



## **SUBMISSION to Manukau City Council**

---

This submission has been prepared in response to the proposal to develop a Council Controlled Organisation with the specific purpose of establishing a tertiary campus in Manukau (as required under the Local Government Act 2002).

### **Declaration**

Prior to its issue as a public document on 16 December 2007, COMET's officers or trustees were not party to any discussions about this Statement of Proposal with Manukau City Council, the AUT, and the MIT or with any other organisation or their officers.

This submission has been independently prepared by COMET and does not reflect the views of Manukau City Council or any other organisation.

Bernardine Vester  
CHIEF EXECUTIVE

25 January, 2008

---

**Prepared by the City of Manukau Education Trust**

Private Bag 94006,  
Manukau City.

09 968 8773

[www.comet.org.nz](http://www.comet.org.nz)

25 January, 2008

---

## Executive Summary

---

A tertiary campus in the city centre would help to ensure that skilled people could be available to support the economic development aspirations of businesses and the community.

Education is critical to the achievement of the aspirations of the city. Investment in it will provide the city with an educational infrastructure that is of long-term benefit to the citizens of the city.

The opportunity exists to create an educational infrastructure that leads the nation.

This infrastructure needs to be developed through

- visionary leadership from the Council
- financial commitment through innovative partnerships and incentives for investment from others
- collaborative approaches that engage the widest possible investment from all education stakeholders in the city
- brokerage for partnerships

There is a cost to the city when labour market demand exceeds supply. That cost is the lost economic opportunity represented by the brakes on economic activity when skills do not match needs. There is no doubt that active planning for future tertiary education provision in the city is important. On this basis, **COMET supports in principle the proposal to invest in the education infrastructure of the city.**

Fundamental to the achievement of community aspirations for better education outcomes for all of Manukau's people is a collaborative approach that engages the widest possible investment from all education stakeholders in the city. The proposal must support and enhance existing provision. Therefore, **COMET calls for inclusive processes** in moving the proposal forward.

The concept of a tertiary campus in the Manukau city centre initially resulted from the discussions about the Auckland Regional Growth Strategy<sup>1</sup>, which identified the city centre as an important regional hub. The Manukau City Council conducted a public consultation in 2002. The vision was “[to create] a vibrant, safe and prosperous city centre”.

The proposal to establish a CCO and to purchase land should not undermine the collaborative development of an MIT/AUT partnership with Council for a tertiary campus in the central city area. The proposal should only proceed if all parties remain committed to the development of a city centre facility.

Therefore, **COMET recommends that the development of any new campuses in Manukau be linked to collaborative practice** through Heads of Agreement or other documents. In addition, it is important that there is active support for the brokerage of relationships between parties.

The purchase of the proposed land for a tertiary campus must be considered alongside other investment decisions for tertiary provision in the city centre area. The proposal should not proceed if there is to be trade-off between the planned land purchase and the commitment to the development of campus services in the central city area. Where trade-offs may be required, **COMET recommends priority be given to the vision contained within the LTCCP for a Manukau city centre site** within the revitalisation area, and recommends immediate commitment to deliver on this vision.

Finally, **COMET supports the mechanism of a CCO for the management of community education assets in the city.**

---

<sup>1</sup> The City Centre is identified in the Regional Growth Strategy as one of two major Centres within Manukau City - the other being Botany Town Centre. Remaining shopping areas, such as Howick, Manurewa, Mangere, Otara, Papatoetoe, and Pakuranga are identified as nodes.

# Introduction

---

The City of Manukau Education Trust (COMET) is a **Council-Controlled Organisation**, set up by Manukau City Council in 1999 to provide leadership, advocacy, co-ordination and facilitation services for education to the City.

COMET's **Trust Deed** establishes it as a Charitable Trust. The objects are

“to undertake initiatives and support and promote programmes that advance education and educational opportunities for the Manukau Community, including by way of illustration but not limitation:

- To identify education needs in the Manukau Community and communicate those needs to the relevant Education Stakeholders.
- To develop strategies in consultation with Education Stakeholders, to achieve the best delivery of education services to the diverse range of peoples and cultures that make up the Manukau Community;
- To act as an advocate for the Manukau Community relation to all matters concerning education in Manukau City.
- To gather information about the provision of education services to the Manukau Community and provide that information to the relevant Education Stakeholders.
- To take any other action the Trustees consider appropriate to facilitate the delivery of effective and relevant education services to the Manukau Community.” (Trust Deed, 1999)

COMET's relationship to the Council is governed by the **Statement of Intent** agreed each year. The Statement of Intent provides the basis for the ongoing relationship between the two organisations.

COMET's **contract with Council**, reviewed every three years, specifies the services to be provided under the Statement of Intent. Currently, those services are for leadership, advocacy, co-ordination and facilitation for education in Manukau City.

The proposal is about **two** matters of substance, even though feedback is being sought about only the first:

- the establishment of a CCO as a mechanism for the management of a community asset for education;
- the purchase of land for lease in a joint-venture arrangement with the AUT.

This proposal, however, has wider implications. It relates to the educational opportunities for Manukau – its citizens and its economy. Effective participation in the social and cultural and economic life of the city depends on the educational achievements of its people. More and more, urban economies need innovative solutions to meet the market demand for increasing skills. People’s ability during their working lives to up-skill and re-skill is important if they are to keep up with change in the work environment. What is more, access to life-long learning helps people to lead fulfilling, self-determined lives.

Key questions to be asked are: What level of investment is appropriate to meet the aspirations for education of the people of the city? Where and how should that investment be made?

We would urge councillors to positively consider the opportunity costs for investment in education contained within the proposal, and to use criteria for evaluating the proposal that are sufficiently rigorous for quality decision-making. What is in the proposal that serves the people of Manukau?

In approaching the preparation of its own submission, COMET has identified a number of criteria for supporting or rejecting these two elements of the proposal.

1. Does the proposal offer **support for achievement of broad education outcomes** in the city?
  - Does the proposal contribute to the aspirations of stakeholders in education in the city?
2. What opportunities are provided within the proposal for the **collaborative delivery** of tertiary education and related education services?

3. Does the proposal [to purchase land] support current **demand** for tertiary education in the city?  
Does the proposal meet projected future skills needs?
  
4. Does the proposal support the original **vision for revitalisation** of the city centre area?
  - Is the proposed site within the planned revitalisation area?
  - Is it close to public transport hubs?
  - Does it support the co-location of education facilities with the city's library and arts / culture / leisure services?
  - Will it attract a resident population in the city centre area?
  - Will it attract other businesses and services?
  
5. Is a CCO an **appropriate mechanism** for the management of a community asset for education?

Each of these is examined in the next section.

The following section expresses reservations about the consultative process.

Finally, we conclude that investment in the educational infrastructure of the city is a highly effective economic development tool for the city. International experience supports this decision. We make a number of recommendations on how to proceed.

## 1. Aspirations

- Does the proposal contribute to the aspirations of stakeholders in education in the city?
- Does the proposal contribute to the aspirations and development of Maori and Pacific Island people?

The lack of a clear vision statement within the proposal is problematic. Aspirations will only be met through processes of engagement and involvement as the proposal proceeds. It is unclear how much of this has already happened.

The vision for the city contained in *Tomorrow's Manukau: Manukau Apopo* calls for an “educated and knowledgeable people”. This submission is based on the premise that investment in this vision is valid. However, the vision needs to be clearly articulated and shared among the stakeholders, and investment priority given to achievement of the vision.

The Social Report 2007<sup>2</sup> identified knowledge and skills as critical to social wellbeing. A key indicator is the qualification levels of working age adults in the population.

Particular emphasis should be placed in economic development planning in the city on improving this indicator. For Maori and Pacific Island people, the indicators are lower than for all other groups. For this reason, specific strategies that institutions use to encourage Maori or Pacific Island peoples' participation in learning and on their inclusion in strategic planning for delivery will be crucial to achievement of the vision.

The single largest concentration of Maori in the country resides in the Counties-Manukau region. The Maori economic development agenda has a very strong element of educational aspiration. It is important to recognise the particular impetus that a tertiary campus in the city centre could provide to raising educational achievement for Maori across the whole of the education sector.

---

<sup>2</sup> Prepared by the Ministry of Social Development. Available on <http://www.socialreport.msd.govt.nz>

Nevertheless, the vision must be inclusive of all people within the city, and cater to targeted learning needs along the entire low-skills – high-skills continuum. A collaborative approach that engages the widest possible investment from all education stakeholders in the city is fundamental to the achievement of community aspirations.

The vision needs to be actively led through the Council’s leadership and commitment.

## CONCLUSION

There is no reference in the proposal to the aspirations of the community and how the proposal will meet them.

A vision is more likely to be achieved when a collaborative approach is applied. This is a fundamental principle underpinning the rest of this submission.

**COMET recommends** that advice be sought from representatives of standing within the Maori and Pacific Island communities about the opportunity that the proposal represents for the achievement of their economic development aspirations.

## **2. Collaborative Approach**

- Is there evidence of intent to collaborate with and to strengthen the major Manukau tertiary education provider?
- Are opportunities provided within the proposal for the collaborative delivery of related education services?
- Investment value in education – could the money be more wisely spent in developing other education opportunities for Manukau people?

The tertiary campus proposal provides an opportunity for the city to think very carefully about the “**education infrastructure**” that it has, and what it can do to more effectively utilise that infrastructure for the overall well-being of the community.

The “education infrastructure” of a city includes its early childhood centres, schools, tertiary institutions<sup>3</sup>; support services such as special education services, guidance and careers advisory services, trustee services; professional development support for teachers (often associated with teacher training and research); specialist ICT services for schools; a city’s library and arts network; and the various government agencies that are located in the area with responsibility for various aspects of education policy and operations (such as the Ministry of Education, the Tertiary Education Commission and the Education Review Office)<sup>4</sup>. Together, these will deliver on Manukau’s vision for “an educated and knowledgeable people”.

---

<sup>3</sup> There are 268 early childhood centres and 135 schools in Manukau City. Only one crown-owned tertiary education provider, MIT, has its main campus in the city.

<sup>4</sup> Offices housing support services for education (for example, special education services) are distributed around the city, although there is a preference for services to have ‘down-town’ presence. The costs of leasing in the city centre area forced the closure of the Manukau Education Centre on Amersham Way (owned and managed by the University of Auckland) in late 2007. A Ministry of Education Project Office is located in the CST building, and the Careers Service leases premises in the ANZ building nearby. The TEC has recently moved from the central city area to a Wiri address.

Pathways into tertiary learning are built through early childhood centres and schools. There is world-leading action research taking place in Manukau within and among its schools that is based on building shared understandings about how to deliver schooling improvement through student achievement. These collaborations (for example, the Manurewa Enhancement Initiative, or the Otara Boards Forum) are supported in various ways by parts of the wider Auckland education infrastructure – including education consultancy practices and the universities - as well as the Ministry of Education’s project office. They provide real opportunities for improvement and change.

Tertiary institutions around the world recognise the importance of the role that they can have in community development and many now actively support “applied learning” within their local community and businesses.

We think that [in a great research university] all students should be producers and not consumers of knowledge. And that means they need to be engaged in active learning and problem solving. We conceive this as an approach that is problem-focused and works to improve the community<sup>5</sup>.

The model for the future in education is a collaborative one. World-leading practice is to do more than simply co-operate or consult: collaboration involves jointly developing and agreeing to a set of common goals and directions; sharing responsibility for obtaining those goals; and working together to achieve those goals. Change in the ways that people and institutions think, behave, and use their resources in under-achieving areas of Manukau can affect fundamentally the quality of service delivery to children and their families, and the supply of skills into the labour market.

The education infrastructure in this city is fractured. Manukau has an opportunity to facilitate the development of a highly innovative, 21<sup>st</sup> Century approach to education services and needs that could become transformational for the city. The central city campus can be a place where support services can be physically co-located, with consequent opportunities to offer the community efficiency and value for taxpayer dollars. A cluster approach has been shown to be highly successful in a business

---

<sup>5</sup> Ira Harkavy, Director of the Centre for Community Partnerships, Penn State University, *Penn Current*, April 2002.

context<sup>6</sup>. While education operates somewhat differently to the business model, the principle that geographic, cultural and institutional closeness provides organisations with special access, closer relationships, better information, powerful incentives to perform better, cross-fertilisation of ideas and so on, offers advantages that are difficult to achieve when they are located apart. It also offers the Manukau city centre area the unique opportunity to become a hub – for example, in specialist services that support learning for Maori or Pacific communities – that in time can have not only local significance, but national and international significance.

As noted earlier, the proposal is unclear about the vision for the site and the opportunity it represents. A comprehensive and collaborative education infrastructure development approach that respects organisational autonomy yet encourages organisational investment in the wider community aspirations requires **visionary leadership** and **commitment** from the Mayor and Council.

There is no evidence available from the documents available to COMET that AUT's request will support the vision for greater collaboration among education providers, or offer support to other services that form part of the education infrastructure of the city. We are unable to assess, therefore, whether there is any intent on the part of the AUT to continue to collaborate with and to strengthen the complementary role of the major Manukau tertiary education provider, Manukau Institute of Technology.

MIT has already demonstrated its commitment to the long-term well-being of Manukau by the relationships that it has forged over time with the city's leadership, and to its active participation in the development of key strategic initiatives. COMET is not in a position to make a quantitative assessment of the impact of the proposal on the long-term strategic development of the MIT. Nevertheless, we would observe that the existing education infrastructure of the city should be supported through the proposal – and priority given to investments that commit to the community's vision as expressed in long-term planning.

---

<sup>6</sup> See Michael Porter, "Clusters and the New Economics of Competition"

The intent of the AUT (through both its governing Council and its leadership) to continue to commit to the development of a major central city campus *in addition to* this proposal for the purchase of [the Carter Holt Harvey parcel of land on Great South Road] seems unlikely. On this basis - and in the absence of any further evidence - COMET has strong reservations about the land to be purchased.

Finally, we note that partnerships are often challenging. It is not surprising that decision-making structures within organisations will often act powerfully and autonomously to support that organisation's interest. Active relationship brokerage should be provided to ensure that the community's interests remain the key driver for decision-making.

## CONCLUSION

The city should exert whatever leverage it can to ensure that AUT and MIT – through their governing Councils and executive leadership – commit to the well-being of the wider education infrastructure of the city.

**COMET strongly recommends** that the development of any new campuses in Manukau be linked to collaborative practice through the constitution of management entities and other legal agreements, and that there is active support for the brokerage of relationships between parties.

### 3. Demand

- Does the proposal [to purchase land] support current demand for tertiary education in the city?
- Does the proposal meet projected future skills needs?

There is no doubt that there is a shortage of suitable lease space for education purposes in the central city area. Education providers have to look carefully at the costs associated with leasing premises where rents are based on commercial or retail returns. Rents constitute a disincentive to locate education services in the central city area. COMET is aware that AUT currently leases space for the Pasifika Early Childhood Education Diploma programme on Putney Way, and expansion is limited by the space available. Some smaller private tertiary providers lease space in the city centre.

There have been a number of relevant studies that provide responses to the question about whether there is valid demand for additional tertiary provision in the city. Four key documents are referred to here:

- The 2004 BERL report<sup>7</sup>
- The Sutton and Jakob-Hoff Report<sup>8</sup>
- The Manukau Future Skills Demand<sup>9</sup> projection
- The Counties Manukau Tertiary Regional Statement 2007<sup>10</sup>

The 2004 **BERL report** prepared for the Manukau City Council discusses “the future challenges and opportunities that Manukau needs to be aware of to achieve sustainable growth. The report provides signals as to where the City needs to focus its efforts to enable Manukau business and enterprise to continue competing in an

---

<sup>7</sup> Ganesh Nana, Jason Leung-Wai, Mathew Arcus, 2004: Manukau City: The Years Ahead. Report to the Manukau City Council. BERL. August.

<sup>8</sup> Sutton, A., Jakob-Hoff, M. 2004: A Review of Tertiary Education Supply and Demand Relevant to Manukau. Report to Manukau City Council.

<sup>9</sup> Tu Nguyen, 2004: Manukau Future Skills Demand. Manukau City Council. April.

<http://www.manukau.govt.nz/uploadedFiles/manukau.govt.nz/Publications/Employment/manukaufutureskills.pdf>

<sup>10</sup> Counties Manukau Tertiary Education Regional Statement 2007. Available on the MIT website: <http://www.manukau.ac.nz/About%20Us/rf.asp>

increasingly challenging global environment”. A major restraint on economic growth is labour supply. The report notes that

the role of an educated population and effective tertiary and research institutions in achieving economic growth is well documented. The relatively low level of educational attainment in Manukau’s population provides significant upside potential in this area. Further, the contribution of educational institutions, particularly tertiary research institutions, to economic growth provide the potential for gains in business... (page 12).

The “upside potential” is demonstrably evident in the 2007 Quality of Life report<sup>11</sup> released in December 2007. Manukau is leading the country in economic growth. The population expanded by 16.2 per cent between the 2001 and 2006 censuses, and is expected to grow a further 53.9 percent. Growth in labour productivity was 1.5 per cent for the year to 2006, the highest of any city. Maintaining this momentum through skills development will be crucial.

The **Sutton and Jakob-Hoff report** noted the importance of foundation skills development in the city so that people could get to the “starting gates” of tertiary learning. Data in the report shows that very large numbers of school leavers in Manukau City leave school without the qualifications that would allow entrance directly into degree-level programmes. Adults have lower levels of education attainment than in other regions. Enhanced aspirations for learning and educational achievement can be built by making tertiary learning visible. The conclusion that could be reached from the report is that a mix of foundation level and degree-level provision will be important for building future higher-level skills in the population.

The Manukau City Council initiated the development of a tool for local government bodies to predict local labour market demand. It indicates the “scale of future opportunities open to Manukau residents in different industries and occupations.” **The Manukau Future Skills Demand projection study** in 2004 showed that over the next 8 years (2004-2011) there would be close to 170,000 new employment opportunities in the whole of the Auckland region, and that Manukau’s proportional share would be 40,000 new jobs. Manukau’s population was projected

---

<sup>11</sup> Available on website: <http://www.qualityoflifeproject.govt.nz/>

to increase by 50,000 over the same period. “The analysis clearly demonstrates that a skill shortage exists and will be exacerbated over time”

The results of this projection imply that:

- The demand for wider provision of tertiary education and for better staircasing from secondary to tertiary education in Manukau is pressing.
- There may be a need for incentives to encourage Maori & Pacific youth to pursue higher education and vocation training as this group accounts for over 50% of school rolls in Manukau.
- There may be a need to broaden the use of Information and Communication Technology to enhance training and education activities. (page 4)

In a recent policy development, the Tertiary Education Commission (TEC) requires its non-university crown entities to prepare an annual **Regional Statement** of the tertiary education needs of its region through a “Regional Facilitation Process”. The pilot phase of this work was led by Manukau Institute of Technology, and carried out in collaboration with Manukau City Council, Papakura District Council and Franklin District Council and their respective economic development organisations, with support from COMET. Representatives of both employers (demand-side) and education providers (supply-side) were consulted about the Regional Statement.

The Regional Statement has particular importance because it is the intention of the TEC to target funding to programmes that will meet the demand for skills in each area.

Proportionally, the population in the Counties Manukau area is less qualified at all tertiary levels than the national population<sup>12</sup>. While the university-level provision in Counties Manukau is currently limited, and met by providers largely based in Auckland City, it is important to recognise that the strong economic transformation agenda of all three territorial local authorities (Manukau, Franklin and Papakura) requires specialised skills and services supported by easily accessible physical and education infrastructure that is tailored to local business needs and the particular cultural context operating in the region, delivered more flexibly and innovatively.

---

<sup>12</sup> Page 4, Counties Manukau Tertiary Education Regional Statement 2007. Available on the MIT website: <http://www.manukau.ac.nz/About%20Us/rf.asp>

The report reinforces the point that because a significant proportion of the Counties Manukau population do not currently have the entry skills to succeed at higher levels, the need to improve foundation skills in literacy, numeracy, digital literacy, learning skills and English among Maori and Pasifika and migrant communities must be a priority.

## CONCLUSION

There is a cost to the city when labour market demand exceeds supply. That cost is the lost economic opportunity represented by the brakes on economic activity when skills do not match needs. There is no doubt that there is a need for active planning for future tertiary education provision in the city.

On this basis, **COMET supports** the proposal to invest in the education infrastructure of the city. There is a demand for post-compulsory education and training.

It is unclear what demand the AUT is proposing to meet.

#### **4. Vision for revitalisation**

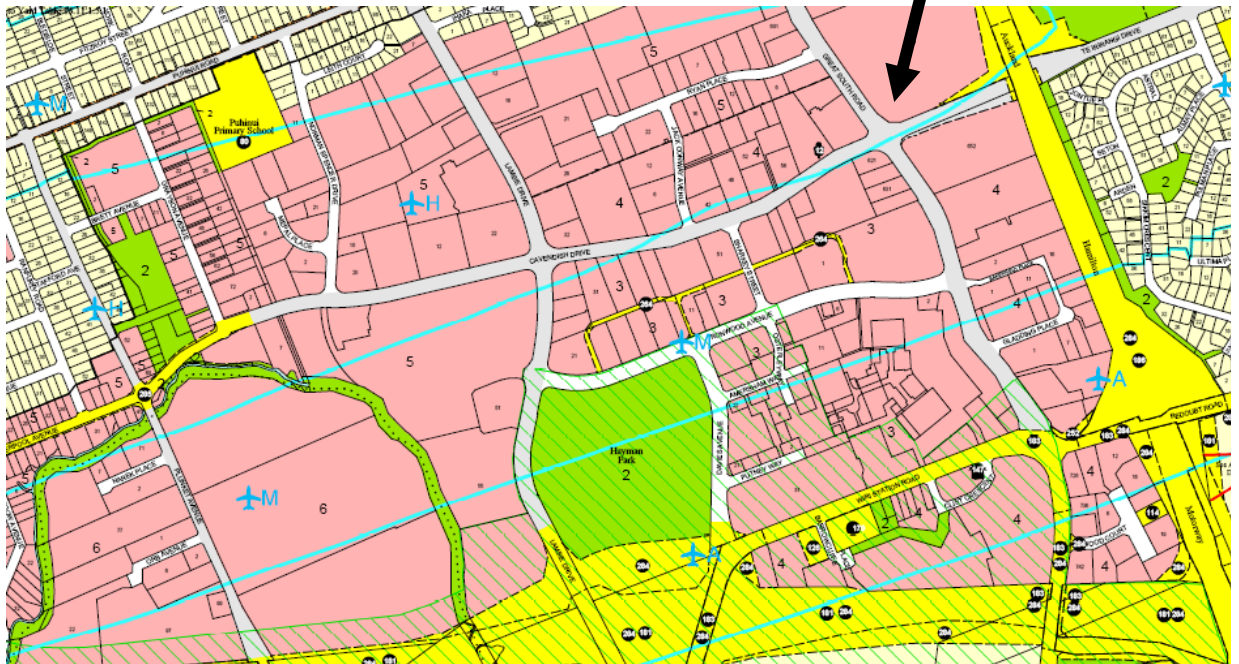
- Does the proposal support the original **vision for revitalisation** of the city centre area?
  - Is it close to public transport hubs?
  - Does it support the co-location of an education facility with the city's library and arts / culture / leisure services?
  - Will it attract a resident population in the city centre area?
  - Will it attract other businesses and services?

Appendix ONE refers to the consultation document prepared by Manukau City Council in 2002 about the revitalisation of the city centre area. It defines the city centre area, and provides a rationale for the establishment of a tertiary campus.

The background paper to the proposal here makes no specific reference to the land to be purchased. The background notes to the city centre revitalisation project on the Manukau City Council website say:

“A tertiary educational facility was identified for the City Centre with particular emphasis placed on the land to the south of the new SH20 extension as being a likely location. Another possible site is the portion of Hayman Park to the south of the Wiri Station Road extension and the Council carpark area.”

COMET understands that the land to be purchased is the Carter Holt Harvey land on Great South Road. This falls outside the city centre revitalisation area, and poses a number of access and future development problems. It is not close to public transport hubs planned for the central business district. It is unlikely to be suitable for joint ventures with the Manukau Libraries or culture or leisure services activities.



- The proposed site is outside the rail link zone (diagonal green lines)
- The proposed site is designated Business 5
- The proposed site is within the high noise corridor for the approach to Auckland International Airport

The Council’s policy on partnerships [with the private sector] – known as Public Private Partnerships or PPP – is referred to in the Long-Term Council Community Plan for 2003-2013.

The policy outlines the circumstances under which the council will consider entering into a partnership, including

*“that, in the first instance, an assessment will be undertaken which will include the impact of the project on:*

- *Effectiveness – is the project effective in meeting the communities (sic) needs?*
- *Accountability and transparency – does the partnership ensure that the community can be well informed about the obligations of the Council and the private sector partners?*
- *Affected individuals and communities – have those affected been able to contribute effectively at the planning stages?*
- *Consumer rights – does the project provide sufficient safeguards for consumers, particularly those for whom the Council has a high level of duty of care?*

Further, a number of conditions under which a partnership could be established are set. Included among these are:

*The project ...will assist in furthering the community outcomes or objectives identified in the Strategic Plan or LTCCP.*

On the face of it, the above condition is met. Both the current LTCCP and the Annual Plans recognise the need for a tertiary campus in the Manukau City Centre area. However, the need for this campus was based on a number of assumptions which may not be met by the particular site chosen for this proposal, or by the background analysis which supports a campus proposal in the central city area.

We have tested this by preparing our own account of the vision in APPENDIX THREE.

We have very strong reservations about the impact that development of the Carter Holt Harvey site will have on the already planned initiative that is a collaboration between MIT, AUT and the council. The collapse of this initiative would have serious implications for the achievement of the vision.

There appears to be no incentive to the AUT for commitment to the collaboration around the development of centre of the city area if the Carter Holt Harvey site is developed.

## CONCLUSION

**COMET supports** the investment in the education infrastructure of the city.

Where trade-offs may be required, **COMET recommends** priority be given to the vision contained within the LTCCP for a Manukau city centre site within the revitalisation area.

## **5. A mechanism for managing education assets**

- Is a CCO an appropriate mechanism for the management of a community asset for education?

A new tertiary education facility is a significant financial investment. While partnerships – such as public-private partnerships - to develop tertiary institutions, or schools, are not unusual internationally, their establishment is often subject to debate that is polarised by philosophical and ideological differences.

Unlike conventional partnerships of this kind, the proposal here is not a private-public partnership, but a partnership of a local government body with a tertiary education organisation that is wholly owned by central government, with its main operation located in Auckland City.

The manner in which education is structured in New Zealand provides for autonomous decision-making on the part of public bodies such as schools or tertiary institutions. In a competitive market environment, these public bodies have been encouraged to behave in ways characteristic of private entities. It is arguable that this approach during the '90s had a negative net effect on overall education provision in Manukau City. Subsequent government policies have sought to mitigate these effects (by encouraging schools to cluster together or to operate collaboratively on schooling improvement matters; and in the tertiary sector by targeting the provision of services more closely to regional labour market needs). A collaborative environment provides incentives for education institutions to consider the 'bigger picture' of services for their region.

The proposed partnership will be based on a “contract”. A contract can take many forms. The Council proposal is to enter into a contract that is made through an intermediary organisation called a Council Controlled Organisation (CCO).

The advantages for the Council are that there is a limit to risk, while maintaining transparency and control through the CCO's board, its Statement of Intent and its

Annual Report. This may be compared to the government establishing a business entity (such as New Zealand Post) to manage assets and services; or offering self-governance and management to a school. Each is required to demonstrate the “return on investment” – or delivery of outcomes – to its “owner”. This proposal offers “leverage” for the investment being made in the asset, by encouraging the AUT (and/or other in-principle partners such as the MIT) to align their resources to the community goal for “educated and knowledgeable people”.

Policy objectives for education infrastructure and provision can be achieved through a number of different service delivery models. A great deal more analysis is possible about various models. However, given that the model of service delivery through Council ownership of CCOs is already well-established Council policy, it is COMET’s view that it could be an appropriate arrangement for delivering on the vision for the establishment of a tertiary campus in the city centre.

However, there are two reservations to this position.

Firstly, there are a number of inconsistencies about what exactly is proposed in the consultation document. The Statement of Proposal is entitled: “Establishment of a Council Controlled Organisation”. On page 2, “the proposal is that the council will establish a joint-venture company with AUT.” Later, the document notes that “the company may be established as a subsidiary company of an existing council CCO.” Finally, the document refers to a “council-controlled company”.

A second reservation is about the constitution of the “entity” – be it joint-venture company, CCO or other mechanism. The proposal offers exclusive opportunities to both the AUT and to Manukau City Council that will be enshrined within the constitution of the entity. It is very difficult to amend constitutions at a later date to include other parties. An entity created to support only one of the education stakeholders for the city will undermine all other relationships that Council has with other stakeholders, and threatens the viability of already-planned developments involving a joint campus with MIT and AUT in the city centre area.

If there is to be a concerted effort to deliver better education outcomes – which is, in our view, the purpose of the investment - **the constitution must reflect the aspirations of all key stakeholders.**

This proposal appears to have denied significant educational stakeholders opportunity to be engaged in its development. This suggests a private interest approach, rather than one of public benefit. Forged through in-committee negotiations between the parties, the proposal ‘privatises’ arrangements to the practical exclusion of others. This runs counter to the general policy thrust from central government to the principle of transparent and collaborative governance of community assets.

## CONCLUSION

Finally, **COMET supports** the mechanism of a CCO for the management of community education assets in the city.

A collaborative approach that engages the widest possible investment from all education stakeholders in the city is fundamental to the achievement of community aspirations for better education outcomes for all of Manukau’s people. Therefore, **COMET calls for** inclusive processes in determining the ownership and constitution of the entity.

## 6. Section Summary

CRITERIA			
<b>Aspirations</b>	<ul style="list-style-type: none"> <li>Does the proposal contribute to the aspirations of Manukau people?</li> </ul>	<b>NO EVIDENCE PROVIDED</b>	<ul style="list-style-type: none"> <li>No specific reference to vision</li> </ul>
<b>Collaborative Delivery</b>	<ul style="list-style-type: none"> <li>Is there evidence of intent to collaborate with and to strengthen the major Manukau tertiary education provider?</li> <li>Are opportunities provided within the proposal for the collaborative delivery of related education services?</li> <li>Investment value in education – could the money be more wisely spent in developing other education opportunities for Manukau people?</li> </ul>	<p><b>NO</b></p> <p><b>NO</b></p> <p><b>POSSIBLY</b></p>	<ul style="list-style-type: none"> <li>Risks for complementary MIT provision</li> <li>Guarantees possible?</li> <li>Vision unclear</li> <li>Education Infrastructure investment strongly supported. Priority should be to a city centre site.</li> </ul>
<b>Demand</b>	<ul style="list-style-type: none"> <li>Does the proposal [to purchase land] support current demand for tertiary education in the city?</li> <li>Does the proposal meet projected future skills needs?</li> </ul>	<b>YES</b>	<p>References:</p> <ul style="list-style-type: none"> <li>BERL report</li> <li>Sutton and Jakob-Hoff (2004) study</li> <li>Manukau Future Skills Demand projection</li> <li>Tertiary Education Regional Statement 2007</li> </ul>
<b>Vision for revitalisation</b>	<ul style="list-style-type: none"> <li>Does the proposal support the original <b>vision for revitalisation</b> of the city centre area?</li> <li>6. Is it close to public transport hubs?</li> <li>7. Does it support the co-location of an education facility with the city's library and arts / culture / leisure services?</li> <li>8. Will it attract a resident population in the city centre area?</li> <li>9. Will it attract other businesses and services?</li> </ul>	<p><b>NO</b></p> <p>No</p> <p>No</p> <p>Possibly</p> <p>Possibly</p>	<p>Assumption: the site is the Carter Holt Harvey site</p> <ul style="list-style-type: none"> <li>The site is awkwardly situated for pedestrian and public transport access;</li> <li>not practical for co-location with city library, arts or leisure services;</li> </ul> <p>Importance of seeing the venture as part of a collaborative hub for education</p>
<b>Mechanism</b>	<ul style="list-style-type: none"> <li>Is a CCO an appropriate mechanism for the management of a community asset for education?</li> </ul>	<b>YES</b>	<ul style="list-style-type: none"> <li>Already within policy framework of MCC</li> </ul>

## **About the Consultation Document and Process**

---

For a significant financial investment in education, a very large number of education stakeholders have been disenfranchised by the timing of the consultation period. Schools closed in late December, and do not re-open until early February. It will be very surprising if a single educational leader from the schools sector is able to make a submission to this proposal with the backing of his/her governing body within this timeframe. It will also be very surprising if organisations such as business associations will have had the opportunity to develop a submission following full discussions with their membership. Similarly, ethnic and other organisations within the community need to given full opportunity to be briefed and to consider the opportunities within the proposal.

The picture on the front of the consultation document is misleading. It depicts the town centre area – yet our understanding is that the proposal is largely for the establishment of a campus on the Carter Holt Harvey site. A very different set of development options arise from the location of the tertiary education facility, and this is not made explicit in the consultation. This distorts public understanding of the impact of the proposal [to establish a CCO].

The proposal is variously referred to as a **joint venture company**; a **council-controlled company**; or a **subsidiary company** of an existing CCO. This results in a lack of clarity about what is proposed.

Further, once the entity is established, the process for the commitment of the funds required for the purchase of land is also unclear.

We would urge the Council to reconsider the direction of the proposal to shape it to more collaboratively – and therefore more effectively - deliver on aspirations for “an educated and knowledgeable people”.

# CONCLUSION

---

The lack of explicit statements about the place of the proposal in the wider development agenda for Manukau – and delivery of the aspirations contained in Tomorrow’s Manukau: Manukau Apopo and the Long Term Council Community Plan suggests that the proposal is opportunistic rather than visionary. However, there is an opportunity to link this investment to the development of the education infrastructure in Manukau.

**COMET recommends** that advice be sought from representatives of standing within the Maori and Pacific Island communities about the opportunity that the proposal represents for their community development aspirations.

Fundamental to the achievement of community aspirations for better education outcomes for all of Manukau’s people is a collaborative approach that engages the widest possible investment from all education stakeholders in the city. Therefore, **COMET calls for** inclusive processes in moving this proposal forward.

There is a cost to the city when labour market demand exceeds supply. That cost is the lost economic opportunity represented by the brakes on economic activity when skills do not match needs. There is no doubt that active planning for future tertiary education provision in the city is important. On this basis, **COMET supports** the proposal to invest in the education infrastructure of the city.

Manukau City Council should exert whatever leverage it can to ensure that AUT and MIT – through their governing Councils and executive leadership – commit to the well-being of the wider education infrastructure of the city. Therefore, **COMET strongly recommends** that the development of any new campuses in Manukau be linked to collaborative practice through Heads of Agreement or other documents, and that there is active support for the brokerage of relationships between parties.

Where trade-offs may be required, **COMET recommends priority be given to the vision contained within the LTCCP for a Manukau city centre site** within the revitalisation area, and recommends immediate commitment from the Council, the AUT and the MIT to deliver on this vision.

**COMET supports** the concept of establishing a special-purpose entity for partnership in and management of education assets in the city.



**A city of regional importance**

Manukau City Centre has a very important role in the region. Provided it is allowed to grow in an integrated manner, it can continue to develop into an area of greater diversity and critical mass. The combinations of factors that distinguish it are:

- substantial employment, business and office components
- substantial retail components
- substantial administrative components
- high degree of accessibility by motorway and to arterials
- future rail link.

**The vision**

This redevelopment framework will guide Council investment (infrastructure, facilities and public spaces) as well as private investors and property owners. The aim is to promote growth and manage appropriate land-use patterns.

The vision is to create a city centre that:

- is lively and safe, with round-the-clock activity
- is attractive and convenient to walk in
- encourages public transport use
- has a mixture of activities and higher-density development to create the critical mass for lively cafes and parks
- increases the residential population and allows for apartments and business facilities that are designed to coexist happily
- preserves ecologically sensitive natural areas
- encourages high quality investment.

A Steering Group including representatives from the business community, property owners and community representatives has been working with Council on a Redevelopment Strategy.

**What happens next?**

Council has endorsed this concept for public comment. In addition to encouraging any private investment to support City Centre redevelopment, Council will:

- investigate the option to establish a link through the Square to create a new main street
- explore design options for Manukau Square
- explore design and feasibility for a new central library
- continue with ongoing improvements to Hayman Park
- work with infrastructure funders and Transit NZ on key transport infrastructure projects
- align District Plan and infrastructure planning to support the City Centre Redevelopment Strategy and the Auckland Regional Growth Strategy.



**A new 'Main Street'**

City centres need strong 'Main Streets' around which the pedestrian-based retail and recreation activity concentrates and where the identity of the centre is formed. The framework proposes that Sharkey Street, Osterley Way, a link across the Square and the new street west of the Council building, form Manukau City Centre's new 'Main Street'. It will be further strengthened by a continuation past the Court and over the proposed SH20 to the land to the south.

With on-street parking, low speed traffic, pedestrian friendly building frontages and lively public places, this will become the focus of the centre.



**A safer, livelier square**

A new lane along the edge of the square, a potential new cinema complex in the mall and cafes spilling out onto the square will help bring more life to the centre during the day and night. This will improve safety and offer possibilities for a range of new diverse uses. In future a new library may be located to the south to provide an active frontage and new civic entrance to the Council buildings.



**What can I do to make a difference?**

For more background on the City Centre Redevelopment Strategy, visit Council's website on [www.manukau.govt.nz](http://www.manukau.govt.nz). For a copy of relevant Council reports, call the Customer Service Call Centre or phone (09) 262 5104.

Please send your comments and queries to: Chris Smith  
Manukau City Council, Private Bag 76917, Manukau City, New Zealand  
Phone (09) 263 7100, Fax (09) 262 5151, Email [osmith@manukau.govt.nz](mailto:osmith@manukau.govt.nz).

For more information on the Auckland Regional Growth Strategy, visit the ARC website on [www.arc.govt.nz](http://www.arc.govt.nz) and look under 'Strategic Policy'.

**Project team**

Kobus Mentz - Sindair Knight Merz  
Paul Murrain - Urban Design Ltd  
Jim Higgs - TTM Consulting Ltd  
Mike Cullen - Patriok Partners



Te Kaunihera o  
**MANUKAU**  
City Council

**Manukau City Centre**

*A redevelopment framework for the future.*



“The place to work, shop, play and live, reflecting the communities of Manukau”

(vision statement from Redevelopment Strategy Steering Group, July 1999)

DRAFT CONCEPT PLAN FOR DISCUSSION, APRIL 2002

WE WANT YOUR COMMENTS



# Creating a vibrant, safe and prosperous City Centre



To make our City Centre livelier, safer and more prosperous, we need to promote City Centre housing, good quality parks, attractive and slow speed streets, additional parking, a strong street connection between Cavendish Drive and Wiri Station Road and a lively Square which is safe at all times.

## Living in the Centre

With good design, apartments to the edge of Hayman Park, such as those at the Auckland Domain, can help make the park safe and lively. The residents will help turn the Centre into an interesting and vibrant place. Other possibilities include a university campus which would open up the Centre with student activities.

## An enhanced Hayman Park

Council has plans to develop Hayman Park into a high quality City Centre amenity for relaxation, play, arts and events. A skateboard park is already underway. There are proposals to develop a further concept plan for consultation.

## New cinemas to bring night life

Council will encourage cinema development around the square to create night time activity which would also support complementary uses such as cafes.

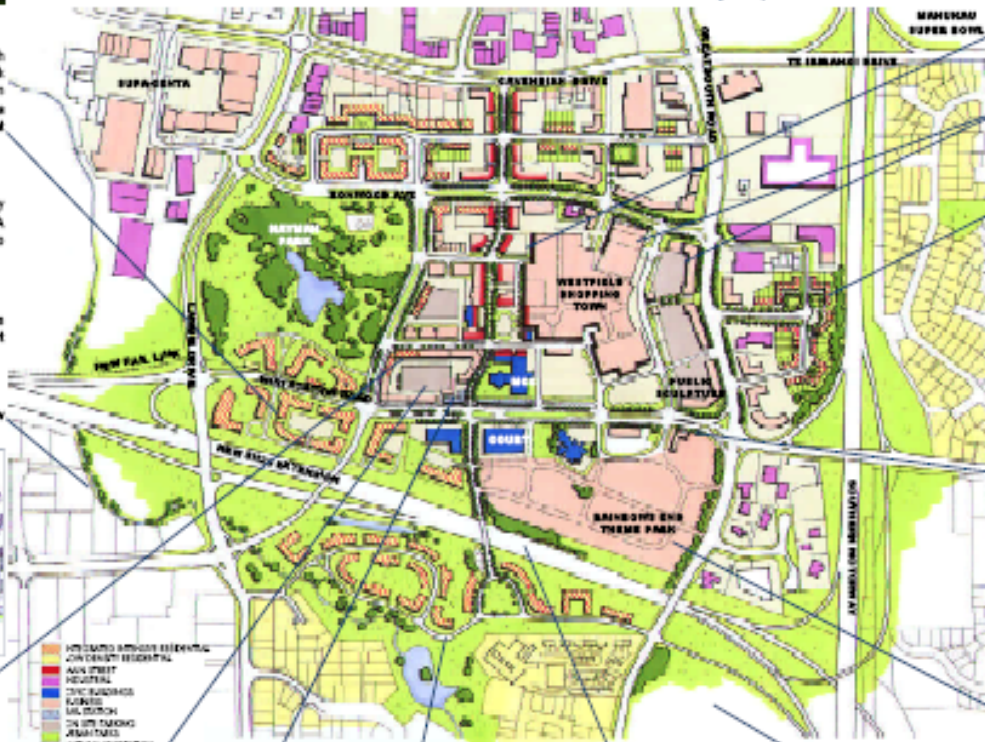
## Puhina Stream revitalised

Planting regeneration, landscape improvements and new walkways connecting Tobee Park and Puhina Reserves.



## A livelier Putney Way

New commercial buildings onto Putney Way and apartments at the end overlooking Hayman Park will add life to the Centre.



## Decked parking

A new decked parking structure with apartments, offices and shops fronting onto the street is being investigated.

## A new rail station

A new rail station with a rapid travel link to the North Island main trunk line at Wiri. Bus facilities to be nearby.

## Making best use of land to the south of new SH20

If soil conditions permit, this land should accommodate uses that contribute strongly to the City Centre's economic and social life and support public transport. These could include intensive housing, commercial uses or an educational facility.

## A strong link to the south

To ensure the land to the south is well integrated with the City Centre, it is essential that a strong link, preferably a vehicular bridge, is constructed over the new SH20 extension.

## The new ClearTelstra Pacific Arena

A proposed sub-regional multipurpose events centre for 3,000 people indoors and 15,000 outdoors, auditorium for 700, art gallery and function rooms.

## Osterley Way carpark building

Development of multi-storey carpark buildings to alleviate parking congestion for business developments.

## Sympathetic mall expansion

The mall can expand with buildings that provide an active frontage to the street and create a more attractive urban pedestrian environment. Decked parking can be located behind.

## More employment uses around service lanes

Livework units can be developed around existing and new service lanes here, and the area between Cavendish Drive and Rosewood Avenue.



## Attractive, friendlier streets

General pedestrian improvements are envisaged. Wiri Station Road becomes a landscaped 'boulevard', with heavy traffic diverted to the new SH20 and allowing for improved pedestrian connections across the road to community facilities and Rainbows End. New lights and a road link connect the courthouse with the Civic Centre, Shelley Street and beyond, creating a new 'train street'.

SH20 motorway will connect with the southern motorway and the airport, taking heavy traffic out of the City Centre. The alignment is currently going through the necessary statutory process.

## Rainbows End theme park

Rainbows End is a major attraction and will continue to bring people to the Centre.



## APPENDIX THREE:

### VISION

A fictional account of what is possible through the central city area revitalisation project

*Manukau residents and visitors arrive in the city centre because they want to access the Central Library, the Westfield shopping centre, the Manukau art gallery and cultural centre (or the myriad local art businesses established in the immediate area), or local and central government services available within walking distance of the bus terminus, the train station, or a municipal car park. Council recognition of the importance of education to local economic well-being has created incentives for tertiary institutions to invest in development of their services in the centre of the city. People also go into the city centre to access the wide variety of courses offered by a combination of tertiary providers who serve the Manukau population, located adjacent to the transport hub and shared public - tertiary library and gallery areas. A number of Tertiary Institutions will offer tailor-made knowledge services in accordance with a Manukau Tertiary Education Regional Statement, prepared in partnership with local businesses, and which is funded or supported by the Tertiary Education Commission. A technology and engineering hub will not only provide education services, but incubate and support local businesses.*

*In addition to tertiary provision, the co-location of support services for education in early childhood centres and schools (such as careers services, truancy services, disability services, technology services, professional development services for teachers, trustee services, Ministry of Education offices and so on) provides world-leading integration, ensuring that every child achieves [no child is left behind!].*

*Students and other residents will live in the newly constructed apartments in the immediate area. The increased foot traffic and day-and-night presence of people will encourage businesses to serve a vibrant clientele that reflects the wide variety of ethnicities in Manukau. Cafes and a night-life will become more evident in the centre-city area, spilling across via a fast shuttle link to the TelstraClear Pacific Events Centre area. A recreation and fitness centre offers leisure services and encourages civic participation in a healthy lifestyle.*

*The co-location of all these public services in the central city area encourages the donation of outdoor public art works by benefactors, creating a space where people will come “just to enjoy the experience”.*

## **Competition in the Triangle**

**The counties in North Carolina's Triangle region discover that they can become more competitive only by growing more cooperative**

North Carolina's Research Triangle Park was way ahead of its time at its conception 50 years ago. The idea: Have businesspeople chip in to buy a big piece of land—between Duke University in Durham, North Carolina State University in Raleigh, and the University of North Carolina at Chapel Hill—to be managed by a nonprofit agency.

---

**Extract from *BusinessWeek*, August 21 2006**