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# Approval of the Draft Regional Land Transport Plan for Public Consultation

For decision:

For noting:

## Ngā tūtohunga / Recommendations

### Choose an item.

That the Regional Transport Committee (RTC):

- a) approve the attached Draft Auckland Regional Land Transport Plan 2021-31 (RLTP) for public consultation, noting minor changes will continue to be made to it prior to public release to reflect RTC feedback, and for clarity and consistency purposes.
- b) endorse the proposed approach to public consultation on the draft –RLTP, planned to take place between 29 March and 2 May 2021;
- c) delegates to the Chair and Deputy Chair of the Auckland Transport (AT) Board the approval of the final draft RLTP for release, and approval of the Statement of Proposal required under Section 83 of the Local Government Act for consultation purposes.
- d) notes that following consultation, the draft final RLTP will be presented back to the RTC at a meeting planned for 27 May 2021 where the committee will consider any amendments to the document and recommend it to Council for endorsement and the AT Board for formal approval.

## Te whakarāpopototanga matua / Executive summary

1. The draft RLTP outlines Auckland region's 10-year programme of activities for investment undertaken by AT, Waka Kotahi New Zealand Transport Agency (Waka Kotahi), and KiwiRail to improve Auckland's transport system. It identifies the key land transport objectives, a range of capex and opex activities, a programme of policy advocacy, and monitoring measures.
2. As it reflects the Auckland Transport Alignment Project (ATAP) agreements between Council and Central Government, this RLTP represents the best possible transport package to move towards ATAP/RLTP objectives within the funding available. This package reflects a significant

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reallocation of funding, including Waka Kotahi funding, to support mode shift, reductions in greenhouse gas and community outcomes – while ensuring an appropriate level of renewals.

3. The Planning Committee of Auckland Council has unanimously endorsed the draft RLTP to the committee. The committee now needs to consider the draft RLTP as amended to address feedback from the Council, for public consultation.

## Ngā tuinga ō mua / Previous deliberations

Date	Report Title	Key Outcomes
Workshop – 25 February 2021	Draft Regional Land Transport Plan 2021 – 31	The workshop discussed key issues surrounding the ATAP, RLTP and Regional Fuel Tax (RFT) processes. The RTC signalled their comfort in the general direction and form of the RLTP, sufficient for it to be provided to the Auckland Council Planning Committee in a draft form for their endorsement.

## Te horopaki me te tīaroaro rautaki / Context and strategic alignment

4. The draft RLTP attached outlines Auckland region’s 10-year programme of activities for investment undertaken by AT, Waka Kotahi, and KiwiRail to improve Auckland’s transport system. It identifies the key land transport objectives, a range of capex and opex activities, a programme of policy advocacy, and monitoring measures. It is prepared every three to six years in accordance with the Land Transport Management Act 2003 (LTMA).
5. The LTMA bestows responsibility for preparing and consulting on and finalising this programme to the RTC, which has members from AT, Waka Kotahi and KiwiRail. Legislation requires the RTC to consult with Council in the preparation of the RLTP.
6. However, a recent recommendation from the Review of Auckland’s Council Controlled Organisations added a new expectation this time around, recommending that the RLTP is prepared jointly between Council and AT. Auckland Council and AT staff have collaborated to develop the ATAP package over the last 12 months, and to align the draft RLTP both to ATAP and Council’s draft Long Term Plan (LTP). The collaboration will continue as we consult publicly and consider how our community’s feedback can be incorporated into the RLTP. AT staff have also worked closely with Waka Kotahi and KiwiRail to bring together an integrated draft RLTP.

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7. The ATAP agreement between Council and Government is the basis for development of the 2021 RLTP, and the draft RLTP is aligned to its objectives, funding assumptions and investment programme. The draft RLTP also needs to be consistent with the funding made available in Council's LTP, and with the RFT Scheme.
8. ATAP has been approved by Cabinet. The Auckland Council Planning Committee unanimously endorsed ATAP and the draft RLTP for consultation on 11 March 2021 (refer to Attachment 3), and requested that: AT commits to work with Auckland Council and Central Government to investigate complementary levers to improve climate change outcomes; within the available budgets, AT will ensure more rapid and flexible delivery of cycle infrastructure; AT pursues representation on the Waka Kotahi governance group overseeing delivery of the New Zealand Upgrade Programme in Auckland; and AT works with Council and central government to progress the next stage of 'The Congestion Question'.
9. This set of recommendations sought to address views from some Councillors that the current ATAP and RLTP did not do enough to address climate change and provide for cycling. In addition, Councillors wanted to encourage efficient use of renewals funding by aligning new capital projects and renewal activities so that improvements were made at the same time as asset reconstruction. There is more work to do to try and improve these outcomes within the available funding constraints and timing of renewals in the Asset Management Plan relative to the Cycling Programme Business Case.
10. The RTC has reviewed previous drafts of the RLTP and has reviewed the content at a workshop on 25 February 2021. The Planning Committee has now endorsed the draft to you. The RTC now needs to consider the draft RLTP as amended to address feedback from the Council, for public consultation.

## **Ngā matapakinga me ngā tātaritanga / Discussion and analysis**

11. The draft RLTP document is attached as Attachment 1 and Attachment 2 (Appendices). It will continue to be updated following this RTC meeting as AT incorporates feedback and finalises the document ready for public consultation.
12. Attachment 2 contains a draft "*Tāmaki Makaurau, Projects planned for delivery 2021-2031*" graphic as part of the RLTP document.

### **Draft RLTP Package**

13. The draft RLTP is aligned with the ATAP programme with one major exception. Funding for public transport services and maintenance is lower in the RLTP than ATAP. This is a result of the Auckland Council allocation to transport operational expenditure being lower in the draft 2021 LTP than assumed in ATAP. 2021 LTP funding for public transport services and maintenance has, however, been increased in comparison to the 2018 LTP.

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14. As it reflects the ATAP, this RLTP represents the best possible transport package to progress the achievement of the ATAP/RLTP objectives within the funding available. This package reflects a significant reallocation of funding, including Waka Kotahi funding, to support mode shift, greenhouse gas and community outcomes – while ensuring an appropriate level of renewals. Key highlights of the package include:
- A step-change in the coverage and performance of the rapid transit network over the next 10 years. Projects such as Airport to Botany, City Centre to Māngere (CC2M), Eastern Busway, Northwest Busway and Northern Busway extension which are all progressed by this RLTP extension will significantly extend the coverage of the Rapid Transit Network. At the same time, City Rail Link (CRL), rail network improvements and the Northern Busway capacity enhancements will address capacity constraints into the future.
  - Up to two hundred kilometres of cycleways and shared path delivery, with 100 to 125 coming from AT's programme (including conversion of existing cycle lanes through 'pop-up protection').
  - An increased investment in renewals to ensure Auckland's transport assets are maintained to an appropriate level.
  - Continued support for a major reduction in deaths and serious injuries in line with the Vision Zero approach.

**RLTP Outcomes**

15. The draft RLTP documents the outcomes it will deliver against the agreed ATAP / RLTP objectives. These outcomes are aligned with the Future Connect measurement framework and have been well canvassed with the RTC in recent workshops.
16. Overall, the outcomes significantly contribute towards the objectives. In particular, there are improvements against all key measures other than congestion, despite large forecast growth.

**Prioritisation of projects in the RLTP**

Projects within the RLTP have been grouped into three categories reflecting the ATAP funding scenarios. The categories are:

- Category One – which is the committed and essential projects that are expected to be fundable under a business as usual scenario
- Category Two – includes the highest priority discretionary projects, which are generally a combination of active modes, public transport and corridor projects or programmes. Funding for these projects depends on all of AT's eligible projects receiving the full 51% financial assistance rate from Waka Kotahi.
- Category Three – includes the lower priority, but still important, discretionary projects. This category includes new allocations for supporting growth in the brownfields, northwest and Drury/Paerata spatial priority areas. This depends on Waka Kotahi using its discretion to provide additional financial assistance across a number of key projects within the AT's programme, for example through a higher financial assistance rate for rapid transit projects such as the Eastern Busway.

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## Sequencing of projects in the RTLP

17. The RLTP determines the timing of the projects included in the ATAP package. Projects prioritised within the first three years generally reflect committed construction currently underway or in contract, completion of existing programmes, projects that get best value out of current/planned infrastructure, and ensuring that there is an appropriate level of investment in core programmes. Examples of these are the Urban Cycleway programme, the Eastern Busway, new electric trains for CRL and the safety programme.
18. Nevertheless, AT has also been able to bring forward some small new elements in the programme, including:
  - the minor cycling and micro mobility programme – which will allow early progress on the previously unfunded ‘pop-up protection’ proposal;
  - funding to support EV take-up; and
  - small scale early components of the Access for Everyone project.
19. Category Three projects that are dependent on Waka Kotahi reaching the full allocation of funding as assumed in ATAP generally have the bulk of their funding sequenced into the last three years of the programme. This reflects uncertainty over the funding for these projects and their lower priority within the programme. This means that the bulk of new funding to support spatial priority areas occurs after 2028.
20. A key factor influencing the timing of the programme is the need to progress the Eastern Busway and purchase of electric trains to support CRL, while maintaining other key programmes such as safety and renewals. This is manageable within the first three years. However, there are significant challenges accommodating the programme within allocated funding during years four and five of the programme. This is an area that will need further attention and ideally some resequencing of Council funding.

## Further Policy Initiatives

21. For Auckland to successfully meet its challenges and realise its full potential over the longer term investment in infrastructure and services must run alongside some significant policy and regulatory changes. This draft RLTP proposes a number of policy responses are required, many of which would require significant advocacy from Auckland to central government to progress including the following areas:
  - Climate Change (refer to the Climate Impact Statement section below).
  - Access equity (implementing a 50% discount on public transport fares for Community Services Card holders).
  - Safety (penalties, enforcement, speed limit reviews).
  - Congestion pricing (through The Congestion Question).

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## Statement of Proposal

22. Section 83 of the Local Government Act requires the preparation of Statement of Proposal as part of the Special Consultative Procedure. This statement is intended to be a summary of the information contained in the draft RLTP to aid and assist public understanding and should be made available publicly. This statement will be finalised following the RTC's consideration of the draft RLTP, and approval of it for release will be delegated to the Chair and Deputy Chair of the AT Board.

## Ngā tūraru matua / Key risks and mitigations

Key risk	Actions to Mitigate this risk
<b>Scale of change requested through consultation:</b> Though consultation, Aucklanders may seek the inclusion in the RLTP of projects that are not included within ATAP, and therefore have uncertainty as to their funding.	Clear communication about the ATAP process and decision making rights of parties to that agreement, the role of the RTC, and its relationship with the RLTP process, including the RLTP itself.  Consideration by the RTC and AT Board of any deviations with an open mind.
<b>Failure to deliver policy change:</b> The desired outcomes for carbon emissions reductions are not achieved due to lack of the necessary policy intervention from Central Government.	Engage actively with the Ministry of Transport (MoT), with the support of Auckland Council, to advocate for policy changes required.
<b>Funding availability:</b> Changes to available funding, or inability by AT to access National Land Transport Fund (NLTF) funding for the full programme, will result in an inability to deliver the full RLTP programme and will affect achievement of the outcomes and targets.	Continue to advocate to MoT and Waka Kotahi to progress work to enable the full funding allocation in the Government Policy Statement.  Communicate clearly during consultation that there are risks in the funding environment and how those risks would play out in the delivery of the programme.

## Ngā ritenga-ā-pūtea me ngā rauemi / Financial and resource impacts

23. The Auckland Council draft LTP budget being consulted on provides for \$7.4 billion of opex funding (including Waka Kotahi financial assistance, but net of direct revenue) from AC and an \$11.0 billion capex programme.

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24. The AT programme in the draft RLTP is generally aligned to the LTP funding. However, it does include a higher capital programme of \$11.4 billion which reflects inclusion of an additional \$418 million worth of projects within AT's programme that are assumed to be fully funded by Waka Kotahi. AT is proposing to submit an adjusted capital bid to Auckland Council to reflect this change.
25. Importantly, the operational funding of \$7.4 billion (net of PT fares and other direct revenue) already included in the draft RLTP does not provide for the full \$7.9 billion sought by AT to fully implement its recommended PT services, or even the \$7.7 billion recommended for public transport services and maintenance included in ATAP. ATAP's figure assumed that a higher subsidy from Waka Kotahi would enable the higher operational funding within the overall \$31bn. However, while further work on funding assumptions is needed, realising this additional funding subsidy from Waka Kotahi is likely to be difficult to achieve in practice.
26. Ultimately, to achieve the desired outcomes, AT would require a total of \$500 million additional funding from Council and Waka Kotahi (and has submitted a bid to the final LTP). Without additional funding, AT will find it difficult to materially increase public transport services above current levels.

## **Ngā whaiwhakaaro ō te taiao me te panonitanga o te āhuarangi / Environment and climate change considerations**

27. Without action, Auckland's transport emissions are expected to increase significantly as a result of additional vehicle travel associated with population growth. The RLTP's key contribution to climate change is the extensive investment in network infrastructure and services designed to encourage mode shift away from private vehicles and towards lower emission public and active transport options – lowering transport Greenhouse Gas (GHG) emissions. Additionally, the RLTP makes significant progress towards reducing emissions from public transport by electrifying Auckland's public bus fleet, running electric trains on more of the rail network, and trialling an electric public ferry.
28. Mode shift and public transport electrification (i.e. RLTP investment) are, however, only two components of a set of measures needed to reduce transport GHG emissions and have a modest effect on their own. Other measures - which depend upon Central Government decision making - include reducing GHG emissions from the vehicle fleet by incentivising electric vehicle purchases, setting vehicle fuel efficiency standards, and setting a biofuel requirement in fuels.
29. The MoT estimates that implementing a vehicle fuel efficiency standard, a biofuels requirement, and decarbonising the public transport bus fleet could reduce Auckland's transport GHG emissions by 1-2 megatons cumulatively between 2022 and 2031. The Climate Change Commission, meanwhile, has estimated a significant increase in EV take-up as a result of its proposed initiatives.
30. Projecting transport emissions is challenging and requires integration of a number of information sources. Nevertheless, the initial estimate is that the combination of the RLTP package and government's announced changes should yield a slight decrease in transport emissions between 2016 to 2031 - despite a 22 percent increase in Auckland's population over the same period. Beyond this, rapid reductions in emissions are predicted after 2031 as more and more of the vehicle fleet becomes electrified. If the Climate Change Commission's proposals

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for improved vehicle fleet are realised, the Commission's figures indicate a further emissions reduction in the order of 12 percent is possible in 2031.

31. AT will continue to work with Council and Central Government under the umbrella of ATAP to progress policy changes to reduce greenhouse gas emissions of the whole transport system in Auckland including improvements to the vehicle fleet by incentivising electric vehicle purchases, setting vehicle fuel efficiency standards, and setting a biofuel requirement in fuels.

## **Ngā reo o mana whenua rātou ko ngā mema pooti, ko ngā roopu kei raro i te maru o te Kaunihera, ko ngā hāpori katoa / Voice of mana whenua, elected members, Council Controlled Organisations, customer and community**

32. The added emphasis of the RLTP investment package on climate change, mode shift and transport integration with emerging spatial priorities will benefit Māori in several ways. However, the uneven distribution of transport investment benefits across the region means southern and western parts of the region may not experience these benefits to the same extent. These areas coincide with higher concentrations of Māori. There will be additional work undertaken looking to address inequities from the impacts of decarbonisation.
33. The Community Connect pilot which provides a 50% discount on public transport fares will benefit those on the Community Services Card. Further information is being sought to determine the demographic make-up of Community Services Card holders to allow us to understand whether access to employment and education for Māori will be improved as a result of the draft RLTP programme of activities.
34. As part of the RLTP process we are engaging with Mana Whenua as partners and consulting with Mataawaka on this draft RLTP document.
35. It is envisaged that more work will be undertaken by ATAP partner agencies in collaboration with appropriate Mana Whenua and Mataawaka forums to refine the assessment framework as part of the upcoming development of the ATAP 2031-51 investment package.
36. Council has been involved throughout the development of ATAP and the RLTP and the Planning Committee has unanimously endorsed the draft RLTP for public consultation. As a regional programme it is appropriate that the primary engagement focus sits with the Governing Body through the Planning Committee. However, as the RLTP has important local impacts, it's important to seek local board views to ensure these are included in the information given to the RTC and Governing Body to inform their decision making. To this end, AT has planned key engagement with Local Boards including Local Board workshops in parallel with the public consultation. Local Boards will be encouraged to pass resolutions to officially record their feedback on the RLTP. This feedback will inform any changes to the draft RLTP post consultation.



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## Ngā whaiwhakaaro haumarū me ngā whaiwhakaaro hauora / Health, safety and wellbeing considerations

37. The Safety Programme delivered under this RLTP is expected to prevent over 1,760 DSI during the next 10 years and deliver a 67 per cent reduction in annual DSI by 2031. This result is in line with the Vision Zero for Tāmaki Makaurau Transport Safety Strategy.

### Ā muri ake nei / Next steps

38. Legislation requires the RTC to consult with the public on the draft RLTP and AT will be using the Special Consultative Procedure and the principles of consultation outlined in section 83 of the Local Government Act 2002.

39. Public consultation will take place from 29 March to 2 May 2021. AT will be seeking feedback on the following questions:

- Have we accurately identified the issues and challenges facing Auckland?
- Have we allocated available funding to the highest priorities? \
- Of the projects proposed to be delivered in the draft RLTP, which projects would people remove and what would they replace them with.
- How important road safety, congestion, environment and climate change policy changes are to deliver an effective and efficient transport system.

40. People will be able to provide feedback via the AT website, at public drop-in sessions or by requesting to be heard in person or via an audio-visual link at hearings.

41. A region-wide advertising campaign is in place to ensure as many Aucklanders as possible are made aware of the opportunity to provide feedback.

42. To promote the consultation AT will:

- Send flyers to more than 500,000 properties around the region (refer to Attachment 4).
- Advertise in the NZ Herald and community newspapers (refer to Attachment 5).
- Run a social media advertising campaign.
- Post on AT's social media platforms.
- Issue a media release.

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- Engage with Mana Whenua and Mataawaka, partners and stakeholders.
  - Have a dedicated project/consultation page on our website.
  - Contact everyone on our databases – AT HOP, People’s Panel etc.
  - Put up posters in libraries and service centres. Flyers and copies of the RLTP will also be available.
  - Hold 11 public drop-in sessions and two webinars.
43. Auckland Council will also be seeking feedback on the draft RFT scheme proposal at the same time as the RLTP consultation and we will be using a combined online feedback form to seek feedback on both the RLTP and the RFT Scheme.
44. Following consultation, the RTC will consider the feedback received and any recommend changes to RLTP at a meeting planned for 27 May 2021. At that time, the RTC will consider an assurance framework which will set out how statutory and legislative responsibilities have been addressed through the RLTP’s development and in the document itself.
45. The draft final RLTP will then be presented to the Planning Committee for endorsement in a meeting planned for 3 June 2021. Following endorsement, the AT Board will approve the RLTP and it will become operational on 1 July 2021.

## Ngā whakapiringa / Attachments

Attachment number	Description
1	Draft Regional Land Transport Plan 2021 - 31
2	Draft Regional Land Transport Plan 2021 - 31 Appendices
3	Auckland Council Planning Committee Resolution number PLA/2021/16: Endorsement of the draft 2021 Regional Land Transport Plan for consultation
4	RLTP Consultation Flyer to be delivered to households
5	RLTP Herald Advertisement

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## Te pou whenua tuhinga / Document ownership

Submitted by	Hamish Bunn <b>Group Manager Integrated Network Planning &amp; Policy Planning and Investment Group</b>	
Recommended by	Jenny Chetwynd <b>Executive General Manager Planning &amp; Investment Planning &amp; Investment Division</b>	
Approved for submission	Shane Ellison <b>Chief Executive</b>	