

Auckland Housing and Urban Growth

A joint programme between Government and Auckland Council to deliver shared housing and urban growth priorities

Terms of Reference

February 2019



**MINISTRY OF HOUSING
AND URBAN DEVELOPMENT**



Ministry for the
Environment
Manatū Mō Te Taiao

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1. Parties

For the New Zealand Government

- 1.1 Hon Phil Twyford (*Minister of Housing and Urban Development, Minister of Transport*)
- 1.2 Hon David Parker (*Minister for the Environment, Minister for Economic Development*)
- 1.3 Hon Jenny Salesa (*Minister for Building and Construction*)
- 1.4 Hon Nanaia Mahuta (*Minister for Maori Development, Minister of Local Government*)

For Auckland Council

- 1.5 Hon Phil Goff (*Mayor of Auckland*)
- 1.6 Cr Bill Cashmore (*Deputy Mayor of Auckland*)
- 1.7 Cr Chris Darby (*Chair of the Planning Committee*)
- 1.8 Cr Penny Hulse (*Chair of the Environment and Community Committee*)

2. Purpose

- 2.1 This *Terms of Reference* is for both parties to record their mutual intentions and understanding in relation to a joint programme on housing and urban growth in Auckland, and for this to be governed in the form of a non-contractual agreement.
- 2.2 The joint programme is an expression of the collaborative approach to which both parties are committed and will allow for stronger alignment across and between all systems of government.
- 2.3 The joint programme is designed for the purpose of:
 - **aligning and prioritising objectives** – there is an aligned strategic approach that meets both the Government's and Auckland Council's objectives, and results in best possible housing and urban growth outcomes for Auckland, while delivering the best possible value for money for infrastructure¹ investment;
 - **effective co-ordination and delivery** – housing and urban development processes (including those within existing frameworks and legislation) include effective co-ordination between local and central government, and across the relevant entities therein, to ensure robust planning and delivery;

¹ This will include network (transport, three waters) and social infrastructure.

- **improving ways of working together** – building on existing processes there is greater communication, sharing of information (ensuring ‘no surprises’), use of common data and evidence, and joint engagement with stakeholders and the private sector; and
- **supporting new/amended policies, legislation and tools** – working together to develop and implement new/amended legislation, policies, and tools that will enable the delivery of housing and urban growth (including consideration of other factors that may affect delivery, such as infrastructure funding and financing tools and the Building Act).

3. Objectives and Programme of Work

3.1 The overarching objectives for the joint programme include:

- Increased and accelerated provision of quality, affordable housing;
- Increased range of housing choices (type, location, tenure and price points);
- Achieving quality intensification;
- Growth and development that supports climate resilience and New Zealand’s climate change obligations and protects and enhances the natural environment;
- Funding and financing tools to enable infrastructure delivery;
- Coordination of Crown and Council infrastructure investment (including location of government services) to support urban growth;
- Integrated and well-located employment growth; and
- The costs of growth are understood, and existing infrastructure and zoning is optimised.

3.2 The focus will be a joint programme of work between the Government and Auckland Council that will progress actions under the Auckland Plan 2050 and the Government’s Housing and Urban Development work programme².

3.3 The joint programme will focus on increased delivery of housing and urban development through targeted actions (including a more collaborative approach to agreed spatial priority areas) and having an ongoing platform for joined up and agile decision making. The joint programme will also ensure Auckland has the tools and resources to successfully manage growth and deliver increased housing and urban development to meet the needs of Aucklanders (including affordable, accessible and well-located homes).

3.4 **Appendix A** outlines the joint programme of work that parties will commit to collaborate on and deliver over the next 12 months. The work programme will be reviewed regularly, and lessons learnt fed back to support improvements and updates as appropriate.

² This includes, amongst other things, KiwiBuild, the Housing and Urban Development Authority and the Urban Growth Agenda.

3.5 The joint programme does not cover all of the housing and urban growth responsibilities of Auckland Council and Government, which shall continue and support the joint efforts as appropriate.

4. Governance and Signatories

4.1 The Parties will be signatories to this Terms of Reference and will form a *Political Governance Group*. This group will meet quarterly to provide strategic direction, review progress and agree deliverables.

4.2 The governance structure will be supported by an *Executive Steering Group* and *Programme Steering Group* that will include senior officials from both parties (including relevant Council Controlled Organisations and Government agencies).

4.3 The role of the *Executive Steering Group* is to also meet quarterly and to:

- i. Provide the formal interface and communication with the Political Governance Group; and
- ii. Enable resolution and/or escalation of any significant issues

4.4 The Programme Steering Group will meet monthly to monitor progress and provide day-to-day management of the joint programme of work. The main role of the group will be to:

- i. Consider the key findings of the projects and provide advice as required;
- ii. Ensure the projects are delivered to the agreed scope and timeframes; and
- iii. Ensure that the projects are aligned and integrated with other cross-agency and Auckland related work as appropriate

4.5 The governance of the joint programme will provide high level and strategic oversight of the housing and urban growth objectives and the associated work programme outlined in this Terms of Reference. For the avoidance of doubt, it will not replace any established governance arrangements and accountabilities for the individual projects outlined in the joint programme of work.

4.6 **Appendix B** outlines the governance structure, which shall be updated and amended as required.

Signatories

.....
Hon Phil Twyford
Minister of Housing and Urban Development
Minister of Transport

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Hon David Parker
Minister for the Environment
Minister for Economic Development

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Hon Jenny Salesa
Minister of Building and Construction

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Hon Nanaia Mahuta
Minister of Maori Development
Minister of Local Government

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Hon Phil Goff
Mayor of Auckland

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Cr Bill Cashmore
Deputy Mayor of Auckland

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Cr Chris Darby
Chair of the Planning Committee

.....
Cr Penny Hulse
Chair of the Environment and Community
Committee

APPENDIX A

Joint Programme of Work

- 1.1 The joint programme will focus on our shared housing and urban growth priorities.
- 1.2 The programme of work below reflects a joint commitment to ensure Auckland's growth supports the creation of thriving, affordable, inclusive and sustainable communities that provide housing, transport, employment and education opportunities to meet a wide range of needs.
- 1.3 The joint programme will help progress large-scale urban development and policy initiatives consistent with agreed priorities. Government and Auckland Council will achieve this by working together to share information, pursue opportunities, remove blockages and streamline regulatory and other processes.
- 1.4 Transport planning (including the ongoing work of ATAP and the *Congestion Question*) will be integrated into the joint programme where appropriate but will proceed through existing channels. Integration with transport planning will specifically focus on land use implications and opportunities for housing and urban development.
- 1.5 The following outlines a high-level overview of the joint programme of work. This joint programme of work will be discussed and approved by Cabinet and Auckland Council planning committee in March.

Category	Workstream	Project	Actions	Sub-project	Timeframe	Achieving Urban Growth Agenda and/or Auckland Plan Outcomes
Delivery	Auckland Development Programme Unlocking joint priority urban development areas: <ul style="list-style-type: none"> Southern urban growth area City Centre to Māngere Light Rail Transit (LRT) Transform Manukau City Rail Link (CRL) Stations and surrounds 	1. Southern urban growth area	a. Drury urban growth area: <ul style="list-style-type: none"> Investigate cost and implications of changing the staging of infrastructure delivery and urban rezoning of Future Urban land, including ways to accelerate delivery of key transport projects to address current transport issues Secure land for future schools, medical facilities, social housing, parks/sports fields and community facilities required as growth area urbanised Catalyst actions are identified to enable employment and job growth in Drury Completing transport planning and route/site protection for Drury as part of the Supporting Growth Alliance programme (2019-2020) 	1. Review and revise staging	April 2019	UGA Pillar #1 Infrastructure Funding and Financing; #2 Urban Planning; #3 Spatial Planning AP Homes and Places Outcome Direction #1 and #4; Focus area #1 and #5 AP Transport and Access Outcome, Focus area #1, #4, #5 Auckland Development Strategy
		To better enable growth in the South, the project envisages:	a. An immediate focus on the Drury urban growth area - implementing the Drury-Opaheke Structure Plan (separate project plans being prepared for 1.1, 1.2 and 1.3)	2. Identify and enable community/social infrastructure	2019	
		b. A medium-term focus on supporting development in other Southern urban growth areas	b. Southern urban growth areas: <ul style="list-style-type: none"> Support structure planning and land release in other suitable future-urban zone areas 	3. Identify catalyst actions to enable employment	April 2009	
		2. City Centre to Mangere LRT urban development areas, including: <ul style="list-style-type: none"> Mt Roskill Māngere Oranga Onehunga 	The parties note the Government's aspiration to undertake a wider joint spatial planning exercise for the South (including linking with North Waikato) from 2020.		2019/2020	
		<i>Actions designed to complement NZTA's, HLC and AC work on the LRT corridor.</i>	<ul style="list-style-type: none"> Comparison of location and capacity of currently funded infrastructure, with intensification/priority areas Clarification on infrastructure location, capacity and upgrades required for intensification of priority areas Identify targeted changes to the Unitary Plan that enable better intensification outcomes Develop joined up funding and investment plans with HLC/HNZC, MoE, NZTA, Kiwibuild, AC, AT that: <ul style="list-style-type: none"> Builds market attractiveness through providing local community facilities, schools and public amenity improvements to cater for increased people living close to LRT Enables the infrastructure required to cater for increased density in LRT corridor In Onehunga urgently join up and integrate the planning for LRT and East West connections in Onehunga to ensure that community and development opportunities are optimised Investigate the opportunity to leverage infrastructure projects and investment to remove the Transpower pylons as part of the transformation of Onehunga. 		March 2019 March 2019 2019/2020	
					March 2019 2019	

Category	Workstream	Project	Actions	Sub-project	Timeframe	Achieving Urban Growth Agenda and/or Auckland Plan Outcomes
		3. Transform Manukau	<ul style="list-style-type: none"> Complete Crown/Council Joint Business Case and resource implementation Review investment approach and reprioritise HNZ redevelopment in Manukau (Rata Vines) to unlock transformation opportunities (as part of the above). 		March 2019 March 2019	
		4. CRL development opportunities– Aotea, Karangahape Rd, Mt Eden	<ul style="list-style-type: none"> Complete stage one work to ensure that development opportunities are optimised. Stage one includes: <ul style="list-style-type: none"> Current state analysis Defining desired urban outcomes for station vicinities Gap analysis including constraints and opportunities Options for development Agree stage two programme of work (including defining roles and responsibilities) for CRL to progress. 		March 2019	
New tools and approaches	Affordable Housing		<ul style="list-style-type: none"> Investigate the effectiveness and efficiency of regulatory (including retained affordable housing) and non-regulatory interventions in the housing system to identify ways to increase affordable housing 		March 2019	UGA -Primary Outcome AP Homes and Places Outcome Direction #2 and #3; Focus area #1, #2, #3, #4 Mayoral Housing Taskforce
	Infrastructure Funding and Financing		<ul style="list-style-type: none"> Continue to work together on new funding/financing tools and mechanisms to enable bulk and distribution infrastructure to be funded Identifying the full infrastructure costs (funded and unfunded) to support housing and urban growth in the priority areas of growth Testing the application of new tools and mechanisms to the priority areas, informed by the infrastructure costs, housing yields and land concentration in each area Develop a medium-long term pipeline of projects which could be candidates for alternative financing and funding models 		Ongoing March 2019 April 2019 June 2019	UGA Pillar #1 Auckland Plan and Auckland Council's 10-year Budget and Infrastructure Strategy
	Urban Planning	1. Quality Intensification	<ul style="list-style-type: none"> Address planning regulation, methods and practice that may act as roadblocks to delivery of quality housing intensification (including working with key Auckland developers to test impacts of RMA and Unitary Plan requirements on uptake in the <i>Terrace Housing and Apartment Building zone</i>) Use the Auckland Housing programme and Auckland case studies to test national direction options for quality intensification Ensure the Auckland Unitary Plan continues to support the market for quality intensification over time 		April 2019 March 2019	UGA Pillar#2 Urban Planning; Pillar #5 Legislation AP Homes and Places Outcome Direction #1, #2, #4; Focus area #1, #3, #5
		2. Costs and benefits of growth	<ul style="list-style-type: none"> Work together to better understand and quantify the wider costs and benefits of urban development, in order to inform planning 		2019	

Category	Workstream	Project	Actions	Sub-project	Timeframe	Achieving Urban Growth Agenda and/or Auckland Plan Outcomes
			and investment decisions and other work programmes			
	Spatial Planning		<ul style="list-style-type: none"> Use the Auckland Plan experience to test and inform options to strengthen spatial planning in New Zealand 		June 2019	UGA Pillar #2 Urban Planning, #3 Spatial Planning and #5 Legislation Auckland Plan-Primary Outcome
	Housing and Urban Development Agency		<ul style="list-style-type: none"> Regular reporting on legislative process and entity development Identification of locations in Auckland where a UDA could be active and coordination with Auckland Council (coordination on large scale projects) 		April 2019 August 2019	UGA Pillar# 5 Legislation AP Homes and Places Outcome Direction #2; Focus area #1, #4
	Removing barriers to efficient delivery of housing Including consideration of: <ol style="list-style-type: none"> Building Act and Building Code Underutilisation of zoning and infrastructure capacity 	1. Building Act and Building Code and efficiency of consenting processes	<ul style="list-style-type: none"> Support effective delivery of the existing Building and Construction work programme, informed by Auckland Council's experience and expertise. Tools and process improvements to the efficiency and performance of building consenting processes at Auckland Council 		Early 2019	UGA Pillar #5 Legislation AP Homes and Places Outcome Direction #1, #2, #3; Focus area #1; #3
		2. Optimal utilization of zoning and related infrastructure capacity	<ul style="list-style-type: none"> Investigation of tools and mechanisms that encourage optimal utilisation of zoning and related infrastructure capacity 		2019	

APPENDIX B

Governance Structure

