allows for buildings to be higher (up to 27 metres) than was previously permitted within the town centre – providing for greater residential densities within the centre – and within a surrounding Terrace Housing and Apartment Buildings (THAB) zoning.

The Unitary Plan specifically requires that issues of significance to mana whenua are addressed in respect of Te Tiriti o Waitangi/ the Treaty of Waitangi partnerships and participation. This means integrating mātauranga and tikanga Māori into sustainable management of the natural and physical environment, and the economic, social and cultural development and protection of mana whenua cultural heritage.

- Residential – Large Lot Zone
- Residential – Rural and Coastal Settlement Zone
- Residential – Single House Zone
- Residential – Mixed Housing Suburban Zone
- Residential – Mixed Housing Urban Zone
- Residential – Terrace Housing and Apartment Buildings Zone
- Open Space – Conservation Zone
- Open Space – Informal Recreation Zone
- Open Space – Sport and Active Recreation Zone
- Open Space – Civic Spaces Zone
- Open Space – Community Zone
- Business – City Centre Zone
- Business – Metropolitan Centre Zone
- Business – Town Centre Zone
- Business – Local Centre Zone
- Business – Neighbourhood Centre Zone
- Business – Mixed Use Zone
- Business – General Business Zone

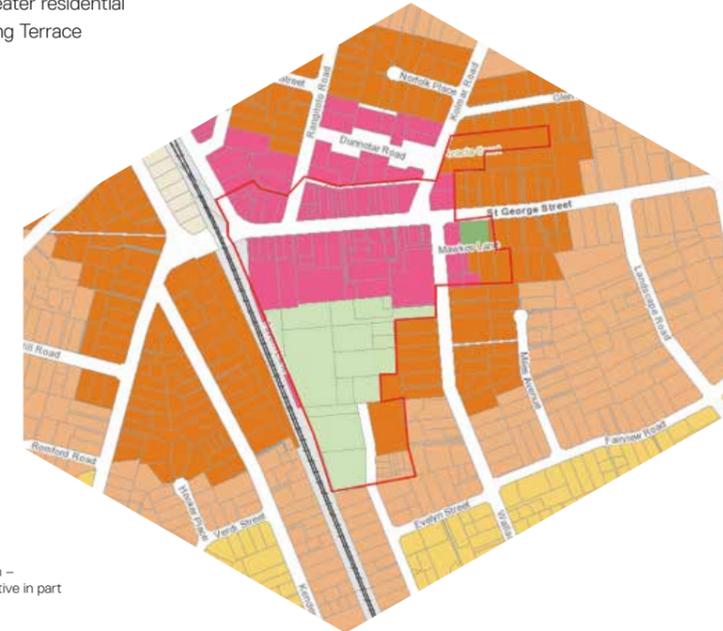


Figure 2: Unitary Plan – Planning maps operate in part

