



Auckland
LIGHT RAIL
Bringing us closer

City Centre to Māngere Rapid Transit

The Urban Story

October 2021

Released under the Official Information Act 1982

Purpose

This document provides the urban narrative in support of the City Centre to Māngere Rapid Transit Indicative Business case. It is an opportunity to advance the understanding of the urban ambition for the corridor and how securing quality urban outcomes is fundamental to supporting any investment in rapid transit. The principal audiences for the Urban Story are decisions makers and those involved in providing advice to decision makers on the City Centre to Māngere rapid transit project.



This image is an illustration and has been developed solely to illustrate the potential scale of change and application of urban interventions in practice.

Introduction

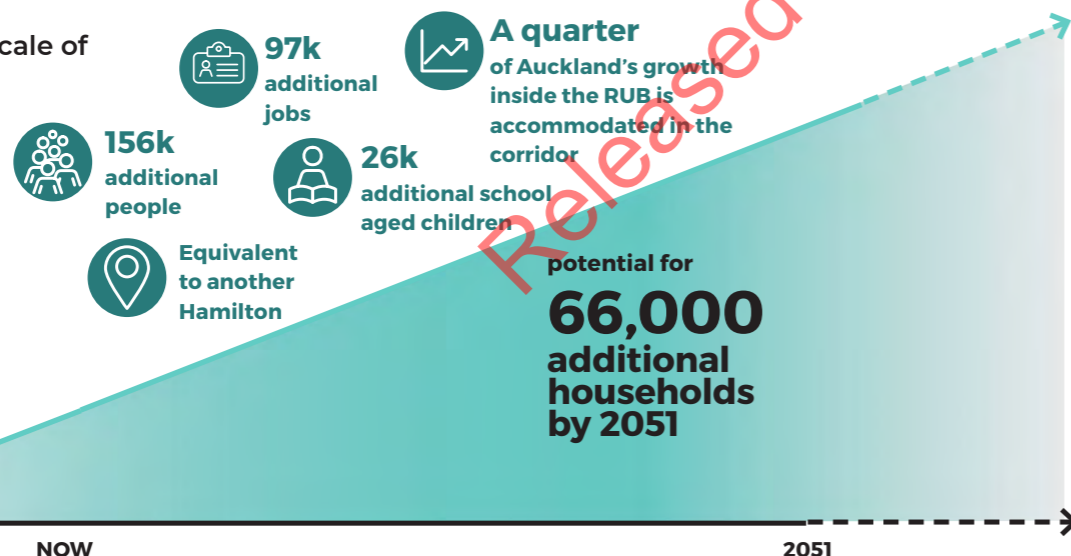
The changes we make now in the way we plan, design and build our city will make a difference not just to us, but to our children and our children's children in how they live.

Auckland has a world-wide reputation for its quality of life and liveability largely due to its outstanding natural environment and the lifestyle opportunities it offers. To ensure Auckland remains an attractive place to live and visit in the future, investment in city shaping infrastructure such as rapid transit will be critical.

Auckland Council's growth scenario anticipates that by 2051 Auckland could grow by another 720,000 people to be a city of 2.4 million. This would require 320,000 new homes and 263,000 new jobs, increasing demand for infrastructure and services. We need to make strategic choices about where and how this growth occurs ensuring that our future urban form has a positive impact on the challenges Auckland faces such as housing affordability, inequality and climate change. The City Centre to Māngere (CC2M) corridor has been identified as a key growth area for Auckland. Prioritising investment in rapid transit and related urban infrastructure within this corridor will result in more focussed growth in this area.

The wider benefits associated with investment in rapid transit will trigger additional growth, over and above what is already anticipated. Growth will likely be reallocated from other parts of Auckland and may reduce the pressure for investment in new infrastructure to urbanise greenfield areas on the city fringe. Refocusing growth within the existing urban area could contribute towards meeting our emissions reduction targets, reduce the impact on our freshwater resources and help to achieve sustainable quality compact growth.

The potential scale of the corridor



66,000 additional homes are anticipated to be built in the corridor by 2051 with investment in rapid transit alongside urban intervention. This includes 31,000 additional homes already anticipated in the corridor.

97,000 additional jobs are anticipated in the corridor by 2051 with investment in rapid transit alongside urban intervention. This includes an additional 81,000 jobs already anticipated in the corridor. The majority of these jobs will occur in the city centre and Airport Business Precinct.



Auckland is growing. By 2050, Auckland could grow by another 720,000 people to a city of 2.4 million.

Planning and investment decisions made by central and local government relating to Auckland's growth can significantly influence progress on addressing key issues of climate change, housing supply, equity and social cohesion.

Investment in rapid transit alongside urban interventions will play a key role in positively shaping Auckland's growth towards increased prosperity, liveability and sustainability.



Rapid transit along with urban interventions presents an opportunity to optimise and deliver better urban outcomes.

Benefits include:

- Sustainable quality compact urban development
- Fair and equitable access to jobs, education, facilities, services and amenities
- Opportunity to leverage existing amenity and infrastructure
- Established diverse communities can grow and thrive
- Opportunity to leverage other significant investment other significant investment impacting the corridor such as City Rail Link and Auckland Housing Programme
- Te Ao Māori is integrated into planning, decision-making and delivery
- Development of healthy, low impact and multi-functional buildings and spaces, reflecting Auckland's culture and identity
- Natural environment, historic and cultural heritage respected and enhanced



While rapid transit can support some growth, higher intensification along the CC2M corridor can be achieved with significant urban intervention.



To achieve transit supportive development at pace and scale, the corridor needs to be 'market attractive' which will require significant and ongoing intervention.

Central Government may choose to intervene directly in less market attractive locations.



Central Government can control the pace and scale of development and intensification on Crown owned land in support of rapid transit.



The project, Kāinga Ora, Ministry for Housing and Urban Development, iwi, Auckland Council working in partnership will be key to facilitating urban transformation.



An 'intentional' approach will be needed to enable, facilitate and secure urban development as required to deliver integrated urban and transport outcomes.

Once route and mode have been determined, the next stage of the project will include the development of a vision and corridor master plan to identify opportunities at key nodes. This will help determine the optimal delivery approach including:

- What are the responsibilities and accountabilities of those tasked to deliver the project?
- What are the urban interventions, priorities and sequencing?
- What are the funding and financing arrangements?
- What enabling works, such as infrastructure, could be considered at the earliest opportunity?

The opportunity - what are the benefits for Auckland and the CC2M corridor?

A strategic growth corridor for Auckland

Rapid transit presents the opportunity to deliver better outcomes for Auckland's communities. This includes unlocking more housing and employment choice, providing greater access to education and other services, providing quality public spaces and places for people, contributing to Auckland's ambitious carbon reduction targets and improved economic efficiency and productivity. When rapid transit is supported by complementary urban initiatives and investment, the ability to realise these outcomes is considerably greater.

Local and central government development opportunities, together with their partners, should showcase high quality, innovative development to promote the potential of the corridor to the private sector, catalysing further development.

Greater levels of development in the corridor will help to ease the pressure for opening up new growth in Auckland's rural areas. Growth in the corridor, as opposed peripheral locations, makes the best use of existing resources, helps to achieve our climate goals and promotes social cohesion.

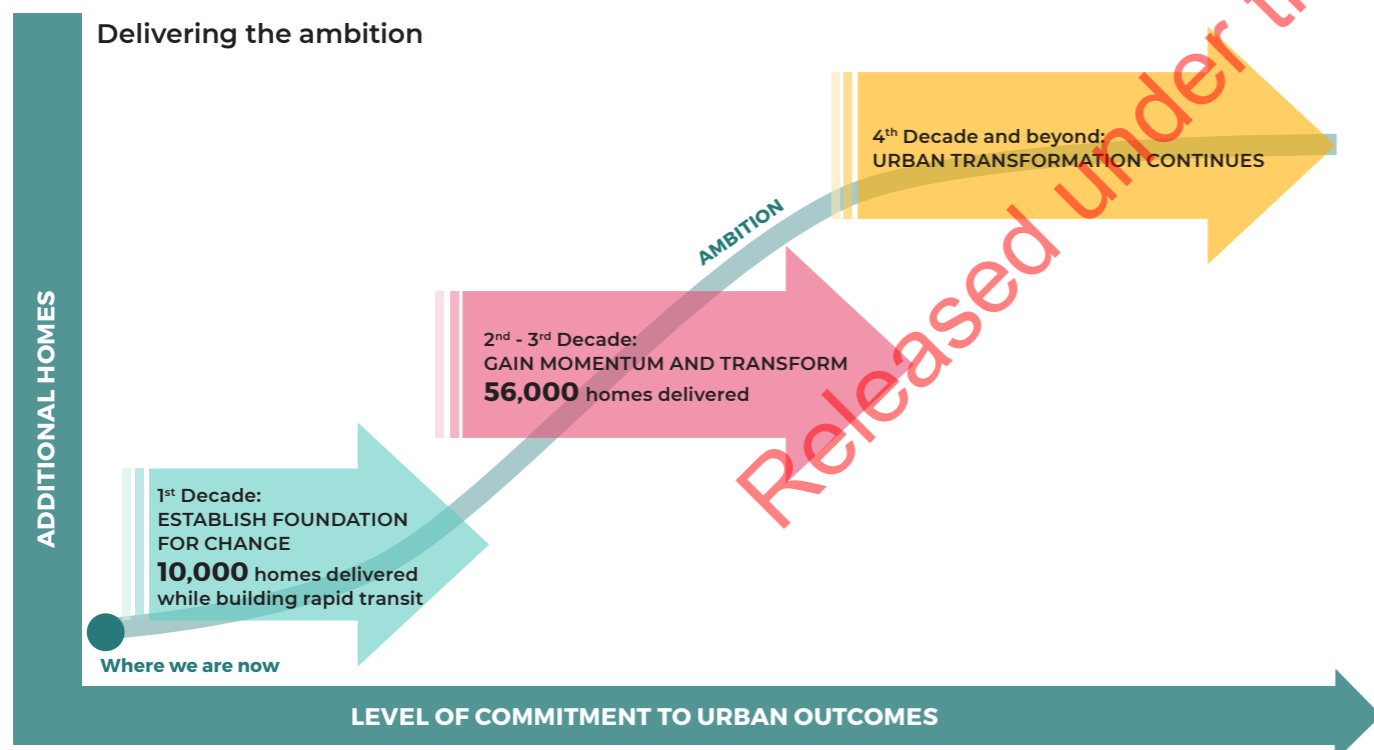
Delivering urban transformation requires ongoing commitment by many.

Delivering growth at the desired quality, scale and pace across the corridor will take time, careful planning and ongoing commitment by multiple organisations and the community.

1st Decade: Establishing the foundations for change including building the rapid transit, master planning, engagement with communities, upgrading infrastructure and improving local amenity.

2nd and 3rd Decade: Momentum is gained, transforming the corridor towards sustained delivery of quality transit supportive urban development at pace and scale.

4th Decade and beyond: Places along the corridor continue to evolve well beyond the project timeframe to become vibrant, diverse centres and neighbourhoods focused around rapid transit stops and stations. These areas can support significantly higher densities than currently exist along the corridor, enabling people to have more choice in housing, employment, education and other services.



An urban analysis of route and mode

To identify what form of rapid transit would best meet the desired outcomes, 50 options for modes and routes were assessed against the Project objectives. From this, three options were identified for further analysis in the Indicative Business Case. The following table provides an overview of how the three shortlisted options perform across the range of key urban outcomes; connectivity, community, built form and development opportunity.

The routes and modes assessed below support significant urban benefits which change from place to place. While all enable increased housing and employment density, the scale, form and implementation of this will differ in response to the diversity of challenges and opportunities present across the CC2M corridor. Trade-offs will need to be made when deciding where to invest in rapid transit and urban development to drive the delivery of the desired urban outcomes.



Light Rail

Offers better urban accessibility at a corridor scale as it has more stops, better walkable catchments and creates a more dispersed built form.



Light Metro

Serves the universities and gives flexibility in terms of alignment as the tunnel doesn't have to follow the existing road network.



Tunnelled Light Rail

Provides flexibility to serve key areas along the route while avoiding city centre disruption during construction. Significantly improves travel times to jobs and universities in the city centre from Māngere and Onehunga compared to at grade light rail.

	Connectivity	Communities	Built Form
<p>s 9(2)(i) 93,000 additional jobs 52,000 additional homes</p>	Connects to Kāinga Ora land in Māngere, but misses university campuses.	Leverages off existing Dominion Road, Mt Roskill Central and Māngere centres. An at grade station supports safe access corridor-wide, particularly in Māngere.	Street presence supports active integration with the surrounding built form, however potential to significantly affect established built form along Dominion Road. Fewer motorway stops than light metro.
<p>s 9(2)(i) 97,000 additional jobs 66,000 additional homes</p>	Connects to Kāinga ora land Wesley and Māngere. Also connects to university campuses in the city centre. People in Māngere are better connected to jobs and education in the city, due to the shorter travel time, supporting equity and wellbeing.	Creates a new centre in Wesley or Mt Roskill South. An underground station in Māngere town centre is likely to be perceived as less safe by the community.	Less of a street presence except around stations. Motorway stations lead to poor urban outcomes. Construction requires less physical intervention that could affect existing character along the corridor, minimising land acquisition and demolition of existing buildings.
<p>s 9(2)(i) 97,000 additional jobs 66,000 additional homes</p>	Connects Kāinga Ora land in Wesley and Māngere, and university campuses. People in Māngere are better connected to jobs and education in the city due to the shorter travel time, supporting equity and wellbeing.	Leverages off existing centre in Māngere, at grade station to support safe access south of Mt Roskill. Underground stations to the north of Mt Roskill less safe. Creates new centre in Wesley or Mt Roskill South.	Avoids physical disruption in the city. Fewer motorway stops. Greater number of stops and better integrated with existing streets and communities in the south, supports greater active integration and increases the walkable catchment.

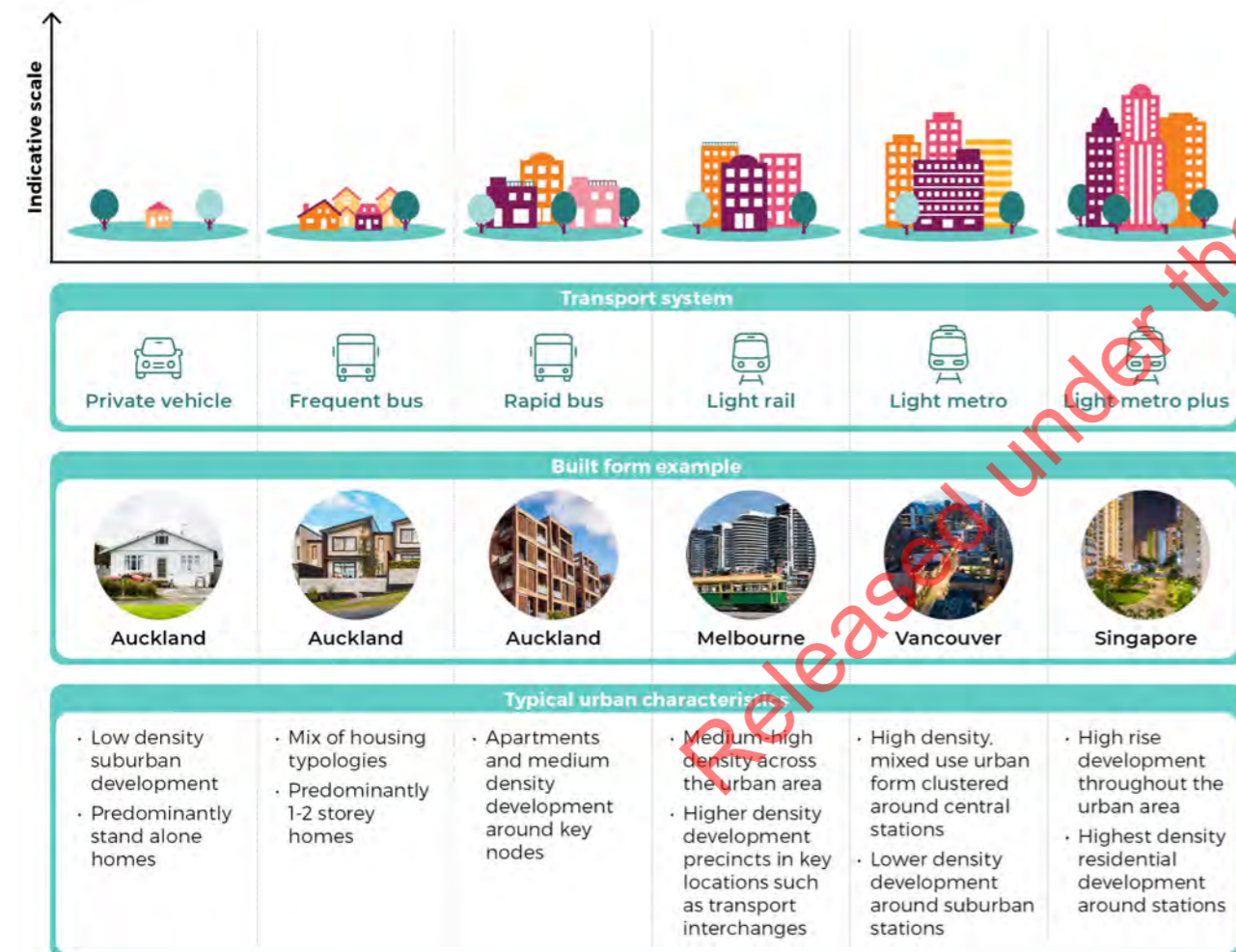
The ambition

Urban transformation of the CC2M corridor, particularly around rapid transit stops and stations, will be critical to meeting the employment, housing, wellbeing and amenity needs and ambitions of Aucklanders.

Investment in Light Rail, Tunnelled Light Rail or Light Metro will drive different urban outcomes, built form and density, fundamentally impacting the shape and scale of Auckland's future urban form. It is essential that the ambition for Auckland's urban form is determined to ensure investment in rapid transit in the CC2M corridor delivers the desired outcomes to 2051 and beyond.

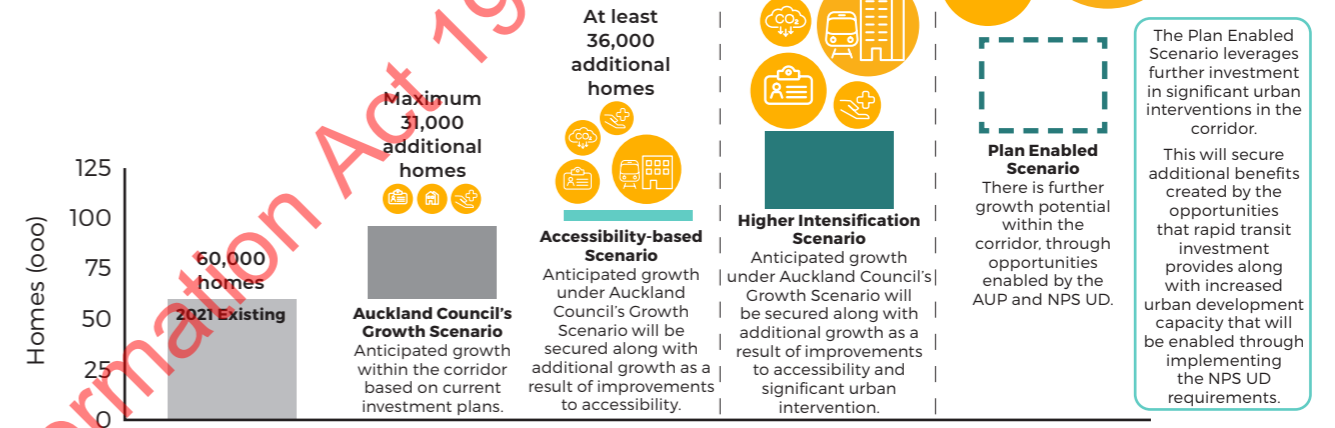
- Light rail delivers more stops, creating a more dispersed urban form.
- Light metro delivers fewer stations, concentrating development in key areas along the corridor.

Visualising the urban ambition



The incremental growth potential and benefits for the corridor

For the highest performing options (tunnelled Light Rail and Light Metro)



Benefits

1. Increased urban density and economic growth

Unlocks new opportunities for development at scale including increased diversity of land use and built form focused around rapid transit.

2. Wellbeing

Promotes healthy living, a sense of place and connectedness for individuals, whānau and communities.

3. Resilience and adaptation to climate change

Shapes new Auckland Council policy for climate change as well as opportunities to trial innovative partnership arrangements, test new technologies and encourages new ways to foster community participation.

4. Improved public transport accessibility

Integrates the delivery of urban development to improve accessibility within the corridor, and connect Aucklanders to employment opportunities, education and housing choices.

Metric

66,000 additional homes by 2051

97,000 additional jobs by 2051

25% of Auckland's growth inside the RUB is accommodated in the corridor

Increased levels of activity through localised walking and cycling

20,000 to 25,000 tCO₂e reduction per year

18% increase in access to education*

24% increase in access to amenities*

* within a 45min PT journey (AM peak)

What this means

- Increased urban density, improved accessibility, economic efficiency, productivity and growth
- Improved housing supply and choice in the corridor

- Increased and accessible amenities and social infrastructure
- Diverse communities are already supported and can grow
- Improved connectedness for individuals, whānau and communities

- Reduction in carbon emissions through step change in mode shift, more efficient urban form and sustainable building design
- Communities and the environment are more resilient

- Improved accessibility to jobs and education

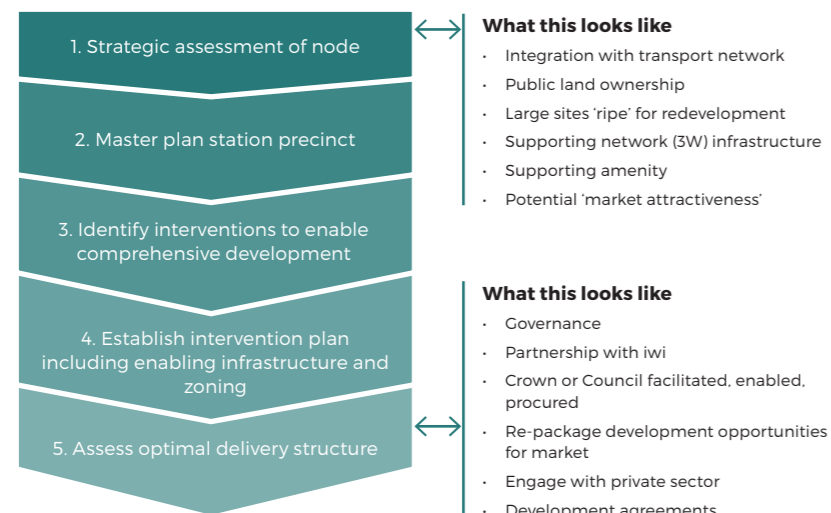
Plan Enabled Scenario
There is further growth potential within the corridor, through opportunities enabled by the AUP and NPS UD.

The Plan Enabled Scenario leverages further investment in significant urban interventions in the corridor. This will secure additional benefits created by the opportunities that rapid transit investment provides along with increased urban development capacity that will be enabled through implementing the NPS UD requirements.

Making it happen

The investment in rapid transit and associated urban development provides a firm platform and step change for Auckland towards quality compact urban transformation which is supported by reliable and efficient public transport. To realise these benefits fully, investment in to corridor needs to adopt a partnership approach which capitalises on central and local government investment and supports market attraction within the corridor.

The approach to achieving higher intensification will be considered for each station precinct. Ensuring sustainable and supportive development requires a strategic, managed approach.



Characteristics for supporting urban development

- Social Characteristics**
Crime, social character, amenities, social infrastructure, mix of uses.
- Economic and Commercial**
Employment growth, population growth, economic growth, local level demand, regional real estate market, other central government policy, demographics, market attractiveness.
- Physical Characteristics**
Existing urban environment, private development, compatible land uses, urban decay, urban renewal, public facilities, contour and landscape.
- Accessibility**
Implementation of transit improvement, accessibility to labour markets and education opportunities, enhanced connectivity to station precinct.
- Land Characteristics**
Infrastructure capacity (network, 3 waters), cost of land and likelihood of redevelopment, ease of private land assembly, public land assembly levers.
- Planning**
Zoning and development incentives, neighbourhood attitudes, growth ambitions of larger community, public realm and access policy, transport policy.

An example of how the project partners can work together



What this means:

- Optimised investment opportunities and commitment to funding where land is already owned by key project partners
- Spatial identification of key opportunities and constraints as well as urban response
- Programme and timing of enabling infrastructure to support early delivery of key projects
- Regulatory progression to enable early delivery
- Amalgamation of partner owned land to deliver on the outcomes and opportunities identified in the masterplan
- Partner investment in location where central government can enhance market attractiveness and lead urban transformation
- Procure private sector investment with supporting agreements which ensure the delivery of key outcomes
- Development profits shared between Partners

Key areas of focus

Four locations have been identified as key areas of focus, due to their potential for urban transformation and the need to address the ambitions of iwi and established communities. The following diagram identifies the degree of readiness for development for each key area along with early moves and who will lead the planning and development. All early moves and roles are to be defined in partnership with iwi.

Readiness ● High ● Medium ● Low

Understanding and defining the corridor

Corridor wide opportunities underpin local responses which require differing approaches in each place. At a corridor scale this means:


- **Set the vision:**
 - the ambition, including the nature and shape of future urban form
 - assessment and prioritisation of areas which support transit investment and meet the needs of iwi and communities
- **Carefully consider land use mix, density and design:**
 - support sustainable quality, compact urban form
 - provide opportunities for employment and agglomeration benefits
 - support increased density through diversity and good design
 - build off local vibrancy and amenity
- **Identify areas with highest levels of deprivation and transport inequity (particularly in the south of the corridor)**
 - plan investment to directly influence benefits in these locations and provide more and accessible social infrastructure
- **Integrating complementary movement networks, in particular active modes and public transport interchanges including where:**
 - areas are under serviced by reliable, high quality rapid transit such as Māngere and Wesley
 - rapid transit connects with heavy rail and bus networks at key locations for example, Dominion Junction and Onehunga

Case Study: Pearl District - Portland, Oregon

The Pearl District is an example of transit-oriented development at a large-scale that meets city-wide goals and objectives and plays a similar role to what is proposed for Dominion Junction.

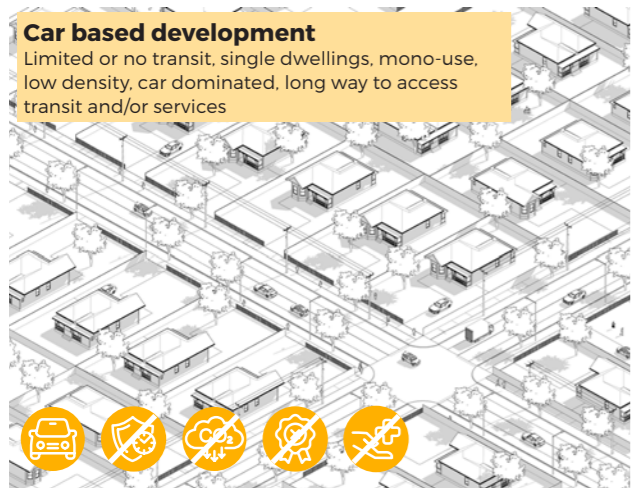
The area was an industrial area that experienced urban revitalisation and redevelopment as a result of the extension of the Portland Streetcar. Between the start of service in 2001 and 2005, 7,248 housing units and 4.6 million square feet of commercial space was built within 2 blocks of the streetcar line.

Portland met its 20-year housing goal in just 7 years, using just 10% of the projected land, by building a density of new housing adjacent to reliable transit. 25% of all residential units are affordable and tenure blind, creating a new, mixed-income neighborhood, with organisations and the community working to avoid displacement and support ageing in place.



Car based development

Limited or no transit, single dwellings, mono-use, low density, car dominated, long way to access transit and/or services

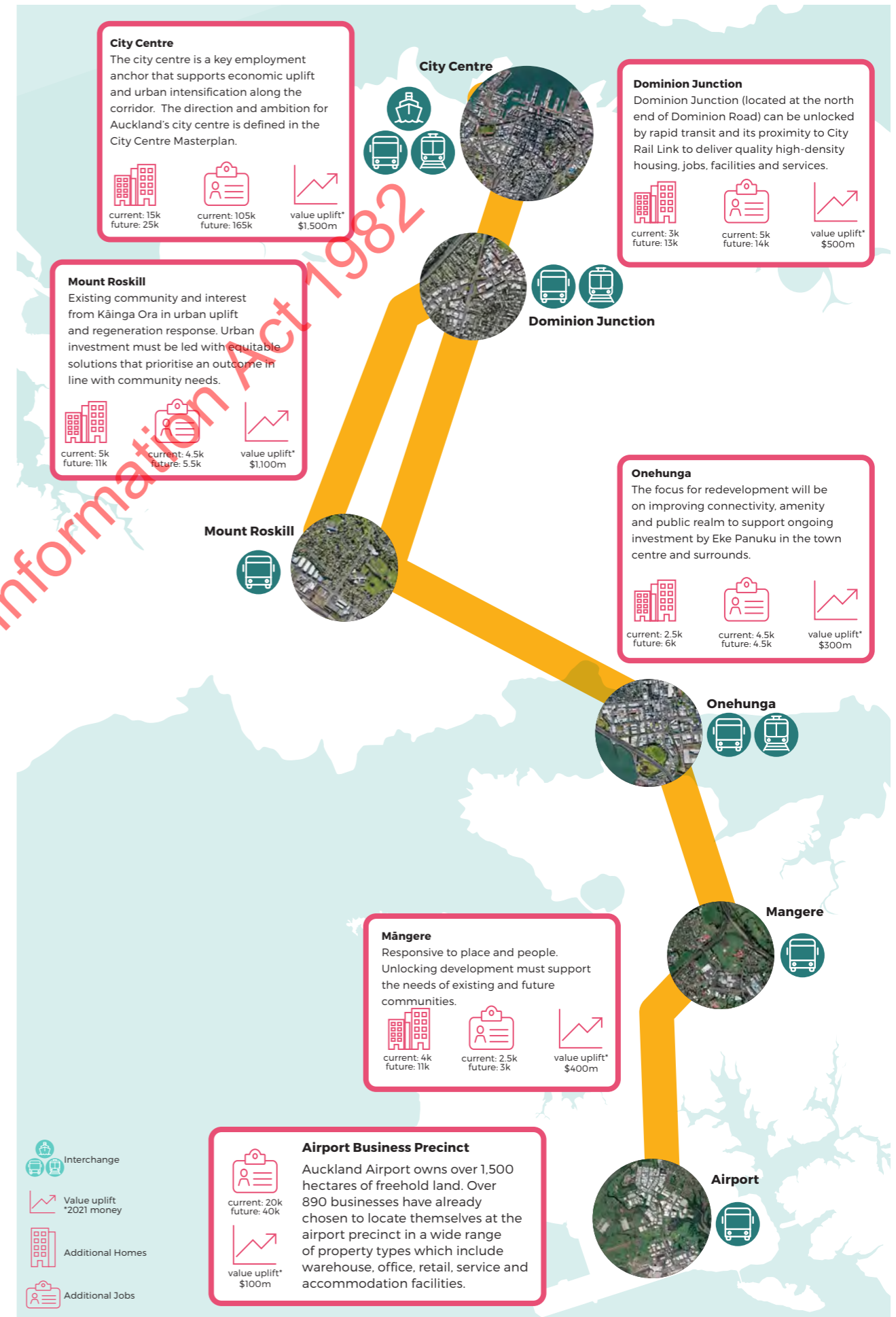


Transit supported urban development

High transit access and use, mixture of dwellings, mixture of land-use, higher densities, car is integrated but not dominating



Not investing in rapid transit in this corridor could mean that investment will go elsewhere in the region. As a result, growth will follow this investment which will undermine the sustainable quality compact approach to growth, particularly if that growth is located on the periphery of Auckland.



City Centre
The city centre is a key employment anchor that supports economic uplift and urban intensification along the corridor. The direction and ambition for Auckland's city centre is defined in the City Centre Masterplan.
current: 15k future: 25k value uplift* \$1,500m

Mount Roskill
Existing community and interest from Kāinga Ora in urban uplift and regeneration response. Urban investment must be led with equitable solutions that prioritise an outcome in line with community needs.
current: 5k future: 11k current: 4.5k future: 5.5k value uplift* \$1,100m

City Centre
Dominion Junction
Dominion Junction (located at the north end of Dominion Road) can be unlocked by rapid transit and its proximity to City Rail Link to deliver quality high-density housing, jobs, facilities and services.
current: 3k future: 13k current: 5k future: 14k value uplift* \$500m

Mount Roskill
Dominion Junction

Onehunga
The focus for redevelopment will be on improving connectivity, amenity and public realm to support ongoing investment by Eke Panuku in the town centre and surrounds.
current: 2.5k future: 6k current: 4.5k future: 4.5k value uplift* \$300m

Onehunga

Māngere
Responsive to place and people. Unlocking development must support the needs of existing and future communities.
current: 4k future: 11k current: 2.5k future: 3k value uplift* \$400m

Māngere

Airport Business Precinct
Auckland Airport owns over 1,500 hectares of freehold land. Over 890 businesses have already chosen to locate themselves at the airport precinct in a wide range of property types which include warehouse, office, retail, service and accommodation facilities.
current: 20k future: 40k value uplift* \$100m

Airport Business Precinct

Legend:
Interchange
Value uplift *2021 money
Additional Homes
Additional Jobs

What does this look like?

The first step to developing a place-specific programme of interventions for any location along the corridor is to establish a vision and master plan to shape urban outcomes within walking distance of the station or stop. This illustration is not intended to replace this process, and has been developed solely to illustrate the potential scale of change and application of urban interventions in practice.

Outcomes

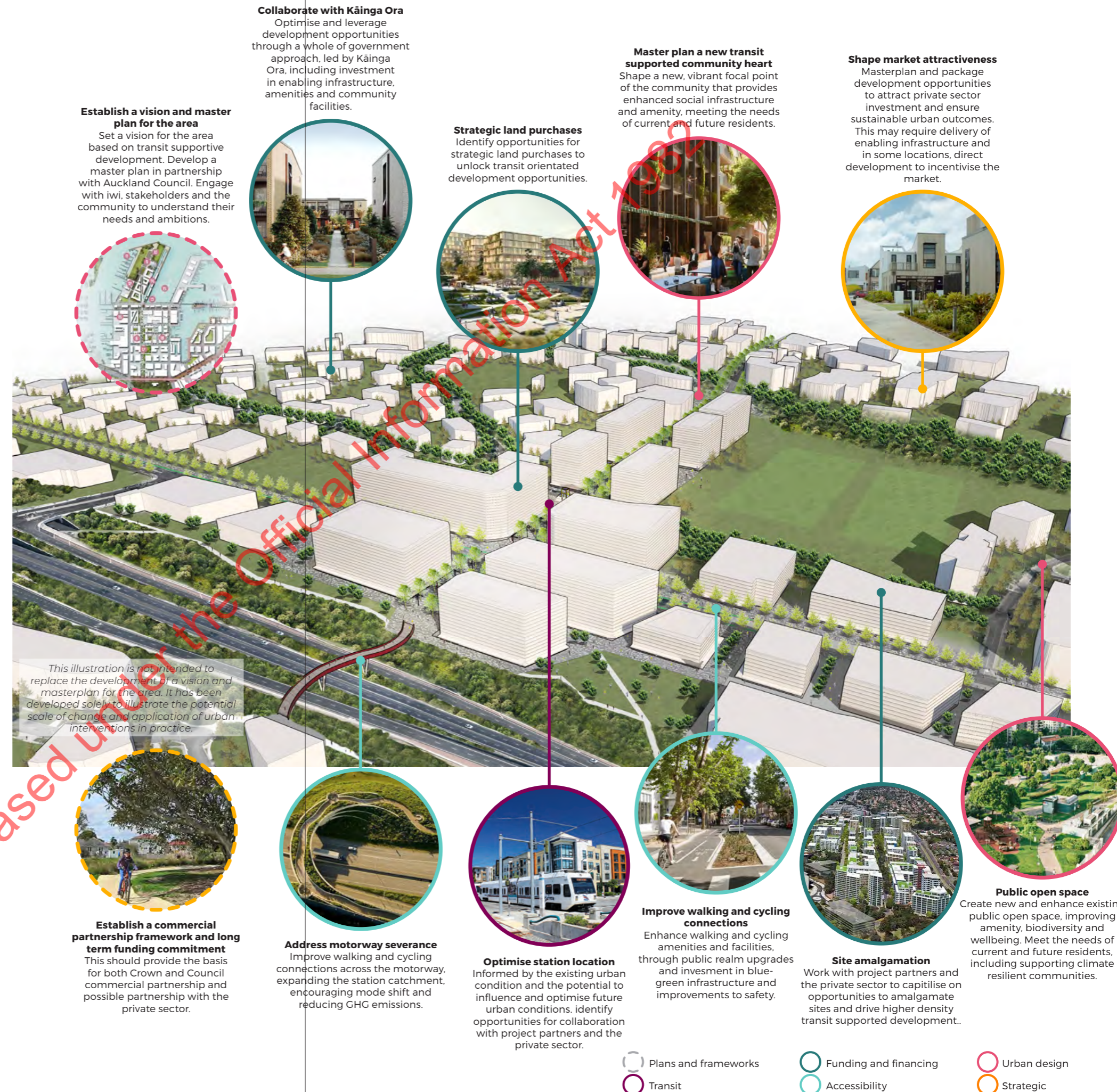
Central government has prioritised investment in this corridor and has provided direction on the outcomes being sought (detailed below). Urban interventions identified in this worked example deliver on these outcomes to varying degrees.

- Access and Integration:** Improved access to opportunities through enhancing Auckland's RTN and integration with the current and future transport network.
- Environment:** Optimised environmental quality and embedded sustainable practice.
- Experience:** A high quality service that is attractive to users and highly patronised.
- Urban and Community:** Enabling of quality integrated urban communities, especially around Mangere, Onehunga and Mt Roskill.

Intervention	Project partnerships	Outcomes
Establish a vision and masterplan	s 9(2)(i)	●●●●
Collaborate with Kāinga Ora		●●●●
Strategic land purchases		●●●●
Master plan a new transit supported community heart		●●
Shape market attractiveness		●●●●
Establish a commercial partnership framework and long term funding commitment		●●●●
Address motorway severance		●●●●
Improve walking and cycling connections		●●●●
Optimise station location		●●●●
Site amalgamation		●●●●
Public open space	●●	

This scenario has been developed with Auckland Unitary Plan planning constraints removed. Details of additional assumptions can be found in the Stations and Walkable Catchments report.

Note: All of government refers to Central Government agencies, Auckland Council including Council Controlled Organisations (CCOs) such as Auckland Transport and Eke Panuku.



This illustration is not intended to replace the development of a vision and masterplan for the area. It has been developed solely to illustrate the potential scale of change and application of urban interventions in practice.

Collaborate with Kāinga Ora
Optimise and leverage development opportunities through a whole of government approach, led by Kāinga Ora, including investment in enabling infrastructure, amenities and community facilities.

Establish a vision and master plan for the area
Set a vision for the area based on transit supportive development. Develop a master plan in partnership with Auckland Council. Engage with iwi, stakeholders and the community to understand their needs and ambitions.

Strategic land purchases
Identify opportunities for strategic land purchases to unlock transit orientated development opportunities.

Master plan a new transit supported community heart
Shape a new, vibrant focal point of the community that provides enhanced social infrastructure and amenity, meeting the needs of current and future residents.

Shape market attractiveness
Masterplan and package development opportunities to attract private sector investment and ensure sustainable urban outcomes. This may require delivery of enabling infrastructure and in some locations, direct development to incentivise the market.

Establish a commercial partnership framework and long term funding commitment
This should provide the basis for both Crown and Council commercial partnership and possible partnership with the private sector.

Address motorway severance
Improve walking and cycling connections across the motorway, expanding the station catchment, encouraging mode shift and reducing GHG emissions.

Optimise station location
Informed by the existing urban condition and the potential to influence and optimise future urban conditions, identify opportunities for collaboration with project partners and the private sector.

Improve walking and cycling connections
Enhance walking and cycling amenities and facilities, through public realm upgrades and investment in blue-green infrastructure and improvements to safety.

Site amalgamation
Work with project partners and the private sector to capitalise on opportunities to amalgamate sites and drive higher density transit supported development.

Public open space
Create new and enhance existing public open space, improving amenity, biodiversity and wellbeing. Meet the needs of current and future residents, including supporting climate resilient communities.

- Plans and frameworks
- Funding and financing
- Urban design
- Transit
- Accessibility
- Strategic

Key actions

The following key actions and advice have been identified as necessary in order to secure the urban outcomes:

Mandate

The project partners to have a clear mandate and accountability to secure quality transit supportive urban outcomes including housing, employment, community, environmental and Te Ao Māori outcomes through an Urban Development Programme.

Planning policy

Planning policies to be reviewed and amended as appropriate to ensure quality transit supportive development is enabled.

Funding

Identify funding sources, strategies and structure to support the Urban Development Programme and potential value capture.

Strategic assessment and master planning

Place-based assessment across the corridor and node by node to determine the scale of urban development opportunities and constraints followed by a masterplan to determine the vision and urban ambition required to enable, unlock and secure quality transit supportive urban development.

Interventions

Identify specific interventions required, including enabling infrastructure, amenity and land purchases, catalyst transit supportive development opportunities, risk analysis and strategy for implementation.

Delivery

Optimise, organise and operationalise the Urban Development Programme to secure urban outcomes, including private sector partnerships.

Governance

The Governance group be tasked with responsibility for overseeing and securing the project urban development outcomes.

An **Urban Development Programme** will be required to secure the integrated urban and transit outcomes. This Urban Development Programme is a comprehensive series of urban interventions which will integrate with and support the implementation of the rapid transit project. The use of urban interventions will aid the delivery of transit supportive urban development.

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