

Integrating Urban Form and Infrastructure

This Integrating Urban Form and Infrastructure Theme Paper has been prepared as part of the START – Sustaining the Auckland Region Together project. The paper reflects a range of views and does not represent official positions of the organisations involved.

1.0 Introduction

This paper presents a summary of the expert group's discussion about the integrating urban form and infrastructure dimensions of a sustainable future for the Auckland region. It proposes 'end state goals' for both Auckland generally and with regard to the specific theme of integrating urban form and infrastructure. This paper identifies opportunities and the challenge that we will need to meet, and proposes a series of actions that might help to get us closer to the goal.

By urban form we mean the spatial patterns and interrelationships that exist between:

- The landscapes and natural environment that the region sits within and the iconic features which relate to the city – the harbours, cones and rain forest clad ranges which have shaped the broad urban pattern; and
- The land uses within the region which provide locations for the living, working, cultural, community and recreational activities of people and communities; and
- The social and physical infrastructure that shapes, supports and underpins these activities, including assets like roads, rail, ports, power plants, water/wastewater, health, educational and civic facilities.

2.0 Goals

Important Goals to add to the START Prototype

The following goals for Auckland Region are fundamental:

- ♦ **Uniqueness and identity.** Develop a distinctive "Auckland" identity and see this identity celebrated in its open spaces, but also increasingly in its buildings. We need a city region that suits us, that is world class, but in a kiwi kind of way – informal, fresh, multicultural, welcoming and well organised.
- ♦ **Pluralism and diversity.** An open and inclusive society, which understands, accepts and celebrates our bi-cultural past and the diversity of its future. Having a city form that provides many opportunities for people and

communities to mingle, share cultures and exchange viewpoints and participate fully will be important in building social cohesion.

- ♦ **Liveable and prosperous.** We need a strong economy to ensure we meet not only basic needs but we also offer equitable experiences and competitive opportunities. Liveability is also needed to encourage innovation and entrepreneurial behaviour. We need an urban form that promotes the exchange of ideas, concepts, skills and resources, just as much as one that promotes the exchange of goods and services.
- ♦ **Blue and green networks.** The harbours, gulf, cones and bush-clad ranges are fundamental to our identity and need to be treasured and extended. We need to maintain a definable rural hinterland both on the mainland and on adjacent islands where the built form is less dominant, so that we can provide a diverse living and recreating environment.
- ♦ **Resilience and adaptability.** We need an urban form and infrastructure that through adaptability, provides resilience to future changes in demographics, technology and world economic events.

Important Principles to add to the START Prototype

The following principles for managing Auckland's future are important:

- ♦ **Inspiration.** We need to inspire greatness and innovation. We need to get people to rally around an inspired vision, reward people that do the right thing.
- ♦ **Communication.** We need to communicate what we want for an Auckland in 2106 so that we understand the level of change needed.
- ♦ **Collaboration.** We need integrated planning and delivery. We need joined-up effort in achieving goals as much as we need joined up thinking in developing goals. We need to promote collaborative behaviour amongst public agencies and get rid of the "Auckland disease".
- ♦ **Affordability and Prioritisation.** Actions and interventions have to take account of affordability and be clearly prioritised. Some investment needs to be strategic and long term, not fragmented and short term.
- ♦ **Implementation.** Strategic documents need to have a focus on implementation, recognising that implementation issues (constraints on resources, skills, capacity and money) are the greatest constraint on achieving outcomes and goals.
- ♦ **Review.** We need to continuously increase our knowledge and understanding of the urban system. Continuous and ongoing monitoring of our assumptions and outcomes is necessary. We need to plan for uncertainty and periods of rapid change.

Important Goals for Integrating Urban Form and Infrastructure

The following goals (in no particular order) are fundamentally important for Auckland's urban form and infrastructure:

1. **Extension of the blue and green networks in the region.** We need to link the currently isolated areas together and restore and enhance the natural environment, so that it's in a better shape than it is today. We need to retain the potential of rural areas and landscapes and avoid rural sprawl. Urbanites contribute to the protection of these areas through compact development and open space protection. We must not forget our Gulf Islands and the counterpoint they provide to mainland living; and
2. A **core network of adaptable, flexible infrastructure** that is delivered and maintained to a high standard and in an integrated way, with a mix of centralised and decentralised, but connected, components providing resilience. Vital is a layered and integrated transport and communications network, providing more choices to people about how they can get around their cities, meet with and interact with people, share knowledge and ideas, while supporting safe, liveable and attractive business and residential neighbourhoods. We need an infrastructure network that is responsive to new technology and demands and we need to identify and protect corridors to provide for this infrastructure; and
3. A **network of strong, self-sufficient integrated centres and neighbourhoods.** Auckland already has a strong core and a number of regional centres - we need to build and network our current assets and infrastructure to respond to regional and local needs. We need to be clear about our future growth areas, as over 100 years new areas will develop. We need to find ways to integrate growth efficiently into the regional pattern and ensure it is actively planned for and funded, rather than allowing a haphazard extension of the urban area on all fronts. Infrastructure needs to follow and network with planned growth and be within boundaries defined by the blue and green networks. We need to define what is regionally significant and to be shared by all. Self-sufficiency at the community level will mean ensuring communities have access to the things they need to sustain local activity; and
4. An **urban form that supports the economic dynamics** associated with the new economy- liveability, centres of excellence, agglomerations of knowledge-based enterprises, clusters of related businesses and an opportunity for and high quality agricultural production on the periphery. This means a focus on urban form that promotes and encourages the transfer of ideas, skills and knowledge, not just goods and services; and
5. Promotion of unique **character and identity** within the urban area that builds on our strong, dramatic landscapes, adding layers associated with civic buildings and spaces that speak of our bi-cultural past and multi-cultural future. We need new development that is of the highest possible standard and protects our heritage buildings and spaces. We want to be as proud as our buildings as we are of our natural assets; and
6. **Promoting social inclusion and wellbeing** through the provision of social infrastructure preferably ahead of development. Events, activities and spaces should promote interaction between people and communities, not isolate

them. We need an urban form that promotes recreational activities, supports fit, active, healthy communities with options for people to safely walk, cycle and recreate in their neighbourhood. We need more adaptable buildings and neighbourhoods that can respond to changing business patterns, demographics, and lifestyles; and neighbourhoods that can absorb changes in work, recreational and living conditions and can cope with a more diverse range of building types and activities; and

- 7. A governance and legislative environment that encourages integrated planning and delivery.** We need legislative mandates that require integrated processes and co-ordinated outcomes¹. We need funding streams that reward organisations and agencies that participate in integrated approaches to the planning and delivery of services and not create barriers to this occurring. We need governance and legislation that encourages efficient and effective decision-making at the appropriate temporal and spatial scales. We need a clear link between strategy development, decision-making, implementation and funding. Some decisions such as infrastructure needs to be made at the regional level whilst others such as neighbourhood parks and social amenities can be made at a much more local level.

3.0 Seeds and Constraints for Urban Form and Infrastructure

3.1 Seeds for Sustainability

In terms of management and direction of change regarding urban form and infrastructure in the region, we should focus on the region's natural assets and past successes. 'Assets' are interpreted as intrinsic characteristics of our place and 'successes' are recognised as the positive consequences of past choices, and often occurred where our assets were preserved or enhanced through public decision-making (see table below).

¹ For example, currently the RMA does not do this, but the LG(A)AA does.

Our Assets	Our Successes
<ul style="list-style-type: none"> ◆ Auckland region is blessed with extraordinary natural assets, most notably our harbour and beaches, volcanic cones and forested areas ◆ We have a community that is diverse and the background rhythm of 'Polynesia' makes our city unique, interesting and attractive to others ◆ Our city has pockets of architectural character and form that is valued by the community ◆ Our city has a strong structure of centres that form important community and transport hubs, (even if many are performing poorly at the moment) ◆ We have a well-educated society, which is open to new ideas and concepts 	<ul style="list-style-type: none"> √ Our regional parks are spectacular √ Our water and wastewater systems work well √ We have proven that in some areas we can adapt over time, some of our housing stock is reflective of that (some of which has character and demonstrates a constant sense of change) √ We are creating mixed use and higher density areas that are supported by transport links √ Our CBD is revitalising (e.g. Britomart) and we have strong regional sub centres. These areas provide an insight to the city we want to become √ We have some quality urban environments and strong sub regional centres that indicate a priority to the future (Takapuna, Newmarket). We have some traditional areas such as Ponsonby that reflect character, diversity and longevity √ We have a Regional Growth Strategy that was signed up to by the elected leaders in our Region (1999).

3.2 Constraints and Challenges

In order to move in the right direction towards achievement of the end-state goals identified for the Auckland Region's urban form and infrastructure, a number of issues and constraints will pose challenges that will need to be addressed (see table below).

Our Issues	Our Challenges/Barriers
<ul style="list-style-type: none"> ◆ We are still living off the investment decisions from the past. We try to squeeze more out of our infrastructure than what it was designed for – we are now at a cross-roads and need to make smart and long term decisions ◆ We tend to operate around 'infrastructure led planning' therefore we are always chasing it ◆ We compete for 'sub-regional' or local assets, such as stadiums, event centres etc and we are diluting resources and possibly quality, as a consequence we have problems achieving 'centres of excellence' ◆ 40% of the region is dedicated to roads and off-street parking. We need the remainder for other infrastructure ◆ We have \$10 billion committed to roads in the near future – this is not a sustainable solution given that traffic volumes are rising more than the capacity enhancements provided ◆ As a region we are not self sufficient, we rely on our neighbours to supply us with our needs – this means we are vulnerable to change in supply or being cut off from essential services such as gas, electricity, fuel. How do we future proof our infrastructure? ◆ We have a variable understanding and buy in to what sustainability is and means in the urban context ◆ There are still a number of social inequities within the Region. Without attention to equity, we can't truly create a healthy cosmopolitan city ◆ We have a diverse population and the size of different ethnic groups is changing. The wellbeing of Auckland's people in societal terms is determined in a large part by the networks of associations with in the community. Continuous strengthening of these associations is part of building a sustainable region and the infrastructure that supports it ◆ How do we manage public acceptance of change? Particularly when the public horizon is frequently 3-5 years. 	<ul style="list-style-type: none"> ! We have a number of visions and strategies, but nothing shared to work from ! We need to find a way around local parochialism ! We are a city of cities, without one "leader" ! We can't seem to decide if we are socially led or market led. This causes mixed messages for the public, developers and investors in our city ! We have historical patterns of separating activities – which has an impact on the legibility and permeability of the urban form ! When it comes to finding ways to respond to urban form and infrastructure issues we always see the stick and rarely the carrot (i.e. few incentives for change) ! The geography of the isthmus is such that it forms a bottleneck, north and south. This constrains some of the ways we can respond to the infrastructure challenge. In other ways this is an opportunity to pursue our other transportation ideals ! Our governance structures are such that we can't deliver a shared vision ! Funding is always an issue – it is never secure or sustainable. Funding taps get turned on and off. Decisions on funding are often separate from decisions on vision and strategy.

3.3 Our Opportunities

The opportunities that currently present themselves to advance a more sustainable urban form and infrastructure in the future are through:

- ♦ An awareness and interest in buying into a **collective vision and collective action** for the future. Auckland is at a crossroads and now is the time for our leaders to provide a vision that inspires the regional community and gives them hope in a collective and sustainable future without compromising local aspirations and identities.
- ♦ **Decision-taking.** We are a small (mostly), well-educated society. Through out our history we have made decisions and taken calculated risks on issues that are "ahead of their time". Once we agree a course of action it can quickly be understood and adopted across society (we can reflect this through examples such as our nuclear free policy). We need to take up the challenge for our urban form and infrastructure.
- ♦ **Investment in infrastructure.** A new cycle of investment in infrastructure is underway. Critical decisions are being made around transport, energy, wastewater. Investment can be shaped but we need to avoid making short-term decisions as they have long-term consequences. The way in which new physical and social infrastructure is delivered will be important in leading growth and change in the future.
- ♦ **A better understanding of our environment.** We are continuing to develop our understanding of the urban environment. As new technologies come through we should be able to better anticipate what the consequences of change will be – particularly as the population grows and demands on our resources heightens.
- ♦ Urban renewal: Some areas of the city are experiencing rapid change and redevelopment – we have an opportunity to **shape urban renewal** in a way that responds to our important longer-term goals.
- ♦ **Innovation and Technology.** We should see a major boost in the near future as unbundling of broadband occurs, allowing more choices over workplaces, hours, patterns and activities giving people more options to avoid bottlenecks and constraints. Over the next 100 years, there will be the emergence of differing forms of movement and transport systems that will provide different choices for the population.
- ♦ **Strengthening our economy through action.** High employment, Working for Families, possible tax cuts and the falling Kiwi dollar boosting the export sector indicates that the economy is strong and will keep growing - with strong investment in homes and businesses. People are more willing to look at different ways of paying for things/doing things during good times we need to make the most of this for long term benefits. Ten year LTCCPS have put the spotlight on local body finances and the unsustainability of current revenue sources. This provides the driver to look at more sustainable ways of doing things and paying for things. Rising fuel prices are likely to be a feature of the future – these will continue to push up costs of travel. Already, people are starting to change their behaviour, we need to find smart ways to encourage individuals and corporates to sustain this changed behaviour.
- ♦ Developing regional forums, integrated planning and **growing interaction** with central government.

Impact of the Forces

Six 'Forces of Change for the 21st Century' have been identified as part of the START project, and presented in a series of working papers for debate. These forces have been identified as being likely to impact the Auckland region and its people over the next century. Considering Integrating Urban Form and Infrastructure in light of the Forces, the following potential impacts and opportunities emerge:

- ◆ **Climate change and natural hazards:** Global climate change is likely to benefit Auckland compared to regions in the wider Pacific and further afield are likely to suffer much greater changes. There may be a boost to agriculture and horticulture economies, yet there may also be an influx of people onto our shores looking for a more benign environment. This will change our demographics and impact on demand for open space, housing, healthcare and resources such as water. Physical changes through sea level rise or threats from increasing storm surges will impact where people can live safely. Unwise choices around new developments and investment in infrastructure could expose current and future populations to unnecessary hazards and mitigation costs.
- ◆ **Resource Availability.** Our access to water in various parts of the region may not be as free and accessible as it is currently. This may have implications for meeting our basic needs as humans and our supporting environment. Local access to resources such as water and international access to resources such as oil, will also have direct implications on where and what form growth can occur. The availability of resources may also have secondary implications for our economy. There could be a range of opportunities in how we use traditional wastes as a resource in its own right.
- ◆ **Globalisation:** Auckland (and NZ) is perceived as a safe, open, tolerant society with high educational and health standards – again this should see many more people attracted to the area. Aucklanders are very globally connected and the economy should benefit from the growth of economies like India and China. We need a city that helps to assimilate new migrants and gives them the opportunities that we have had. We need to tap into any competitive advantage we have as the world's biggest 'Pacific' city. We also need to harness the links with ex-pat kiwis in the global economy.
- ◆ **Technology:** Technology should provide many more opportunities for diversified and decentralised infrastructure, including transport, communications, energy etc. The impact of this on urban form is hard to predict, but it should see a much more complex "networked" city form to emerge. The knowledge economy is likely to widen the gap between skilled and unskilled workers, in both social and spatial terms. We need to find ways to manage this gap and not allow it to grow to a point where it is destructive within and between our community.
- ◆ **Demographic changes:** Auckland is likely to get much more diverse. Auckland will have sub-regional differences, younger in some areas of the region, ageing in others. Maori and Pacific Island cultures will become stronger. Migrant groups will grow in numbers, particularly the Asian sector. Many more migrants can be expected as the country, especially those seeking the lifestyle that Auckland can offer over other countries and cities. We need an urban form that helps to integrate diverse communities – cultures and people need to be able to express their identity, but in a pluralistic way, not in a xenophobic way. There will be changes in expectations, lifestyles,

saving habits and behaviours, which may impact our ability to finance our future.

- ♦ **World Views:** Some form of responsible individualism is likely to develop – greater choice and freedom for individuals, but within a framework that makes them more responsible for the costs of their choices, but also rewards them for desirable actions. This fits with the Kiwi mentality of caring individualism and a natural disdain of authority.

4.0 Actions

Actions, strategies and responses as means of achieving the end state goals for urban form and infrastructure. Six categories have been identified as important.

Extension Of The Blue And Green Networks In The Region

Key Action

- ♦ **Define and agree on the ‘no-go’ areas and develop creative public/private protection mechanisms.**

Supporting Actions

- We need to define and agree on no-go areas in terms of where urban impacts should and should not be permitted to occur (noting the quadruple bottom line for outcomes). Centre/peripheral/edge relationships need to be better defined in terms of land use policy. We need to reflect the differences in the urban and rural community. We don't want sprawl but there is pressure and tension at the edges.
- The delivery of the above does not have to be solely through public ownership. Some networks are physical connectors whilst some carry out important ecological functions and others are simply visual. To promote these networks we need to be flexible about ownership and create incentives for landowners to protect features and landscapes.
- Our regional parks are excellent, but better urban parks are needed with more cycle and walking paths. Non-motorised access to coastal, open space areas is very important and island experiences add value.
- Connectivity and scale of networks is important, along with enhancement and protection. For ecological reasons it's not all about use by humans. Mapping of future ecological corridors is needed.

A Core Network of Adaptable, Flexible Infrastructure

Key Actions

- ♦ **Create a framework for centralised and decentralised decisions around infrastructure (including prioritisation and funding sources) that links to a shared vision.**
- ♦ **Find ways to optimise the infrastructure that we already have and smooth the path to building new and necessary infrastructure.**

Supporting Actions

In terms of the network:

- There will be at least two pathways to respond to future pressures (e.g. difference between the developed CBD and rural areas). One will be a centralised response, the other a decentralised response. Decentralisation will have to come with responsibility. A centralised regional monitoring system is needed where we go down a decentralised path.
- We need to change our approach to resource use and waste. A world class city will take care of its waste and will treat its waste as a resource and identify innovative approaches to implement this in a staged way.
- We need infrastructure providers to integrate their systems, e.g. by using corridors for multi purposes (telecoms, rail, pipes all in the same corridor)
- We need to be aware of new technologies and have a much greater horizon about these. Future proofing decisions is necessary. Development today needs to think about emerging technologies tomorrow (this needs to be mainstreamed).
- We need to look at incentives, (e.g. legislative and financial) to promote integrated planning and development. We need to reward people for doing the right thing.

In terms of investment

- There needs to be a greater association between the user and the payer. We need to get the “externalities” back into the system to plan for and reflect true costs.
- There is the ability to reduce “wastage” and spend our resources better, to use our existing assets better rather than constantly add capacity.

In terms of delivery:

- We need to make use of tools like building code and housing standards to allow for alternatives and promote or require site based and neighbourhood solutions where needed.
- The “fine grain” of the network needs to be considered as much as the bigger trunk services, especially in relation to transport and stormwater.

A Network of Strong, Self-Sufficient, Integrated Centres and Neighbourhoods

Key Actions

- ♦ **A strong regional core that focuses on what is regionally important to Aucklanders. We need to jointly invest in shared, high quality, world-class urban form and infrastructure.**
- ♦ **At the same time as the above, we need to enable initiatives that provide an opportunity to integrate and share networks at a neighbourhood level. Networking in this sense reflects on schools, transport systems, retail and civic activities at a local level.**

Supporting Actions

- Auckland is a polycentric city, with a cluster of centres in the middle (CBD, Newmarket, Takapuna, Ponsonby) and a range of centres in outside of the CBD. Satellite centres in surrounding regions developing over time and we need to get the relationships between these centres right.
- A strong regional core is required to promote transformational economic growth productivity and community innovation (but this does not mean one centre, rather an integrated set of centres in the core area), along with flourishing sub regional centres. At the local or neighbourhood level we need enhanced local and town centres, mainstreets and activity corridors.
- Specific regard needs to be given to passenger transport. Efficient passenger transport-based movement in the core regional activity corridors is very important.
- Price signals need to reward activities that reduce demands on network infrastructure (and the environment) through greater use of charges, levies and user pays and the promotion of on-site or localised solutions.
- We need a regional approach to the identification, delivery & maintenance of region wide community, cultural & recreational assets, e.g. each “City” cannot have its own opera house. We need local needs to be met locally and regional needs met regionally on an equitable basis.
- We need to be cognisant of the identification of centres that have rational and logical community and commercial reasons for being. We also need to support regional centres where greatest mass and community concentration occurs for it is here that accessibility is greatest for most and that more regional or sub-regional facilities can be focussed.
- We need an urban form that responds to technological change and the development of communication networks. We need to facilitate and create support for this to happen (get people’s heads out of the sand that the city will stay the same). This will require a stronger regional approach to intensification and/or redevelopment of some centres – in terms of communication, zoning provisions and infrastructure investment.
- Over the next 100 years, new growth centres / areas will develop beyond what we have defined as the urban limit at both the intra and inter-regional scale. We need to develop ways of integrating these into the regional pattern – we need to define the networks and tools we can use to help circulation to from and around these centres in a sustainable way. We need to avoid a haphazard approach to growth corridors outside the region. Any future urban expansion needs to follow transport and infrastructure networks and stay within boundaries defined by the blue and green networks.
- High quality private investments in spaces and buildings in centres will only come about where there is a degree of certainty over future market conditions. The same applies to public infrastructure. We need to reinsert some form of “stability” outcome back into the planning system, not to ration or stop growth. This means some form of directional control on development rates – and more certainty about supply.
- We need to communicate the benefits of our growth choices (density, innovation, investment) to people and we need planning systems that reward the right development in the right place.

- Robustness and adaptable buildings is important in these centres. Street life is critical - we need the café, not the mall.

Urban Form That Supports The Economic Dynamic

Key actions

- ♦ **Provide certainty to the economy, by having a clear vision and strategic direction and making sure we fund the ‘right’ things in the ‘right’ places.**
- ♦ **Promote/require an urban form that is adaptable to the changing economic role of Auckland – with particular regard to changing technology and work-life patterns.**

Supporting Actions

- A strong regional core is required to promote transformational economic growth and community innovation (but this does not mean one centre, rather an integrated set of centres in the core area), along with flourishing sub regional centres. At the local or neighbourhood level we need enhanced local and town centres, mainstreets and activity corridors.
- High quality private investments in spaces and buildings in centres will only come about where there is a degree of certainty over future market conditions. The same applies to public infrastructure. We need to reinsert some form of “stability” outcome back into the planning system, not to ration or stop growth. This means some form of directional control on development rates – and more certainty about supply.

Promotion of Character and Identity

Key Actions

- ♦ **Improve the relationship between the valued natural features of Auckland and the built environment/urban form through involvement and experimentation**
- ♦ **Find ways to help communities express their cultural identity through more innovative and adaptive use of public and private space.**
- ♦ **Ensure major infrastructure contributes to character, identity and shared vision**

Supporting Actions

- While we appreciate the natural landscape, we need to better understand exactly what identity and character means for different cultures and communities with regard to the urban form/built environment.
- Experimentation in the built environment is needed. We haven’t yet found the right range of building forms for our climate, landscapes and our communities. We can’t base our view of what a good urban form is on historical models of the small rural village, or the informal coastal settlement; images which always seem to be in people’s minds when they talk about the ideal NZ settlement. Neither can we rely on overseas models. We need to encourage and allow for testing out different ways of doing things. As a first step, we should experiment more with the public urban form and space, designing these through involvement and in a way that better reflects identity.

- We need better tools to start to understand and express the social and cultural identity of any given area. Communities need to find ways to express success. This is probably best done through the promotion of involvement and interactions between cultures and people with different social status in the ‘third space’ – e.g. public space that is not the private home or commercial spaces like malls. Events in common spaces, like Pacifica, the Lantern Festival help build identity and character.
- We need to be cognisant and understand future cosmopolitan Auckland and focus on those places and spaces that draw people together. Promenades, like Mission Bay are spaces where communities come together in all its richness and diversity – we need more of them.

Promoting Social Inclusion and Wellbeing (through social infrastructure)

Key actions

- ♦ **In recognition of a changing profile of our community we need to develop tools to measure and promote social inclusion in urban development and redevelopment.**

Supporting Actions

- We need to tangibly plan the provision of social infrastructure. We need to develop criteria related to how we measure social wellbeing and consider what are the provision requirements in spatial terms. We need to give social infrastructure the same attention we have given to transport, wastewater and other forms of infrastructure.
- This could be achieved through tools to audit social infrastructure needs. We need an up-front social audit of new development proposals. From this we can begin to assemble tools to help define what does social infrastructure look like on green and brownfield sites and consider optimal provision.
- We need to acknowledge the impact of all infrastructure on urban form and its associated impact on networking, mobility, social inclusion and well being.
- We need to land bank for social infrastructure. We need to start pushing for inclusionary approaches to zoning (making sure things get added in to developments so that they provide more equitable and inclusive environment, like affordable housing, space for local community activities, local workplaces), rather than always trying to exclude things.
- As with other infrastructure, there we need to consider decentralised vs. centralised approaches to the provision of social infrastructure.
- In relation to all the above, we need to be cognisant that it is not just about real estate. We need to provide adaptable spaces and be creative about the use of the ‘third space’.

A Governance and Legislative Environment that Encourages Integrated Planning and Delivery

Key action

- ♦ **A system of governance that enables collective and accountable regional decision making within a clear, defined and prioritised framework, whilst providing for self-determination at the local level.**

Supporting Actions

At a regional level we need a governance regime that:

- Is more strategically focused and directional (this could be through legislative reform). What we need is directive legislation that flows down enforceably for matters that are of regional significance².
- Has a process for the prioritisation of crucial regional outcomes that ensures fiscal responsibility and a focus on areas of change.
- Has a clear set of “rules” (sustainability - quadruple bottom line) that can apply to the range of agencies involved in regional and local decision-making.
- Can deliver regionally significant projects in an efficient way. This includes providing the funding mechanisms to ensure that what is committed to is not changed or re-litigated over short-term political cycles.
- Creates incentives for involvement and problem solving at the local level and among agencies.

At a local level we need:

- Community level engagement for local issues and needs but within a framework of shared expectations and shared responsibilities.
- More of a “parish council” approach – where local networking and decision-making is overseen by the regional community, where there is community partnership and ownership and where all is brought together (public, private, churches, marae).
- Appropriate representation and consciously built networks of association that allows for opposition, but does not buy into parochialism.
- Approaches that reward good behaviour through the application of funding and grants to communities that are organised and committed to shared goals.

Urban Form and Infrastructure Expert Group

The expert group was made up of the following people.

David Mead, Hill Young Cooper; **Michele Daly**, Kestrel Group; **Simon Taylor**, Watercare; **Gary Taylor**, Environmental Defence Society. ARTA Board Member; **Anthony Flannery**, Chow Hill; **Allan McGregor**, IMF New Zealand; Rick Thompson, Ports of Auckland; **Robin Dunlop**, Independent; **Kepa Morgan**, University of Auckland

The group Convenors were:

- **Ree Anderson**, Manukau City Council; **Matthew Everett**, Ministry for the Environment, Wellington.

The group Navigators were:

- **Fiona Knox**, Auckland Regional Council; **Anthony Williams**, Ministry for the Environment, Urban Office, Auckland.

² RMA reforms have started this, but the ambit of the RMA is too narrow for a metro region. What short term response is needed from the LG(A)AA, Regional Growth Strategy and District Plans, Urban Design Protocol?

Appendix One: Historical Background

The group reflected on a couple of resources presented at the first workshop – that being “A potted history of regional development”, a document developed by the Regional Growth Forum in 1998, and an archive film that recorded images and commentary on “Expanding Auckland” showing the development and expansion in Auckland as the city prepared to become the home of half a million New Zealanders by 1965. The group reflected on aspects of leadership, vision, finance and excitement generated from the opportunities presented to a new nation and city.

The group also reflected on early Maori in Auckland. There were many Maori in the region when Pakeha settlement occurred. Maori communities sustained the new Pakeha settlements from their extensive market gardens and shipping activities. There is much that we can learn from the Maori view of the world, particularly their stewardship role with the environment. In more recent times tangata whenua have taken the lead on key environmental issues in the region. For example, the stance taken on the discharge of effluent into the Manukau Harbour, at the site of ancestral importance and traditional fishing and seafood gathering areas, and the supported provided by the Waitangi tribunal, precipitated a significant upgrade to the Mangere Wastewater Treatment Plant and continued restoration improvements. This outcome provides a benefit for all Aucklanders.

In Reflecting On The History Of Auckland, The Group Noted The Following As Key Issues For The Future:

- ◆ Auckland is a city of immigrants – early Maori recognised the importance and advantage of the regions strategic position and its’ coast and climate. Ever since, people have been moving to Auckland for jobs and opportunities and the city will get more diverse in the future as migration becomes more important as a population driver.
- ◆ The Region's stunning landscapes have absorbed and "hidden" mediocre urban development, but we are close to a tipping point where the sheer scale and size of the urban part of the region means that the built environment now exerts a much stronger influence on the landscape and as a result poor design is much more evident.
- ◆ Past generations, particularly Maori, have strived to protect important and sacred natural features and spaces. This legacy results in great recreational amenities and opportunities, much of which still defines us as a people. Maybe our legacy should be around a great urban environment that can complement our natural asset and open playground. As part of this, we need to better understand the housing and urban form aspirations of our indigenous culture and also consider emerging groups like the Asian sector.
- ◆ Auckland has always been a very commercially orientated region. The economy is fundamental to its existence and is increasingly important nationally. Auckland has to recognise its role as an economic engine room for the nation and embrace its role in the new economy.
- ◆ Auckland's links with the wider world have been an important part of its growth, the port and airport provide a first impression to overseas visitors and

immigrants. The extent of international exposure will grow as the effect of distance is reduced by new technologies.

- ◆ The Region is poised for a new round of investment as infrastructure reaches its design capacity. We need to learn from the past and recognised that decisions now will be important in shaping the future direction of growth. Will future generations thank us? Or will they wonder what exactly we were thinking?
- ◆ The investment that has occurred has strongly influenced the spatial growth of the urban area – the engineers have had a bigger influence than the planners, particularly the influence of the transport system on the development of sub regional patterns – first with the trams, then the motorways. The Region is poised for a new round of investment as infrastructure provided in the 60s and 70s reaches its design capacity. Which way the new infrastructure is to be delivered – centralised or decentralised – will be important in shaping the future direction of growth. No one has actually developed and owned infrastructure (physical and social) over the long term. This has meant no continuous investment over time (i.e. on the point of sale its someone else's problem).
- ◆ Social isolation and deprivation is a growing concern. There is a gradual, but perceptible, spatial “sifting” of people into different geographic areas based on ethnicity and income. While different cultures often wish to congregate together, this should not lock people into suburbs and areas that they cannot shift from.
- ◆ People and communities are constantly seeking more choices and opportunities and the city is always in a state of flux because of this. There are choices to be made about investment and the extent to which people and communities directly or indirectly face the consequences of their choices.
- ◆ Governance and organisational issues are at the heart of the debate about how to go forward. We need better decision making frameworks with common elements that span across the range of organisations involved in city management; frameworks that are more integrated and more informed by the implications of current choices and clearer guidelines about what are local and what are regional issues. We need inspirational and driven leadership. We also need to start to reward good behaviour and provide incentives for agencies and communities to “do the right thing”.

In 1955 - Nationally	In 1955 – In Auckland
<ul style="list-style-type: none"> • Pubs closed at 6.00 p.m. • You required a prescription from a doctor to buy margarine • Carpets were only allowed to be made from wool • There was a 40 mile limit for transport of goods by truck • Females gave birth to 3.7 children on average • Only 120,000 people travelled in or out across New Zealand's borders • Steam trains were still running • Britain was our main market • We encouraged immigrants with assisted passages • There was no TV • Clearing native forest was encouraged • The Rimutaka tunnel was being built 	<ul style="list-style-type: none"> • The harbour bridge was being planned • Sewage went into the harbours • "¼ acre" housing was standard • 4 large freezing works operated within the city • There was no Auckland International Airport • Trams were still running • There were no parking buildings • Night soil carts were still operating • A transport strategy for Auckland was being discussed • Some form of regional governance was being discussed