

**AGENDA FOR A MEETING OF THE TOWN CENTRE SUBCOMMITTEE TO BE HELD AT
WAITAKERE CENTRAL, 6 HENDERSON VALLEY ROAD, HENDERSON
WAITAKERE, ON MONDAY, 14 JULY 2008
COMMENCING AT 9.30 AM**

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1 APOLOGIES



2 URGENT BUSINESS

Section 46A(7) of the Local Government Official Information and Meetings Act 1987 provides that where an item of business is not on the agenda, it may only be dealt with at the meeting if:

- (i) the Committee by resolution so decides; and
- (ii) the Chairman has explained at the beginning of the meeting (when open to the public) that the item will be raised for discussion and decision, why the item is not on the agenda, and why it cannot be delayed until a subsequent meeting.

The Committee may make a decision on a matter determined to be urgent.

NOTE: Urgent Business need not be dealt with now and may be delayed until later in the meeting.



3 CONFLICTS OF INTEREST

The Council has acknowledged in its Code of Conduct that Elected Members need to be vigilant to stand aside from decision making when a conflict arises between their role as a member of the Council and any private or other external interest they might have. This note is provided as a reminder to members to check that no such conflicts arise in relation to any items on this agenda.



4 CONFIRMATION OF MINUTES

Meeting Minutes - Monday, 17 March 2008

RECOMMENDATION

It is recommended that the Town Centres Subcommittee resolve to:

Receive the minutes of the meeting of the Town Centres Subcommittee held on Monday, 17 March 2008, as circulated, and that they be taken as read and now be confirmed.



5 PRESENTATIONS

A PETER LANGE SCULPTURE FOR TODD TRIANGLE

Naomi Cleary will give an update on the completion of a previously approved Peter Lange sculpture for Todd Triangle. There has been some change to the scope and scale of this project and details of the new design will be presented. There will be some reference to the anecdotal information about the lack of sheltered seating in this area.

B NEW LYNN HOTEL

Naomi Cleary will give an update on the New Lynn Hotel. The Mayor and Councillors have asked that the recently demolished New Lynn Hotel be memorialised in an appropriate artwork in the New Lynn area. There are some early proposals available as to how this is best achieved. These and site options will be presented.



6 NEW LYNN INTEGRATED PROGRAMME - STATUS UPDATE JUNE 2008

GLOSSARY

Auckland Regional Council	(ARC)
Auckland Regional Transport Authority	(ARTA)
Land Transport New Zealand	(LTNZ)
New Zealand Transport Authority	(NZTA)
Transport Oriented Development	(TOD)
Target Outturn Cost	(TOC)

EXECUTIVE SUMMARY

The timing of construction of the Council's planned roading projects for New Lynn will be heavily dependant on the programme of ONTRACK's rail trench project. It will be important to manage the Council's works programme, around the ONTRACK project, so as to minimise the impacts to the public and businesses in the area.

The Development Contribution and Financial Policy review is still in progress. The review investigates funding of future development and growth that will occur across the whole of the City. The next priority for officers is to ascertain the key principles of the future policy. As this information is developed it will be reported to the appropriate Council Committee for consideration.

At present there is a hiatus in trench and related works as ONTRACK awaits consents from the Auckland Regional Council (ARC). The Council and ONTRACK are developing a communications plan to cover the resumption of works and their impact.

The Council is yet to have confirmed the outcome of its submission on the ARC Draft Annual Plan 2008/2009 requesting a further \$7.9M additional funding is allocated to the project (the ARC Draft Annual Plan 2008/2009 has allocated \$12.554M). Additional funding would allow for the delivery of a bus/rail interchange (option 2), by the ARC. The ARC Draft Annual Plan 2008/2009 is to be finalised by the end of June 2008. An update will be given at the meeting.

ONTRACK's consultants advised that, due to programme constraints they are progressing with the detailed design of Target Outturn Cost (TOC) 1 elements (which is still being reviewed by the quantity surveyors), on the basis of a layout for the interchange that would deliver some of the Council's preferred Option 2, with additional 'holes' in concourse cover between the Memorial Drive bridge and the main concourse to the west, and less cover to the east of the Memorial Drive bridge, above the rail trench.

Land Transport New Zealand (LTNZ) or the new New Zealand Transport Authority (NZTA) advised that they would not be accepting applications for construction funding without all of their prerequisites being met. Additional prerequisites have been noted that were not previously requested. LTNZ voiced preference for a single application for funding of the project, including construction and land acquisition costs to be presented in November 2008.

There has been no significant progress made on the legal agreements, which are pending clarification by the Council as to which concept option is to be adopted for the transport interchange. Once this decision has been made the way will be open to address the issues of air rights arising with ONTRACK, and to clarify the division of responsibilities.

Coffey Projects has prepared an Integrated Programme Risk Management Framework based on 'best practice' risk management guidelines. They have been commissioned as part of this portfolio to prepare an Integrated Programme Plan based on project management 'best practice' and to review the individual portfolio project plans for quality and consistency. On completion of this, workshops will be held with key portfolio stakeholders to determine project scope boundaries, objectives, gaps/duplications and to identify, evaluate and allocate risks, as well as their treatment, monitoring and reporting.

There is \$21,568,000 budgeted in the Annual Plan 2007/2008 which includes roading components, land purchase, ONTRACK contribution and communications. Of this amount it is expected that \$14,532,250 will not be spent this year and will therefore be required to be carried forward into the draft Annual Plan 2008/2009.

In the draft Annual Plan 2008/2009 there is a further \$47,740,600. Additional amounts will be required in the subsequent Annual Plan 2009/2010 and Annual Plan 2010/2011. Current total Council project costs are estimated at \$149,878,769 exclusive of administrative costs. Funding sources and development contributions are currently being investigated to offset some of the estimated project cost. These amounts have yet to be confirmed but are estimated to be between \$66,330,430 and \$78,330,430. Targeted rating is also being considered as a potential funding mechanism and work is being undertaken to assess its feasibility.

RECOMMENDATION

It is recommended that the Town Centres Subcommittee resolve to:

Receive the New Lynn Integrated Programme - Status Update June 2008 report.

BACKGROUND

1. The status of the New Lynn Integrated Programme is reported monthly to Infrastructure and Works Committee, the last report was presented at the 2 July 2008 meeting. This report is a copy of the information provided to that Committee and covers project progress to late June 2008.

DECISION MAKING

Issues

Transport Infrastructure

2. The timing of construction of the Council's planned roading projects for New Lynn will be heavily dependant on the programme of ONTRACK's rail trench project. It will be important to manage the Council's works programme, around the ONTRACK project, so as to minimise the impacts to the public and businesses in the area. While opportunities will be sought to progress the Council's projects in parallel with the ONTRACK project, where this may be deemed possible without significant public impact, it is anticipated that the ONTRACK project will have to have progressed significantly before the majority of the Council's projects can be commenced.

Development and Implementation of the town centre

3. Council officers continue to meet with key stakeholders to discuss opportunities for future development and initiatives in New Lynn. A number of presentations have also been made over the last month to the National Trading Company, the New Lynn Business Association, LynnMall Management staff and Cambridge Clothing. The outcomes of these discussions and presentations will be reported back to the appropriate Council Committee.

Communications

4. Since the last report to the Infrastructure and Works Committee, communications efforts have continued, including on-going liaison group meetings and regular contact with ONTRACK to monitor and discuss any issues.
5. At present there is a hiatus in trench and related works as ONTRACK awaits consents from the ARC. The Council and ONTRACK are developing a communications plan to cover the resumption of works and their impact.
6. The Council and ONTRACK will jointly host a second public open day when details of the next phases of work are finalised.

Relationship Management & Advocacy

7. The current funding allocation to the New Lynn transport interchange included in the ARC Draft Annual Plan 2008/2009 is \$12.554M toward the rail station only. This level of funding will not deliver the Council's preferred option for the bus/rail interchange (Option 2) and will not deliver an appropriate level of modal transfer or amenity for the public.
8. The Council is yet to have confirmed the outcome of its submission on the ARC Draft Annual Plan 2008/2009 requesting that a further \$7.9M additional funding is allocated to the project by the ARC, to enable bus patrons and patrons transferring between bus and rail services to be provided for to an appropriate level. The ARC Draft Annual Plan 2008/2009 is to be finalised by the end of June 2008.
9. A process for advocating for further funding from the government awaits the finalisation of costs and scope of works.

ONTRACK TOC Status

10. ONTRACK has now completed its quantity survey assessment of its value engineered designs for the New Lynn Rail Trench and has commissioned an independent expert. The process of reconciliation of these estimates is not yet completed and therefore information pertaining to the total cost of the rail trench, and the costs of both the Council and ARTA components of the total cost for this scope of works, has not yet been confirmed.
11. Once this information is available, both the Council and ARTA will be provided the opportunity to review the final TOC 1 scope and cost estimates, to review and agree both the elements of scope attributed to each party and the associated costs of these scope elements.
12. Due to programme constraints ONTRACK are progressing with the detailed design of TOC 1 elements, on the basis of a layout for the interchange that would deliver some of the Council's preferred Option 2, with additional 'holes' in concourse cover between the Memorial Drive bridge and the main concourse to the west, and less cover to the east of the Memorial Drive bridge, above the rail trench. ONTRACK's consultants believe this layout could be delivered in the absence of mechanical ventilation, although some platform level screening walls may be required to divert emissions away from the concourse area. This option has been circulated internally for Council officers to comment.

ARTA Status

13. As previously reported ARTA now wishes to lead the design process for the New Lynn Rail Station, to deliver a station to the current ARC draft budget of \$12.554M. This process will allow for the Council to input via a design review process. However, the nature of the review process is yet to be confirmed.

LTNZ Funding Applications

14. At a meeting with LTNZ and ARTA representatives, LTNZ advised that due to their increasing understanding of the complexity of issues relating to the New Lynn Transport Oriented Development (TOD) project, which need to be addressed in assessing funding applications, they or the new NZTA, would not be accepting or processing applications for construction funding, without all of the following prerequisite requirements being met. Some of the prerequisites not previously identified included:
 - Details of project phasing (e.g. main works and subsequent phase for Clark Street extension);
 - A written undertaking from the Council that they will proceed with the Clark Street extension to mitigate LTNZ's risk;
 - Confirmation of consent requirements, evidence that all consents are in place and that alterations to designations are confirmed, with lease agreements or Deeds of Grant formalised (designations only required for Clark Street extension);
 - Demonstration of Council ownership of bridges;
 - An integrated funding plan, meeting requirements of the LTNZ Board Paper (Nov 2007), which states opportunities to reduce funding required from LTNZ and the Council through funding contributions related to town centre development;
 - A status report detailing the commitments from public and private parties to develop sites in New Lynn's;
 - Evidence of cost sharing arrangements with service providers to mitigate risk around cost escalation due to unexpected service diversions;

- Documentary evidence of all consultation on the project (Consultation Report), including with private developers, to satisfy Land Transport Management Act 2003 requirements;
 - Completion of detailed design;
 - Completed safety audits;
 - Construction estimate update for roading components, following completion of detailed design;
 - Project Risk Update and Monte Carlo risk assessment and contingency provided for escalation;
 - A benefit-cost ratio of greater than 1;
 - Alteration(s) to designation(s) is/are confirmed, lease agreement settled or Deed of Grant formalised with ONTRACK; and
 - Evidence from traffic modelling that the proposed delay to the Tiverton/Wolverton Phase 2 still supports the seriousness and urgency of construction in the timeframe sought.
15. LTNZ also stated that their preference was for a single application to be made for funding of the project in November 2008, including construction and land acquisition costs, and that they wished not to progress further with the processing of the current application for land acquisition costs.
16. LTNZ confirmed that funding allowed for in their 2007/2008 budget, for land costs, would be carried forward into 2008/2009 and that costs incurred by the Council in land purchase for the project in advance of the November 2008 application, would be refunded by LTNZ (as part of that application), excluding costs for surplus land not required for the project.

Strategic Funding

17. Analysis of costs is required to identify and quantify growth, renewal and maintenance cost components of the various projects. It is expected that as an outcome of this analysis, the funding mechanisms will become far clearer.

Development Contributions

18. The Council is currently carrying out a Development Contribution and Financial Policy Review. The review investigates funding of future development and growth that will occur across the whole of the City. The next priority for officers is to ascertain the key principles of the future policy. As this information is developed it will be reported to the appropriate Council Committee for consideration. These agreed principles will then form the basis of future engagement with the developers across the City.

Legal Agreements

19. There has been no significant progress made on the legal agreements, which are pending clarification by the Council as to which concept option is to be adopted for the transport interchange. However, once this decision has been made the way will be open to address the issues of air rights arising with ONTRACK, and to amend the division of responsibilities appendix to the Exchange of Letters undertaken last year with ARTA.

Risk Management

20. Coffey Projects has prepared an Integrated Programme Risk Management Framework based on 'best practice' risk management guidelines. They have also been commissioned as part of this portfolio to prepare an Integrated Programme Plan based on project management 'best practice' and to review the individual portfolio project plans for quality and consistency. On completion of this, workshops will be held with key portfolio stakeholders to determine project scope boundaries, objectives, gaps/duplications and to identify, evaluate and allocate risks, as well as their treatment, monitoring and reporting.
21. The Council recently prepared a 'Draft Risk Management Policy', based on 'best practice' which includes the proposed policy, objectives, processes, risk management framework and software for addressing the Council's corporate risk. The risk management proposed for this project will integrate with this corporate framework and utilise the 'customised' software.

Consideration of Community Views

22. The New Lynn Community has been involved in the future planning of New Lynn since the 1996 and 2005 planning charrettes.
23. Over the last two years the Council has undertaken a consultation programme with New Lynn landowners in proximity to the rail corridor, and has held 3 public consultation meetings. A portfolio has been established with the responsibility of communications. Council officers are working with the communications advisors from both ONTRACK and ARTA to manage consultation, the media and general public concerns prior to and during the construction period and to ensure that the views of the community are clearly expressed back to the Council.
24. A site office has been established for the rail project in the town centre and provides a base for consultation, providing details on construction, road closures and public transport information available for the public.

STRATEGIC CONTEXT

25. The New Lynn project is identified as one of the Council's top five projects and represents a substantial investment in the Long Term Council Community Plan 2006–2016. The project delivers on the following strategic platforms:
 - Urban and Rural Villages;
 - Strong Communities; and
 - Integrated Transport and Communications.
26. The New Lynn project is aligned with a number of strategies:
 - The Auckland Regional Growth Strategy, whereby New Lynn has been identified as a regional growth centre;
 - Auckland Regional Land Transport Strategy;
 - The Council's: Transport Strategy 2006 - 2016;
 - Growth Management Strategy; and
 - Economic Development Strategy.

RESOURCES

Timeline/Milestones

27. The timeline and milestones for the project are currently being assessed by officers and will be reported in tabular format in future status reports.

Financial Status

28. There is \$21,568,000 budgeted in the Annual Plan 2007/2008 which includes roading components, land purchase, ONTRACK contribution and communications. Of this amount it is expected that \$14,532,250 will not be spent this year and will therefore be required to be carried forward into the draft Annual Plan 2008/2009.
29. In the draft Annual Plan 2008/2009 there is a further \$47,740,600. Additional amounts will be required in the subsequent draft Annual Plan 2009/2010 and draft Annual Plan 2010/2011. Current total Council project costs are estimated at \$149,878,769 exclusive of administrative costs. There are three funding sources from LTNZ, ARTA and development contributions currently being investigated which will offset some of the estimated project cost. These amounts have yet to be confirmed but are estimated to be between \$66,330,430 and \$78,330,430. Targeted rating is also being considered as a potential funding mechanism and work is being undertaken to assess its feasibility.

IMPLEMENTATION ISSUES

Project Risks

30. A risk identification workshop will be held and any significant risks will be included in future status reports to the Infrastructure and Works Committee.

Report prepared by: John Schermbrucker, Special Projects Manager and Clare Sarney, Senior Project Manager. (This report is based on information provided by individual portfolio holders).



7 STATE HIGHWAY 20 UPDATE

GLOSSARY

State Highway 20 Waterview Connection (Waterview Connection)

EXECUTIVE SUMMARY

The purpose of this report is to update the Town Centres Subcommittee on the State Highway 20 projects.

Transit New Zealand has selected twin tunnels as its preferred option for the State Highway 20 Waterview Connection (Waterview Connection). The funding and timing of the Waterview Connection project is yet to be determined, although Transit New Zealand has signalled its desire to complete the Waterview Connection by 2015 if funding becomes available.

Construction of State Highway 20 Mt Roskill Extension is targeted to be completed by February 2009.

Construction of State Highway 20 Manukau Harbour Crossing is targeted to be completed by 2011.

Construction of Manukau Extension State Highway 20 to 1 is targeted to be completed by mid 2011.

A1-A5

State Highway projects will provide important connections to Waitakere's town centres, particularly New Lynn and Massey North. Maps of these State Highway projects are attached at pages A1 to A5.

The region is currently identifying projects that relate to the Waterview Connection so that an integrated package of transport and land use projects can be considered for funding and prioritisation. Transit New Zealand is working with key stakeholders regarding design aspects of the Waterview Connection and obtaining a designation of the route.

RECOMMENDATION

It is recommended that the Town Centres Subcommittee resolve to:

Receive the State Highway 20 Update report.

BACKGROUND

1. New Lynn and Massey North town centres have been planned taking into account the proposed completion of the Western Ring Route. State Highway 20, when completed, will provide important access between Waitakere and the south.
2. Transit New Zealand has completed its stakeholder and community engagement regarding options for a route alignment for the proposed Waterview Connection. The Transit New Zealand Board resolved at its board meeting on 4 June 2008 to protect the twin tunnels route as its preferred option. The text of the Transit New Zealand Board's resolution is as follows:

"That the Board:

- (a) receives the presentations from Margi Watson, Craig Watson residents and Brett Skeen, Rob Black Justin Newcombe representing the Waterview Primary School;
- (b) agrees that a future designation for the Waterview Connection should be sought on the basis of a bored tunnel;
- (c) notes that a source of funds for this project has yet to be determined;
- (d) in order to confirm the appropriate basis for a designation the Board seeks a further report on the overall network performance and a detailed comparison between 4 and 6 lanes in terms of operational performance and costs;
- (e) confirms that Transit will work closely with regional transport agencies on other transport infrastructure related to the project, and will actively participate in working collaboratively to develop improved pedestrian, cycle and passenger transport opportunities;
- (f) seeks a further report on the proposed method for managing tunnel air emissions to benchmark the proposed approach incorporated in the design work to date against current international best practice;
- (g) confirms that Transit will establish community engagement processes to engage openly and proactively on concerns related to air emissions and air quality;

- (h) agrees to participate with Auckland City, and other related interested parties, on a community focussed process for the development of urban design solutions for the two interchange areas to reflect local and regional objectives. This process will specifically seek to:
- develop improved connectivity for local communities;
 - enhance access to an improved coastal marine area;
 - enhance the protection and access to historic sites;
 - replace as far as practicable open space areas required for the project's development; and
 - explore opportunities to strengthen local communities by creating opportunities for future residential and commercial development.
- (i) agrees to maintain strong liaison with related government agencies to identify opportunities for actions that could improve outcomes for the local communities;
- (j) maintain good communications with the local community on project issues through regular project newsletters and project web site;
- (k) agrees that work should continue to prepare to lodge a Notice of Requirement and Resource Consent applications for the tunnel while the issues are resolved satisfactorily; and
- (l) receives a further report to consider the additional information in recommendations (b) to (k) in its open agenda when it is completed."
3. Transit New Zealand has identified an indicative commencement date for construction of the Waterview Connection in 2009/2010 and an indicative completion date in 2015. However, these dates are subject to funding becoming available for the project. A report from the Public Private Partnerships Steering Group (a group comprising Sir Brian Elwood as an independent chairperson and representatives from the Treasury, Ministry of Transport, New Zealand Council for Infrastructure Development, Business New Zealand and Auckland Chamber of Commerce), is due in July 2008 and is expected to provide some guidance regarding the feasibility of greater private involvement in the project.
4. Construction of State Highway 20 Mt Roskill Extension is underway and targeted to be completed by February 2009.
5. Construction of State Highway 20 Manukau Harbour Crossing is underway and targeted to be completed by 2011. Auckland Regional Transport Authority and ONTRACK have resolved with Transit New Zealand a solution whereby the bridge is located so that a future rail crossing could be provided in the future.
6. Construction of Manukau Extension State Highway 20 to 1 is targeted to be completed by mid 2011.

DECISION MAKING

Issues

7. Increased traffic levels are expected through New Lynn upon completion of the State Highway 20 Mt Roskill Extension. It is expected that Auckland City Council will be upgrading the Tiverton-Wolverton links from 2011 onwards. It is also expected that Waitakere City Council will make road improvements to Clark Street in 2011. It will be important to coordinate these activities and their impacts on New Lynn.

8. A key issue regarding the Waterview Connection is its affordability and the priority that is given to the project in the next Auckland Regional Land Transport Strategy. This project will also need to be considered in light of the proposed national funding allocations and guidance in the New Zealand Transport Strategy and Government Policy Statement.
9. The planning of the Waterview Connection project needs to also consider related projects so that an integrated package of transport and land use projects can be assessed. There are a number of implementation issues which will need to be worked through in the design, construction and operational phases.

STRATEGIC CONTEXT

10. Waitakere City Council has a long standing commitment to developing its major centres. State Highways make an important contribution to economic development by providing access across the region and between key centres. The proposed completion of projects forming the Western Ring Route would benefit existing businesses and proposed developments in the Northern Strategic Growth Area of Waitakere City as well as benefiting residents travelling across the region. The completion of the Western Ring Route has been identified as a key project for inclusion in the One Plan for the Auckland region.
11. The Auckland Regional Land Transport Strategy 2005 proposes an allocation of \$2,998 million over 10 years for roading capital improvements (including local roads) in the Auckland region. Transit New Zealand's Draft Programme does not provide any guidance on the total amount to be spent on the Auckland region. The Auckland Regional Land Transport Strategy is currently being reviewed and is expected to be guided by the proposed update of the New Zealand Transport Strategy, which aims to halve carbon dioxide emissions per capita by 2040 and achieve a significant mode shift away from single occupant vehicle travel to more passenger transport, walking and cycling.
12. The Waitakere City Transport Strategy recognises the importance of completion of the State Highway 18 and State Highway 16 extensions and the need to integrate Waitakere's local road solutions with those being developed by Transit New Zealand. The outcome sought is a sustainable multi-modal transport system that is integrated with land use and contributes to Waitakere as an eco city.
13. Transit New Zealand and Land Transport New Zealand will merge into the new New Zealand Transport Agency. This agency will be responsible for funding and implementing state highway projects. However, each region will be identifying its regional priorities in relation to state highway and other projects. Funding and prioritising of projects will be based on the contribution to the Government Policy Statement and new New Zealand Transport Strategy.
14. There are a number of strategic platforms that are affected by Transit New Zealand's proposed State Highway programme, including the following:
 - **Integrated Transport and Communication: *Te Whakaurunga Waka Te Whakawhiti korero***
The State Highways programme directly affects access by multiple modes to key centres in Waitakere City and the region.
 - **Strong innovative economy, *He tupuranga kaha ihi wana*;**
The State Highways programme provides important access for business travel in Waitakere City and across the region and new connections help stimulate development, particularly in the Northern Strategic Growth Area.
 - **Strong Communities, *He iwi kaha***
The State Highways programme affects communities by allowing access within Waitakere City and across the region, and can potentially resolve the severance problems that arise with motorways.

- **Urban and rural villages, *Nga kainga taone, tuawhenua***

The State Highways programme makes important connections with centres within Waitakere City. Particularly in the Northern Strategic Growth Area new urban centres will be created once State Highway 18 is completed.

- **Sustainable energy and clean air, *He kaha motuhake. He hau ora pai***

The State Highways programme has an important impact on fuel use and pollution from vehicle traffic. The effects vary depending on the level of traffic that arises from an expansionary or travel demand management approach adopted in the Auckland region.

CONSULTATION

15. Transit New Zealand has undertaken consultation regarding the Waterview Connection and is continuing to work with affected stakeholders.

RESOURCES

16. There are a number of complementary projects relating to the Waterview Connection. Some projects such as the upgrade of Clark Street are included in the Long Term Council Community Plan 2006-2016. Other projects are still being identified and resources would need to be considered at a subsequent stage.

IMPLEMENTATION ISSUES

17. The key implementation issues regarding Waterview Connection relate to designating the route, funding, timing and ensuring that the project is part of a package of projects affecting the corridor from a transport and land use perspective. The State Highway 20 Waterview Connection Reference Group is working through a process with political representatives from the Auckland Regional Council, Auckland City Council, Waitakere City Council and representatives from Auckland Regional Transport Authority and Transit New Zealand. Transit New Zealand has signalled that it intends to lodge its notice of requirement in relation to the Waterview Connection around October or November 2008.
18. Transit New Zealand is undertaking modelling work to support a report to their board on the 2x3 and 2x2 lane tunnel comparative analysis. A meeting with the modelling working group comprising Auckland Regional Transport Authority, Auckland Regional Council, Auckland City Council and Waitakere City Council has been convened for 11 July 2008 to discuss the modelling for the report as well as a way forward toward establishing a similar group to consider complementary transport projects.

Report prepared by: Kevin Wright, Manager: Transport Strategy



8 HENDERSON AREA AND LINCOLN CORRIDOR – FORWARD PLANNING

GLOSSARY

Central Business District	(CBD)
University of Technology	(UNITEC)

EXECUTIVE SUMMARY

The purpose of this report is to inform the Town Centres Subcommittee of a programme of action being developed to identify how Council can work with other public sector agencies and the private sector to further develop Henderson and the Lincoln Road corridor. This work programme is intended to integrate land use, transport and economic development and provide a basis for the further social and community development of the area.

To date Council has tended to treat Henderson and Lincoln Road as separate areas. It is now recognised that these areas need to be planned together in a more integrated manner. This will assist the Henderson and Lincoln areas to further develop its regional role and attract regionally significant development. This integrated approach will also assist Council to plan and implement its own land use and transport investments.

Council has identified Henderson as one of the City's three major town centres, alongside New Lynn and Massey North. These town centres are also recognised as major town centres at the regional level in the Auckland Regional Growth Strategy. Council has also identified Lincoln Road as a growth corridor. Regional planning also adopts the approach of centres and corridors based planning, with a recent move to also identify 'Business Centres'. This approach to planning helps to focus City and regional investments in transport, employment and other services. Central Government is also becoming committed to this approach to growth.

A6-A55 However, Council officers have reviewed the way in which the "centres plus corridors" approach to City development has served Waitakere and concluded that a more integrated approach is required in Henderson and Lincoln (see Henderson - Lincoln Context Review report as attached at A6-A41). Council has also received preliminary advice on the development of the Henderson and Lincoln area by internationally renowned land use and transport planner GB Arrington of Parsons Brinkerhoff (as attached at pages A42-A55).

GB Arrington makes the point that "International best practice has moved beyond thinking of corridors and centres as separate pieces. There is now increasing recognition that the two are inextricably linked and need to be planned in concert with each other. For both a transport and land use perspective Henderson and Lincoln Road are interconnected pieces."

Integrated planning of Henderson and Lincoln will help Council understand how it should invest to support growth, how it can work with the private sector and how other public sector agencies can assist the City.

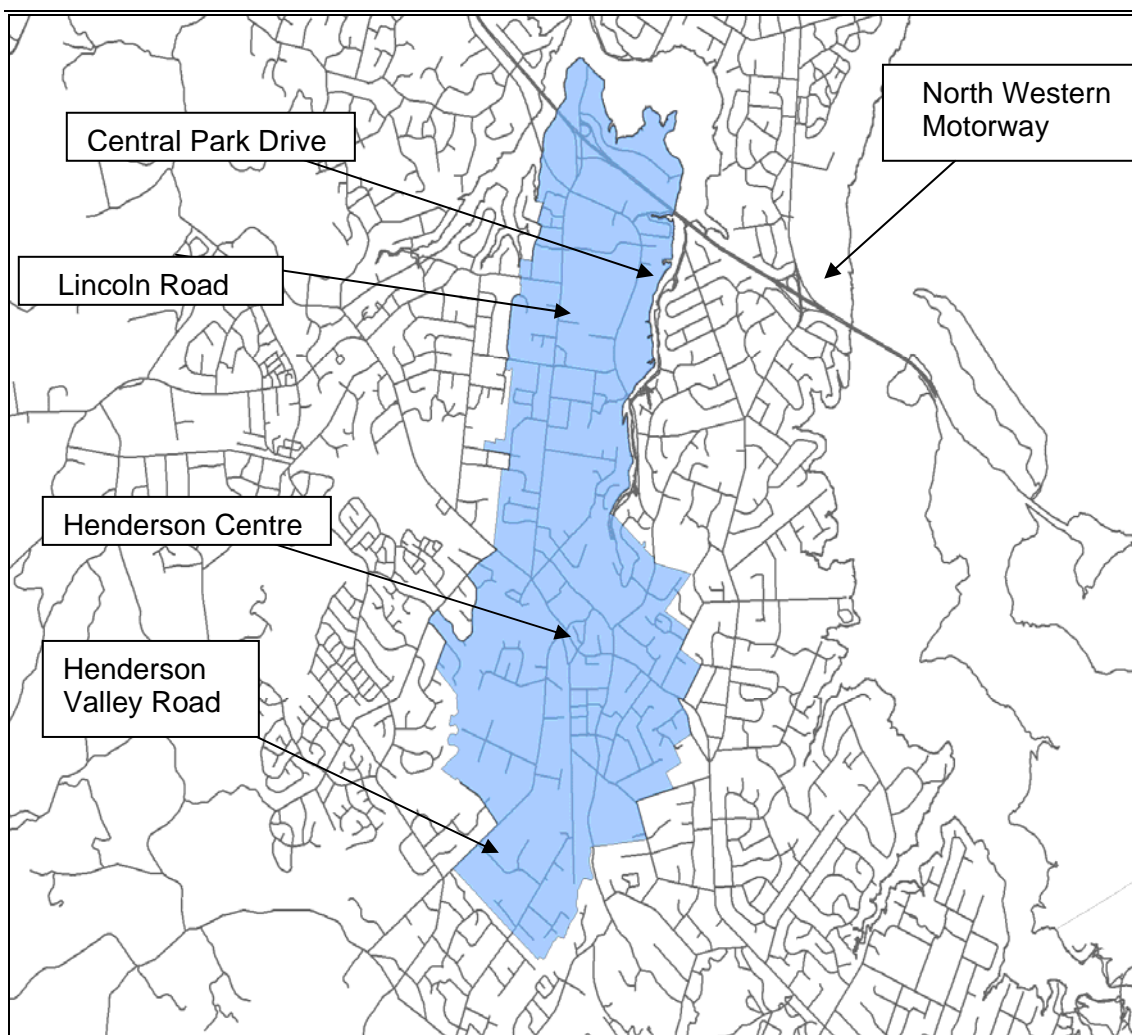
RECOMMENDATIONS

It is recommended that the Town Centres Subcommittee resolve to:

- 1 **Receive** the Henderson Area and Lincoln Corridor - Forward Planning report.
2. **Invite** the Town Centres Subcommittee to identify any elements that need to be reported to the Policy and Strategy Committee.

BACKGROUND

1. The area considered by this report is shown below:



Study Area – shaded (based on Census Area Units)

Development of Henderson and Lincoln - Background

2. Since 1993, the Council has had a consistent focus on the development of Henderson as one of two major centres in the City. This has involved mainstreet improvements, the concurrent development of a supporting transport bypass, facilitating investments by the University of Technology (UNITEC) and the film industry, supporting investments in rail / bus infrastructure and services, and shifting the Council's operations to central Henderson. Today, Henderson is a far more vibrant and diverse place than it was in 1993, and this is in large part due to the focus and various investments made by the Council.
3. In February 1993, the Council adopted the eco city philosophy and in December 1993 adopted a 20 year strategic plan - City Futures (1993) - with the objective of shifting human behaviour from unsustainable systems and customs to a sustainable future. The adoption by the Council of the draft "Greenprint" in 1994 signalled further commitment to an integrated approach to sustainable development. Based on the City mission of being "sustainable, dynamic and just", the Greenprint (1994) introduced 21 measurable targets to be achieved by 2010, involving a significant shift in planning procedures and providing an integrated framework to ensure consistency in developing policies across interconnected citywide activities. It also provided a structure for ongoing community based decision making.

4. Alongside City Futures (1993) and the Greenprint (1994), the Council also adopted a District Plan (which became operative on 27 March 2003) with two central themes based on sustainable development - one theme focusing growth within the metropolitan urban limit, as set in the regional growth strategy, and another concerning protection of the ranges and countryside areas from development - protection of the Green Network. The District Plan requires that intensive development be consolidated within the urban area so as to avoid significant adverse effects on the environment from the spread of urban activities. Consolidation was also intended to help promote land use patterns that would reduce people's dependency on the motor vehicle, thereby reducing the effects of motor vehicles on the environment. The Green Network sought to protect and restore the life supporting capacity of the environment and to maintain and protect the valued landscapes of the City.
5. Within this context Council has adopted a Centres-based strategy in the District Plan, which is of particular relevance to this report. The Centres-based strategy seeks to focus most retail and commercial growth within key town centres, principally those located on the railway line. Where a particular business activity can show that it does not fit into a town centre, a sequential test is applied where it can then seek to be located either on the edge of a town centre or on a corridor. In this way Council seeks to focus growth in Henderson and New Lynn. Council also anticipated the development of Westgate / Massey North into the third major centre and this is now being processed through the Local Government (Auckland) Amendment Act 2004 District Plan change process.
6. A further key Citywide strategy was the Economic Development Strategy (2004), which had as its first objective, for Waitakere "to be a high quality location to live, work and do business". This was about creating a location offering high amenity, good infrastructure, mixed use urban villages and a range of attractions, important for both attracting and retaining businesses and attracting knowledge workers. This objective envisaged a number of actions to be implemented, including undertaking further investment in the Henderson and New Lynn town centres.
7. The Council also developed a "Henderson Vineyards Business Campus" project which focused on unlocking employment potential on Lincoln Road. The project was conceived in 2001 and aimed at facilitating the creation of an estimated 2,500 potential jobs. The project focused on creating a roading network through a large area of vacant employment land, at the time mainly in vineyards, and relied on the private sector responding with multi-storey buildings providing for professional services. More recently Council has engaged in a review of the Working Environment in the District Plan which will help clarify how these zones should function.
8. In 2003, the Council published the "Henderson CBD - Opportunity Prospectus" which envisaged a strong City centre for Waitakere located in Henderson. The Prospectus focused on five precincts in the centre of Henderson:
 - A (Aquatic Centre to Alderman Drive & Ratanui Street);
 - B (Civic Library to Rainside Avenue & Civic Centre);
 - C (Pioneer Park/Oratia Stream Precinct);
 - D (Gateway Entrance to Waitakere's Central Business District); and
 - E (Civic Centre to Corban Estate).
9. A number of key objectives were identified for each precinct, including strengthening pedestrian linkages, developing a strong built form, improving public amenity and ensuring public safety. A number of key design elements were also envisaged including; new typical building facades, typical shop fronts, typical café frontages, mixed use buildings, 'sleeved' parking buildings, 'big box' retail buildings, street furniture and landscaping, and signage.

10. The Henderson Opportunities Prospectus (together with the Lincoln Road - A Changing Place promotional flyer) also signalled a change for the Lincoln Road area. It envisaged that redevelopment in this area would result in a variety of new multi-storey buildings that catered for professional services, especially adjacent to the Waitakere Hospital. It was expected that these buildings would also accommodate apartments above, conveniently located on the transport route and within walking distance of the Henderson town centre. The northern end of Lincoln Road was also earmarked for change (both in the Prospectus and accompanying Henderson Vineyards Business Campus project) with some of the vineyard land, existing businesses and residential sites poised for redevelopment with a business campus concept promoted.
11. In 1993 onwards, Council adopted a policy position regarding transport whereby it sought to reduce reliance on private vehicles and increase travel by passenger transport, walking and cycling. Council's transport policy focus was on seeking regional and national commitment to a significant rail upgrade. However, during this time Council continued to invest in its arterial road network, including four-laning Lincoln Road - a process that has just been completed.

DECISION MAKING

Current Status

12. The foregoing discussion of Henderson and Lincoln Road can be drawn together to form a number of conclusions.
13. Firstly, it is noted that there is **no single place** where a statement of the Council's strategy and goals for the development of these places exists. Rather the strategy and goals exist in a number of complementary documents. The Council's basic strategy - the "centres plus" approach - is given expression in the District Plan.
14. As part of its decision to move the Council's operations to central Henderson, the Council also adopted the view that Henderson should be the "Central Business District" (CBD) of Waitakere. In practice, however, it is not clear what giving Henderson the "CBD label" has meant. Obviously it means a continued promotion of investment and development in Henderson. However, there appears to be no intention to focus on Henderson over and above New Lynn or Massey North. As things stand, the Council's actions and investments continue the centres based strategy with Henderson being one of two major centres (and with Massey North rapidly emerging as the third centre). It may assist if the Council were to more clearly articulate what it wants from the idea of Henderson as the City's CBD.
15. The Centres-based strategy makes it clear that the Council wants growth in Henderson. However, the flip side of that strategy is that Lincoln Road has in many respects been given a default and ill-defined role by Council. It has been left to "soak up" what is felt not to be appropriate for Henderson. This is reflected in the District Plan's poor articulation of a vision for the Lincoln Road corridor. Within this overall context, however, the Council has made some significant efforts to articulate a vision for parts of the Lincoln Road area, as evidenced in the Vineyards Business Campus document. Nonetheless, the Vineyards Business Campus document has not been translated into the District Plan apart from a Notice of Requirement for the roading network, and therefore has had limited directional value.
16. The Working Environment rules in the District Plan are under review and the review proposes to restrict the continued development of retail and residential activities in the Lincoln Road area. While this is likely to support the Council strategy, it is not clear that this will result in more office development in the town centres.

17. It also needs to be pointed out that while the Council has promoted a Centres-based strategy, the private sector has taken a more divergent approach. There has been strong private sector pressure to develop on Lincoln Road ahead of Henderson, because of Lincoln Road's accessibility to the motorway network. This has meant that the Council's strategy has been under constant pressure, that it has not had broad private sector support and that a significant amount of retail that (according to Council strategy) would be better placed in Henderson is in fact now on Lincoln Road. A large number of retailers, especially large format retailers, such as Mega Mitre 10, have sought to locate outside the Henderson town centre to take advantage of the accessibility provided by Lincoln Road. The Council has to some extent encouraged this through a view that it is seeking to keep these large format retail activities from taking up its best commercial development land. This exemplifies Council's lack of clarity over how to manage the centre-corridor relationship.
18. Comment also needs to be made of the relationship between Council's focus on Henderson over Lincoln Road and the broad reality of the geography of the City. Henderson is poorly connected in terms of transport to the rest of the region. Until recently, the rail service has been very poor. The bus service remains limited. Road connections to the motorway via Lincoln Road and Te Atatu Road have been improved, but are congested and not well signposted for a visitor to find Henderson. Furthermore, Henderson is located on the fringe of metropolitan Auckland and has a much smaller employment base in its vicinity than Manukau City Centre, Albany, Takapuna or Newmarket. Improved transport connections will help Henderson address its geography, but will never alter the fact that it is on the metropolitan periphery.
19. The peripheral character of Henderson has real impacts in terms of business investment. In particular, primarily those activities that do not find it important to have good regional access will be attracted to Henderson. Therefore, Henderson is inherently less attractive to a wide range of businesses compared to Albany, Massey North or Manukau City Centre. Once State Highway 20 is completed, New Lynn will have road and rail access of equal or better quality to that of Henderson. Further, once Massey North is developed it will have the best motorway access of the three key town centres in Waitakere and will likely attract those businesses that rely on access and are willing to locate in the western metropolitan area.
20. Another consequence of its geography is that Henderson needs a clearly articulated direction in terms of the issue of transport access. Since 1993, it is fair to say that the Council has, at a policy level, focused on developing public transport infrastructure and sought to reduce reliance on private motor vehicles. In effect, this has involved advocating for rail investment, with a more limited focus on bus improvements. The Council has been extremely successful and now has very good rail infrastructure servicing Henderson. On the other hand, while the Council has at a policy level down played road investment, it has in real terms made significant investment in road access to Henderson, with four-laning of the Lincoln Road route having recently been completed.
21. Finally, it also needs to be noted that the context within which Henderson and Lincoln Road sit is rapidly changing. The Council is a long way through the process of opening up the Massey North to Hobsonville Airbase corridor for urbanisation, including a new major centre at Massey North. Property developers have already responded to this, altering the investment pressures in Henderson and Lincoln Road. In the longer term, it is possible that Massey North will usurp Henderson as the "Waitakere CBD", given its better regional connectivity and the possible development of Whenuapai airport.

22. Through the Draft Growth Management Strategy for Waitakere City developed by the Council in 2006, Council has identified that it wants the Henderson area to nearly triple its population between 2001 and 2021 with an increase of nearly 8,000 people. Employment is also planned to nearly double with approximately 6,500 more jobs by 2021. In the Lincoln corridor Council is promoting an increase in employment between 2001 and 2021 of 137% or 6,200 new jobs. If the employment targets are to be met it is necessary to clearly target employment types. Office development is the obvious means of achieving the employment growth as this provides a high number of employees per hectare. However, given the geographic location of Henderson and Lincoln it is not clear what types of office development will be attracted.
23. This concern with the area's "Economic Geography" has led to the commissioning of a study to identify scenarios and options for the development of economic activity in Henderson and the adjacent Lincoln Corridor, Waitakere over the next 20 years. This report is due for completion by the end of August 2008.
24. This work will consider the Henderson and Lincoln areas in its regional context and seek to identify business clusters and precincts of activity that should be developed. Specific consideration will be given to the role of office, retail, manufacturing, tertiary and health based activities. Representatives of Waitakere Enterprise, UNITEC and the Waitakere Hospital will be involved in the work. The Auckland Regional Council and Ministry of Economic Development will also be consulted.
25. A further issue that sets the context for the area is the role of transport. At one level, the more connected the area is to the region the more easily it will attract investment and generate employment. The motorway and rail line provide high quality regional access at either end of the study area.
26. The rail and motorway assets provide different types of access and serve different markets. Rail provides regional access for passengers and as such suits employees or students who want to come to Henderson and stay there to complete their activities. The motorway provides access for people, goods and services that require movement and as such is best suited to a different type of activity.
27. A number of transport related questions need further consideration:
 - To what extent should Council provide reasonably congestion-free road access to and from the motorway for people and businesses in Henderson? Less congested roads require road investment and this to some extent undermines the quality, amenity and pedestrian orientation of places. An example of this issue is the way in which the Alderman / Edmonton / Sel Peacock arterial road might be developed. At present it is intended to spend about \$8 million to increase vehicle moving capacity and support town centre growth as well as safety, cycling and bus improvements.
 - To what extent should businesses that require good road access be encouraged to locate nearer the motorway and to move out of such places as Henderson Valley Road? This might lead to Council under investing in roads in certain places to encourage a change in businesses and at the same time further investing in public transport and pedestrian access.
 - To what extent should Council support large format retail such as Mega Mitre 10 locating on Lincoln Road? These low employment density businesses take up land that could otherwise go to more intensive business activities. They also generate a lot of road traffic and "consume" vehicle moving capacity – a public asset that is in short supply. Alternatively is it best to let them go onto Lincoln Road near the motorway but reserve the area south of Universal Drive for more intensive uses.

28. Council has undertaken work to identify how higher quality public transport linkages between Henderson and the motorway could be made. Council officers have also undertaken work on safety, traffic efficiency, land use/town centre improvements, economic development, parking management and freight management. This work has been reported separately.
29. It is intended to address these issues of economic growth, transport investment and general land use development in an integrated manner once the economic geography assessment has been completed. This is anticipated to include considering: how to develop business activity associated with the Waitakere Hospital; how to integrate Waitakere Hospital with Henderson, especially for pedestrians, cyclists and bus users; how to further develop tertiary and film activity in Henderson, how to further develop the area and the area nearer the motorway and the types of business that could locate there; and the role of retail in Lincoln Road.

STRATEGIC CONTEXT

30. The area addressed by this report is significant to the growth and wellbeing of the City and its development contributes to following community outcomes, strategic platforms and community outcomes:
- The *Urban and Rural Villages* platform, which seeks to deliver vibrant town centres;
 - The *Strong Innovative Economy* platform, which seeks to provide quality local employment for Waitakere City residents;
 - The *Green Network* platform, which seeks to retain and enhance the qualities of the natural environment within the areas that are proposed to be urbanised, while seeking the relief of development pressure on the non-urban areas such as the Waitakere Ranges and Foothills; and
 - The *Integrated Transport and Communication* platform, which seeks to deliver sustainable urban form integrated with passenger and other transport networks in a way that reduces vehicle trips, reduces the dependence on private motor vehicles, and supports alternative transportation modes such as public transport, walking and cycling.
31. As identified above Council has a long standing commitment to developing its major town centres. There is a need to better integrate planning of the Henderson and Lincoln areas to ensure delivery of Council's population and employment intensification goals. In turn this will help reduce the need for residents to travel outside the City for work and services, which reduces costs and environmental effects associated with travel.
32. Central Government has over the last five or so years also become very interested in achieving integrated land use and transport to support the growth of Auckland. This includes helping to focus growth into selected centres and corridors to help deliver benefits from road and public transport investments. Central Government has established an office in Auckland which integrates the work of its staff from the Ministries of Economic Development, Transport, Environment and Labour. This group is focused on urban and economic development. They are supporting regional planning projects aimed at further developing centres and corridors based work.
33. At the regional level significant work is underway to further develop integrated planning between councils, the regional council and key government agencies. One strand of this work is the Regional Classification Project. This project has involved a review of the centres, business areas and corridors in the region. The aim being to develop a classification and ranking of these places which will link into national and regional investment. Henderson and Lincoln featured in this work. Henderson was identified as one of four major centres in the region while the Lincoln Corridor is one of three corridors classified as such in a District Plan (both of the other two are in Waitakere also).

34. The work Council is undertaking, and planning to further develop, is of interest to the regional and central government agencies listed above. It provides a good case study of how integrated planning and development can be undertaken. The work is also likely to influence regional decisions on investment in bus services and facilities by the Auckland Regional Transport Authority.

CONSULTATION

35. No consultation is intended at this stage. Once the “Economic Geography” study is complete it will be reported back to the Town Centres Subcommittee and to the Policy and Strategy Committee.
36. The next phase of work is intended to involve concept planning to identify how land use and transport investments can be made in an integrated manner. It is intended to consult with key stakeholders at that point.

RESOURCES

37. The Strategy Unit has budgeted \$130,000 for this work in the 2008/2009 Annual Plan.

IMPLEMENTATION ISSUES

38. The intended programme of action is to:
- Complete the Economic Geography report;
 - Review current land use, transport and economic development plans and District Plan - Working Environment review in light of the Economic Geography report;
 - Undertake concept planning of Henderson and Lincoln areas to integrate land use, transport and economic development goals and identify precincts for further work and review appropriateness of District Plan; and
 - Identify next steps to implement precinct development work.

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