

## City Centre Masterplan 2040

File No.: CP2018/10830

### Te take mō te pūrongo / Purpose of the report

1. To approve the proposed process for updating and digitising the 2012 Auckland City Centre Masterplan (the Masterplan) and Waterfront Plan.
2. To approve development of new Masterplan content for 2019:
  - i) Māori Outcomes
  - ii) Grafton Gully Boulevard
  - iii) Access for Everyone

### Whakarāpopototanga matua / Executive summary

3. The Masterplan was published in 2012 and set out a compelling vision for the heart of Auckland. Since then, it has shaped the development of the city centre, with strong support and buy-in from the public and private sectors as well as the general public. A resolution passed by Planning Committee in September 2017 reiterated support for this vision and the process for delivering it.
4. We are proposing to update the City Centre Masterplan to a digital format. The intentions are to:
  - Update the document to reflect changes that have occurred since 2012
  - Deliver a city centre vision for 2040
  - Align the Masterplan with the concurrent update and digitisation of the Waterfront Plan.
5. A digital Masterplan provides an opportunity to replace the existing six-year refresh period with a programme of rolling reviews. This would retain the core vision for the city centre while allowing updates to the Masterplan's content to be made more efficiently, frequently and cost-effectively than at present.
6. For the current round of updates, Council is proposing to produce content on:
  - i) Māori Outcomes
  - ii) Grafton Gully Boulevard
  - iii) Access for Everyone
7. These have been identified as necessary because they coordinate existing and future programmes from the Auckland Council family and central government, delivering multiple benefits in support of the Masterplan vision.
8. Access for Everyone responds to the Planning Committee's March 2017 resolution regarding the implications of light rail on the design of Queen Street. Council is proposing Access for Everyone as a way to coordinate existing workstreams from Auckland Transport and other organisations. Access for Everyone is an innovative new approach for Auckland and is potentially transformative.

## Ngā tūtohunga / Recommendation/s

That the Planning Committee:

- a) agree the proposed process for updating the Auckland City Centre Masterplan 2040
  - i) Digitisation in time to inform Auckland Council's 2021 – 2031 Long Term Plan.
  - ii) The use of rolling updates rather than six-yearly updates
- b) agree on the development of the following new content for public consultation and committee approval by July 2019:
  - i) Māori Outcomes
  - ii) Grafton Gully Boulevard
  - iii) Access for Everyone

## Horopaki / Context

9. At the 5 September 2017 meeting, the Planning Committee approved the updated implementation of the City Centre Masterplan and Waterfront Plan to incorporate:
  - i) Downtown – in particular a pedestrian-friendly Quay Street.
  - ii) Waterfront corridor – public realm enhancements in the Viaduct
  - iii) Midtown streets – proposed coordinated delivery of two great streets
  - iv) Central wharves – proposed staged delivery of additional waterfront public space.
  - v) Wynyard Quarter – realignment of Wynyard Point Open space (requires future plan change).
10. These programmes are now underway. The Downtown programme is progressing at pace, with multiple workstreams underway and at varying stages of design, with the Quay Street seawall the most advanced of these workstreams.
11. For the Midtown area, there are two major East-West corridor projects (Wellesley Street bus improvements and Victoria Street Linear Park) which will be coordinated around the delivery of two major North-South projects (City Rail Link (CRL) and Light Rail). The working title for this programme is Two Great Streets.

## City centre changes

### 2012 - 2017

10. Auckland city centre has transformed significantly since the Masterplan was published in 2012. It has developed over the past six years and now offers a unique proposition for New Zealand. Auckland's package of a high-quality, high-density urban environment has exceeded all expectations and reflects the underlying strength of the City Centre Masterplan. Progress between 2012 and 2017 included the following:
  - Construction has started on City Rail Link; this is the single most important transport project in Auckland. It will increase the two hour morning peak rail capacity by 150% and means that no part of the city centre is more than 15 minutes' walk from a railway station.
  - The city centre is an increasingly popular place to live. In 2012, its population of 27,000 was expected to reach 45,000 by 2032. This figure was in fact reached in 2017; a full 15 years ahead of predictions.

- The growth in residential population has taken place alongside business growth. Over 10,000 jobs have been created in the city centre since 2012 and more than 100,000 people now work there. This drove down office vacancy rates to 2.4% in March 2017 (for Grade A properties) – this is a record low.
- In the Wynyard Quarter former industrial land has been transformed, with high-quality public realm. This has stimulated development of new Grade-A office space (e.g. ASB headquarters), complemented by adaptive re-use of old buildings. This has contributed to Wynyard's status as the fastest-growing employment centre in Auckland.
- Significantly, the growth of Auckland city centre has also taken place against a flatlining in private car traffic. More people now live in the city centre than travel in by car. Public transport and active travel have accounted for all increases in trips and since 2017 constitute the majority of peak trips into the city centre.
- The opening of Te Ara i Whiti, the lightpath in 2013 marked a significant increase in ambition and investment for cycling as a mainstream mode of transport. High-quality protected cycle infrastructure has subsequently been delivered along Quay Street, Beach Road and Nelson Street.
- The public realm in central Auckland has had to be rethought in order to enable it to work harder. Once-radical streetscape interventions have now entered the mainstream. Shared space treatments have transformed streets like O'Connell Street into prestigious city centre addresses and inspired confidence in the overall quality of Auckland as a place to live, work and visit.

## 2017 - present

12. Auckland's rate of transformation has only continued to increase. Since mid-2017, the following key changes have and influencing factors have included:
  - In June 2017, Team New Zealand won the 35th America's Cup in Bermuda, bringing the 36th America's Cup to Auckland in 2021. This date provides a strong impetus to complete improvements to the city centre and waterfront prior to the start of the contest. It is a catalyst for progressing the Downtown programme but will also restrict the amount of time available for construction work.
  - In October 2017, a new government was formed, with a strong commitment to public transport investment, active travel and a Regional Fuel Tax. The NZ Transport Agency was tasked with the business cases of two new Light Rapid Transit (LRT) lines. Completion of these LRT lines from the City Centre to Mangere and north west Auckland will provide capacity of around 10,000 people will allow 10,000 more people per hour into the city centre during the morning peak.
  - In October 2017, Mayor of Auckland Phil Goff signed, along with 14 other Mayors of leading world cities, the C40 Fossil-Fuel-Free Streets declaration. By 2025 Auckland has pledged to procure only zero emissions buses and by 2030 to deliver a major area of the city (the city centre) to be open to zero-emission transport only.
  - In December 2017, Ports of Auckland Limited released a 30 year Master Plan. This identifies the need for the port to invest to continue operating over the medium term while Council considers the effects of the port's possible relocation from the Auckland city centre.
  - The Planning Committee noted that the general direction of the Ports Master Plan aligns with the City Centre Masterplan, the Waterfront Plan and Central Wharves Strategy. It is also consistent with the recommendations of the Ports Future Study. The committee recommended continued collaboration between Ports and Council on design and delivery of proposals. Planning for alternative uses of the port site may be required in future; however this is not within the scope of this Masterplan update.
  - In April 2018 the Auckland Transport Alignment Project was published by a group encompassing local and central government agencies. This is a 10 year, fully-funded

\$28bn plan for transport investment in Auckland. This confirmed substantial public transport investment in support of the city centre.

- In June 2018, the refreshed Auckland Plan was published. This provides a vision for Auckland to the year 2050. The Masterplan needs to be consistent with the Auckland Plan.
- In July 2018, Auckland Council voted to future-proof City Rail Link to accommodate nine car trains. Along with signalling improvements, City Rail link has the potential to accommodate 24 trains per hour per direction. With nine car trains, an increase in peak-hour passenger capacity of more than 370% above existing levels is possible.
- In August 2018, the New Zealand government committed \$67m to build Skypath. This will, for the first time in Auckland's history, provide a direct fixed link from the North Shore to the city centre for foot and cycle users, further increasing connectivity.
- In October 2018, Stats NZ estimated the city centre's residential population to have reached 57,000. This is higher than the current population of Nelson. At the prevailing growth rate of 8%, the city centre residential population will double in eight years.
- In November 2018 it was announced that New Zealand had won its bid to host the 2021 Women's Rugby World Cup. The matches will take place in Auckland and Northland.
- Private sector investment in Auckland city centre is running at unprecedented levels, at around \$1bn per year. This investment will be transformative for the city centre' accessibility, liveability and competitiveness on the world stage.
- The rate and scale of construction is also potentially disruptive and will need to be addressed systematically.

## City Centre Masterplan and Waterfront Plan: Digitisation and Update

13. We are proposing to update the City Centre Masterplan and Waterfront Plan into a digital format consistent with the Auckland Plan, to allow for regular updates. The overall outcome will be a Masterplan that allows for rolling updates while retaining the eight moves and delivering the city centre vision.
14. This will be a change from the existing Masterplan, which is designed as a printed document and is separate from the Waterfront Plan. All content produced for the Masterplan from 2018 onwards will be specifically designed for a digital format. This will have the following advantages:
  - Aligned with and linked to the Auckland Plan and other plans hosted on the Auckland Council website
  - Easier to update - allows for rolling updates
  - Easier to access; usable on mobile devices and compliant with web and accessible standards
  - Potential to include interactive maps and images
  - Cost-effective to print and produce.
15. A digital Masterplan provides an opportunity to change the mechanics of how it is kept up to date. Rather than major rewriting of the plan every six years, a work programme of rolling reviews will be established. This will allow Council to focus resources specifically on components of the Masterplan that need to respond to external changes.
16. Masterplan content updates will all be informed by and supportive of the eight transformational Moves that sit at the heart of the Masterplan. These are shown below:



17. Rolling updates would inform Long Term Plan funding and prioritisation decisions, providing a clearer link between city centre projects and funding. The digitisation would need to be complete by mid-2020 in order to inform the Auckland Council 2021 - 2031 Long-term Plan (LTP) update.
18. This is consistent with progress since 2017. Since March 2017, Masterplan Refresh work has focused on coordinating various work programmes for the city (e.g. seawall rebuilding, ferry infrastructure, Quay Street public realm) into larger, cohesive work programmes that are both implementable and deliverable.
19. The overall outcome will be a Masterplan that allows for rolling updates while retaining the eight moves and delivering the city centre vision.

## New City Centre Masterplan content

20. In the meantime, the current key focus areas for rolling updates are listed below:
  - i) Māori Outcomes
  - ii) Grafton Gully Boulevard
  - iii) Access for Everyone
21. These have been identified as necessary because they coordinate existing and future programmes from the Auckland Council family and central government. Each one responds to changes since 2012 and is able to coordinate a broad number of outcomes to deliver the Masterplan vision. These include the regionally-significant Light Rail Transit, Queen Street pedestrian prioritisation and the Auckland Climate Action Plan.

### i) MĀORI OUTCOMES

22. The 2012 Masterplan does not currently include specific or tangible projects or visions for Māori outcomes. A thriving Māori identity is Auckland's point of difference in the world and there is a clear policy direction for this in the recently-refreshed Auckland Plan.
23. As the world's largest Māori city, Māori design has helped to shape Auckland's sense of place and of who we are, bringing benefits for all Aucklanders. Since 2012 prizewinning examples of Māori design have been created in Auckland city centre. Auckland Art Gallery Toi o Tāmaki won the prestigious World Architecture Festival Building of the Year award in 2013.
24. Identity is about more than visual art. It requires space for cultural practices to function day to day. There is now an opportunity to step up from Māori design to city-wide Māori outcomes. How does Te Ao Māori; the Māori world, flourish as an integral and integrated part of Auckland city centre? How do we recognise the connections that Mana Whenua have with land and water? How can this be reflected in the everyday built form?

25. This is the work being undertaken by the Culture and Identity Pou (work group) of the Mana Whenua Kaitiaki Forum, with representation from 19 iwi. This will contain a vision statement for the city centre and waterfront. It will develop strategies and principles set out as a physical plan that can be included into the Masterplan. These strategic principles will underpin projects delivered in the city centre in support of the Mana Whenua Kaitiaki Forum vision.
26. Council is currently helping the Mana Whenua Kaitiaki Forum to produce their Outcomes Plan. Once this is complete, Council and the Mana Whenua Kaitiaki Forum will negotiate what content from their Outcomes Plan is included in the Masterplan

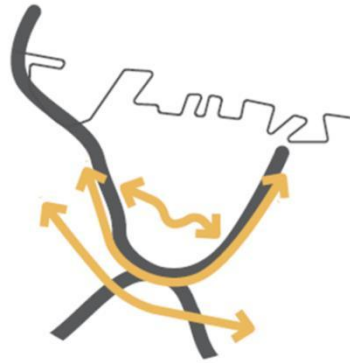
## ii) GRAFTON GULLY BOULEVARD

27. The 2012 Masterplan contains a vision for capping Grafton Gully, linking the Universities with Auckland Domain. While this concept has not progressed far to date, there is still an urgent need to address severance to the east, as per Move 7 of the City Centre Masterplan (City to the Villages).
28. Council is working with a team of local landowners and stakeholders, including Auckland Transport, the New Zealand Transport Agency and Ngāti Whātua Orākei. The aim is to develop a more affordable ground-based approach at a different location, slightly further north, broadly following the Stanley Street Corridor from Parnell Rise to Tamaki Drive.
29. The area surrounding Stanley Street/The Strand is generally a low-quality, low-value environment, despite being situated between the city centre and Parnell. The vision is to integrate the many workstreams for the area and surroundings into a coherent vision. These include the Ports Master Plan; the Parnell Plan, regional rail network planning and a private sector proposal to reopen the Albert Park tunnels. There is an opportunity to deliver considerable transport improvements, land value capture, housing and employment space.
30. This project will examine new design solutions that are more feasible to fund and build. The outcome would be that this connection is able to be provided sooner and cheaper, enabling access to the Port and the Eastern Suburbs; in, out and around the city. It would also improve road safety and deliver better foot, cycle and public transport connections. Completed successfully, it would transform the performance, connectivity and productivity of the entire eastern edge of the city.

## iii) ACCESS FOR EVERYONE

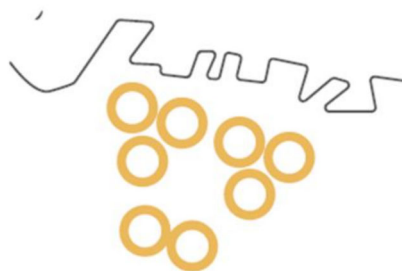
31. The pedestrianisation of Queen Street was identified as an opportunity in the 2012 Masterplan, where it received the strongest public support of all proposals. Since this time, the issue has been much debated and there is urgency for change.
32. In order to address Auckland's future transport needs, plans for Light Rail Transit (LRT) from the city centre to Māngere are under development. The city centre section is proposed to run along the length of Queen Street. The designs are likely to include substantial reallocation of space from vehicular traffic to pedestrians, thus integrating the public transport network with the walking network.
33. This proposed reconfiguration of Queen Street for construction and operation of light rail will transform movement patterns, not just in Queen Street, but in adjoining streets. This in turn will have knock-on effects on east-west traffic movement across the Queen Street valley, and throughout Auckland city centre. This presents the challenge of maintaining access to and around the city centre with less space available.
34. There is an opportunity to anticipate the effects of this disruption, identify how it can be mitigated to allow LRT construction and align it with existing and emerging plans, priorities and strategies for Auckland city centre. The opportunity exists to turn a problem into an exciting possibility.

35. Auckland Council is working with stakeholders in Auckland Transport and other organisations to develop a new city centre access concept called Access for Everyone. It is based on examples used successfully in cities overseas, such as Groningen and Barcelona and under consideration in Melbourne. The overall aim of Access for Everyone is to ensure that everyone who needs to get to the city centre is able to do so more easily.
36. Access for Everyone would mean that car drivers would access the city centre from its edge, not via the core. Private motorised through-traffic would be directed around Auckland city centre before entering. East-west journeys would be made exclusively via the motorway box and, in the first instance, Mayoral Drive.

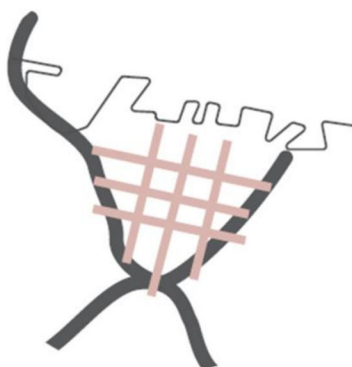


Traffic goes around, not through the city

37. Access within the city would be prioritised for non-discretionary trips. These include, but are not limited to, emergency vehicles, servicing, deliveries, rubbish removal, existing access to buildings, people with specific mobility requirements and other critical business trips.
38. A reduction in non-discretionary vehicle trips is anticipated of up to 20%. The reduction in discretionary traffic should make non-discretionary vehicular trips (deliveries, etc.) easier and more predictable, as well as allowing for road-space reallocation to walking, cycling and public realm.
39. Within the city centre, the existing street network would be reconfigured to function as a series of zones. Buses, light rail vehicles, pedestrians and people on bikes would be able to pass directly between zones. Private motor traffic would generally be required to enter and leave from the same zone. Private vehicles would be able to move within the zones for most of the day but not between them. Traffic to each zone would be carefully accommodated from all motorway points and key arterials.
40. Access for Everyone allows space to be reallocated from private vehicles to other uses. It therefore meets the needs of the growing residential, worker and visitor populations by favouring spatially-efficient transport modes. As the city centre accommodates more residents, businesses and visitors, there is an imperative to make more efficient use of limited city centre street capacity.

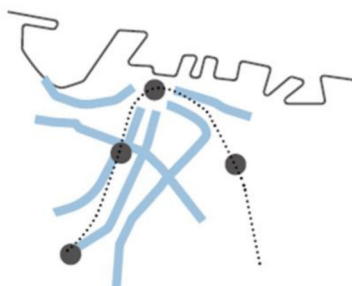


Traffic enters and exits cells



Efficient streets become highly accessible and connected

41. Reallocation of street space in favour of spatially-efficient modes also increases streets' abilities to perform other functions, such as loading, servicing and public amenity.
42. Access for Everyone is predicated on the fact that, over the past 15 years, all growth in commuting to Auckland city centre has taken place via public transport; it now accounts for the majority of commutes. City centre employment growth has been de-coupled from increases in inbound car traffic since 2001.
43. With the scale of forthcoming investment in City Rail Link, light rail and the New Bus Network, public transport capacity into the city centre will increase by 150% above existing levels between 2018 and 2028. The number of people within a 30 minute rail journey if the city centre will double when City Rail Link is complete. Access for Everyone therefore reflects wider transformations in Aucklanders' journey to and from the city centre.

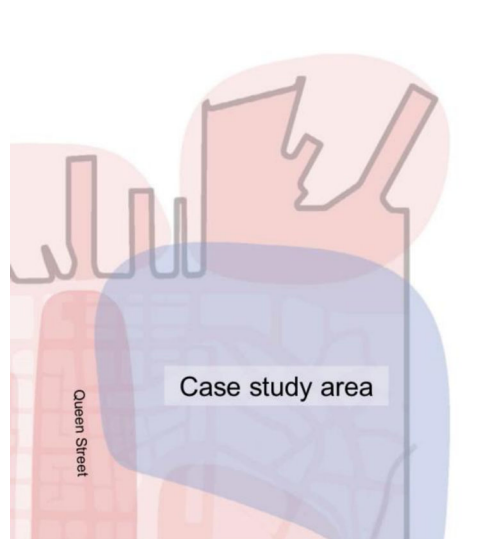


Rapid transit brings people into the city centre

44. Access for Everyone has significant potential benefits. Examples include:
  - i) Reconfiguring movement around Queen Street in advance of Light Rail; this would allow pedestrianisation of Queen Street and Light Rail construction "without the need for temporary traffic management". Instead of trying to manage servicing and delivery temporarily, a better system is in place before construction starts.
  - ii) Removal of east-west traffic movement across the city centre; this in turn removes the need for each individual construction project to have a city centre-wide traffic management plan, thus making construction traffic management more straightforward. At present, construction projects are in conflict with one another due to traffic management constraints; this could dis-incentivise investment.
  - iii) Reallocation of inefficient road space to more spatially-efficient transport modes; allowing more people to travel into, and move around the city centre. This addresses existing travel demand as well as future growth forecasts.



- iv) Delivery of the most-supported proposal in the 2012 CCMP; a pedestrian-friendly Queen Street.
  - v) Fulfilment of the Mayor's C40 Cities declaration of a fossil fuel free Queen Street. This will reduce people's exposure to air pollution.
  - vi) Safety; significant reduction in motorised through-traffic means in the core of the Queen Street valley makes it safer for people to move around.
  - vii) Addressing the initiative in the 2017 Waitemata Local Board Plan to pedestrianise Queen Street.
45. It is also a major departure from existing traffic movement patterns in the city centre, and Auckland Transport will need to test how a zone-based system could work and how it would coordinate with other city centre workstreams.
46. A working group has been set up with representatives from Council and divisional managers at Auckland Transport. This will allow the many separate city centre objectives and workstreams to be considered in relation to one another and the overall Access for Everyone concept. This includes the many areas of operation needed keep the city centre functioning, such as servicing, loading, emergency access and universal access.
47. A desktop case study is underway to test the proof-of-concept in one area of Auckland city centre. The study area is broadly bounded by Queen Street, Beach Road, Anzac Avenue and Albert Park. This will allow us to interrogate how the concept would work from an end-user perspective, explore issues and opportunities and ultimately better understand how Access for Everyone may progress from concept to reality.



48. The case study is being informed by a stakeholder group made up of representatives from Auckland Transport and external organisations. These include the City Centre Residents' Group and Heart of the City.

### **Ngā whakaaweawe ā-rohe me ngā tirohanga a te poari ā-rohe / Local impacts and local board views**

49. The city centre is within the Waitemata Local Board area. There will be deep and ongoing engagement with the Local Board throughout the update.

### **Tauākī whakaaweawe Māori / Māori impact statement**

50. The inclusion of Māori outcomes in the Masterplan update provides the opportunity to make provision for Te Ao Māori as an integral and integrated part of Auckland city centre.

51. Working with the Mana Whenua Kaitiaki Forum to develop the initial Outcomes Plan will in turn shape the development of the Masterplan. The result will be a masterplan that is able to deliver Māori outcomes.
52. This will also be informed by the Independent Māori Statutory Board's Schedule of Issues of Significance.

### Ngā ritenga ā-pūtea / Financial implications

53. Digitisation of the Masterplan is based on the existing architecture and processes developed for the Auckland Plan. Further details on the scope and content will be developed in 2019. The total cost is estimated at approximately \$700,000 for content, editing and website development (note: staff are still investigating scope and costs).

### Ngā raru tūpono / Risks

54. The merging and digitisation of the Masterplan and Waterfront Plans will have resourcing, cost and technical risks associated with it. We will mitigate these risks through clear project management, scope definition and lessons learned from the digitisation of the Auckland Plan 2050.

### Ngā koringa ā-muri / Next steps

55. In the event that the Committee approves the work:
  - Complete consultation and finalise content for Māori Outcomes, Grafton Gully Boulevard and Access for Everyone by the second quarter of 2019
  - Progress digitisation with a view to completion to inform Auckland Council's 2021-31 Long Term Plan.

### Ngā tāpirihanga / Attachments

There are no attachments for this report.

### Ngā kaihaina / Signatories

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Authorisers	Ludo Campbell-Reid - GM - Auckland Design Office Jim Quinn - Chief of Strategy

## A snapshot of issues and opportunities to increase affordable housing for Aucklanders

File No.: CP2018/22549

### Te take mō te pūrongo / Purpose of the report

1. To provide a snapshot of issues and opportunities for increasing affordable housing in Tāmaki Makaurau.

### Whakarāpopototanga matua / Executive summary

2. On 2 October 2018 the Planning Committee requested staff produce a snapshot report on affordable housing in Tāmaki Makaurau (PLA/2018/102). It pulls together regional, national and international data and experiences as a foundation for understanding, discussion and future action. As agreed with the Committee in October, the report does not make any specific recommendations or provide commentary on the efficacy or otherwise of any solution for Tāmaki Makaurau.
3. Affordable housing is defined as “a home that a household could occupy for less than 30 percent of its income whether purchasing or renting”.
4. The snapshot report focuses on the growing number of Auckland households trapped in the ‘intermediate housing market’ - they are renting, but ineligible for government housing assistance and unable to afford to buy their own home.
5. Between 2012 and 2017 median house prices in Auckland increased three times faster (by 71 percent to \$847,000) than incomes (by just 25 percent to \$97,300). The city now has one of the least affordable housing markets in the OECD. In addition, over 40 per cent of Auckland households now rent – of that, 30 per cent spend more than 30 per cent of their income on housing, and three quarters of them cannot afford to buy their own home.
6. Housing unaffordability has long term costs to whānau and tamariki wellbeing. Māori, Pacific people and single mothers are often forced into low quality rental accommodation, or homelessness.
7. The report identifies opportunities for increasing affordable housing in the ‘intermediate housing market’ by:
  - increasing the supply of lower cost homes
  - improving the quality, affordability and security of renting
  - assisting households into partial and progressive homeownership.
8. There are no short-term, low-cost solutions to the systemic issues identified and no one agency can solve it alone. The snapshot report will form the basis for targeted engagement with key stakeholders between now and March 2019. Staff will report to the March 2019 Planning Committee on affordable housing approaches, and Auckland Council’s position and role.

### Ngā tūtohunga / Recommendation/s

That the Planning Committee:

- a) endorse the use of “Affordable Housing in Auckland: a snapshot report” as the basis for engagement with key stakeholders to develop a “Position and Role” report for the March 2019 Planning Committee.