

Entered by Board Secretary

AGENDA ITEM 20.3 BOARD DECISION PAPER	
To:	The Board
From:	Murray Burt, Director Infrastructure & Place
Reviewed:	Matthew Rednall, Strategic Projects Isthmus and Greenfields Jane Small, General Manager Strategic Development Programme & Property Dean Kimpton, Chief Executive
Date:	22 October 2024
Title:	Carrington Road Improvements – Business Case and Recommended Option

Aronga / Purpose

1. To seek approval of the Carrington Road Improvements detailed business case (DBC) and to proceed with detailed design and construction.

Tuku mana / Delegation

2. Board approval is sought for delegation of authority to the Chief Executive to approve procurement contracts and variations over \$50 million for the Carrington Road Improvements project up to the Infrastructure Acceleration Fund (IAF) approved funding envelope of \$120 million plus third party funded works (Delegation Schedule 1.1, 1.2, and 1.10).

Ngā tūtohunga / Recommendations

That the Auckland Transport Board (board):

- a. Approves the Carrington Road Improvements detailed business case and to proceed with detailed design and construction of the recommended option in order to meet the requirements of the Infrastructure Acceleration Fund agreement.

- b. Delegates authority to the Chief Executive to approve procurement contracts and variations over \$50 million for the Carrington Road Improvements project up to the Infrastructure Acceleration Fund approved funding envelope of \$120 million plus third party funded works.

Te whakarāpopototanga matua / Executive summary

3. Development of land adjacent to Carrington Road will add 4,000 plus homes over the next 10-15 years.
4. Auckland Transport (AT) signed an agreement with Kāinga Ora to deliver Carrington Road transport corridor improvements funded by the IAF up to \$120 million.
5. AT has completed a DBC which sets out the investment case recommending the preferred option for upgrading Carrington Road, Mt Albert, to respond to local housing development and wider growth (see Attachment 1).
6. The preferred option benefit to cost ratio is 4 and the estimated cost is \$97 million to \$105 million (P50 to P95), including property acquisition.
7. Public consultation in 2023 and 2024 indicates general support for the preferred option from the community, partners, and key stakeholders, and the Albert-Eden Local Board has endorsed the DBC investment case (see Attachment 2).
8. A preferred supplier has been identified for the detailed design stage and contract negotiations are in progress.
9. To minimise community disruption and meet time frames for the corridor works, there may be a requirement to incorporate third party funded upgrade works (e.g. utilities) within the project delivery scope.
10. We will continue to consult with the community, our partners, and stakeholders as the design progresses, with construction expected to start in early 2026.

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Ngā tuhinga ō mua / Previous deliberations

Date	Report Title	Key Outcomes
October 2024 Committee	Carrington Road Improvements – Business Case and Recommended Option	Recommended that report go to the Board for approval. Noted the requirement to managed cost within the funding agreement; continue to work with the community on parking around the school; and progress works signage that outlines the partners in delivery
March 2024 Committee	Carrington Road Improvements emerging option and engagement approach – for noting	The proposed public engagement approach to seek feedback on the design of the emerging preferred option design was supported.
August 2023 Committee	Carrington Road Improvements community engagement approach	The proposed public engagement approach to seek feedback on short list options was supported.
October 2022 Board	Infrastructure Acceleration Fund Agreement – Carrington Residential Development	The board delegated authority to the Chief Executive to sign the IAF agreement and to sign an additional agreement for the developer’s fair share contribution to the project.

Te horopaki / Background

- The upgrade of Carrington Road has been brought forward with IAF funding to enable a major housing development, the Carrington Residential Development.
- The development is led by three Tāmaki Makaurau Rōpū, facilitated by the Ministry of Housing and Urban Development (HUD), and provides 4,000 plus homes over the next 10-15 years on land adjacent to Unitec, Mt Albert.

- AT will receive \$120 million of Crown and developer funding to progress the project through our IAF agreement with Kāinga Ora, signed in November 2022.
- We have worked with the community over the past 18 months to develop the short list options and the preferred option and are now ready to progress to the design for construction.
- The IAF agreement requires AT to accelerate project delivery to align with the housing delivery programme and meet specified project milestones, including Board approval of the DBC, to receive IAF payments.

Te hononga ki te “Statement of Intent 2024-2027”/ Alignment to Statement of Intent 2024–2027

- The project aligns with the Statement of Intent 2024 – 2027 as follows:
 - The preferred option responds to local board and community feedback; public engagement has been positive and constructive.
 - Additional special vehicle lanes will increase arterial productivity by 33% in 2031 compared to the Do Minimum, with potential for further gains as growth and mode shift occurs over time.
 - The preferred option improves bus reliability, travel times and access for existing and future users through special vehicle lanes, improved bus stop placement and facilities.
 - Accelerating the design and construction and ongoing coordination with the developers and utility providers will deliver corridor works more efficiently.

Me mōhio koe / What you need to know

Developing the preferred option with the community

- The DBC investment case recommends a preferred option for upgrading Carrington Road based on technical assessment and feedback received from

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the community, partners, and stakeholders, including a community liaison group (see Attachment 3).

18. Public consultation on the short list options in 2023 showed that over 60 per cent (of 365 respondents) supported an option which includes bus or transit lanes in both directions and a one-way cycleway in either direction, and 60 to 80 per cent supported the proposed new or relocated crossing points.
19. In 2024, AT received 512 comments during engagement mainly providing constructive feedback, focussing on aspects of the design participants wished to indicate support for or aspects they believe AT need to improve, with many suggesting how to improve.
20. We will continue to address feedback received on the preferred option design and consult with the local board on design refinements during the next phase.
21. The preferred option (see Attachment 4) accommodates the expected future growth and has the following key features:
 - a. Approximately 7m of widening through land acquisition along 1km of residential development frontage.
 - b. New special vehicle lanes - bus or transit lanes.
 - c. Maintains a one-way cycleway on either side of the corridor.
 - d. Maintains one general traffic lane in either direction.
 - e. Three new traffic signals, required to be provided for the development for access and safety, at the Gate 1, Gate 3 and Woodward Road intersections.
 - f. Two new signalised crossing points.
 - g. A relocated and more direct Northwestern Cycleway crossing point.
 - h. Widening of the Mt Albert Rail overbridge for active modes (to be confirmed in design stage).
 - i. Bus stops consolidated and located closer to crossing points.
 - j. New landscape and streetscape plans with 2-1 tree replacement.

- k. Rain gardens and improved stormwater management.
- l. Side road entrance treatments including raised platforms.

Improving safety, travel times, reliability and liveability outcomes

22. Key benefits of the preferred option compared against the Do Minimum (see Attachment 5 for further detail) include:
 - a. Improved bus reliability and travel times due to the separated bus or transit lanes and more efficient spacing of bus stops on the corridor.
 - b. Improved general traffic travel times by separating bus and general traffic movements and providing right-turning pockets at intersections and side roads where needed.
 - c. More accessible public transport by locating bus stops closer to crossings and to the Mt Albert Train Station.
 - d. Safety benefits from providing a protected cycleway, controlled access points and crossings, and entrance treatments at side roads.
 - e. Enhanced liveability and environmental outcomes through more trees, shade, amenity, and increased resilience to high intensity rain events.

Key risks

Key risks	Mitigation
Not meeting the agreed IAF practical completion date due to project delays such as consenting, unfavourable site conditions, public opposition	<ul style="list-style-type: none"> • Accelerating design and delivery, including seeking to delegate authority to the Chief Executive to award construction contracts above \$50 million. • Early site works ahead of design completion. • Ongoing engagement with the local board and community.
The community is not confident that the upgrade will accommodate the level of population growth anticipated through the development and	<ul style="list-style-type: none"> • Public made aware that travel times will increase over time, but the preferred option helps to reduce the impact. • Special vehicle lanes can respond to the level of growth, wider network improvements

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will exacerbate the current congestion at the New North Road intersection	<p>and changing travel patterns as they occur over time.</p> <ul style="list-style-type: none"> Continuing to work with the community on changes to New North Road intersection including options for vehicle widening of the Mt Albert Rail Overbridge.
Significant community disruption during construction	<ul style="list-style-type: none"> Working closely with the developers, Watercare, utility providers, and the community to plan the staging and timing of the works to achieve a 'dig once' approach and minimise disruption. Opportunity to include third party utility upgrades including Watercare's planned utility upgrades for the corridor within the AT delivery scope.

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

- The project is fully funded through the Government's IAF. With a benefit to cost ratio of 4, the preferred option provides value for money, and with a cost estimate of \$97 million (P50) to \$105 million (P95), is within the IAF funding cap of \$120 million.
- Scope and costs assessment reviews will be progressively undertaken during the next phase to stay within the IAF funding cap.
- If third party utility upgrades are included in the AT delivery scope, the additional costs to the project will be funded through the third party.

Ka whaiwhakaaro ki te Tiakanga Taiao / Climate change and sustainability considerations

- The preferred option delivers on AT's sustainability plan by:
 - Enabling mode shift.

- Improving stormwater treatment and management.
- Providing a neutral greenhouse gas emission outcome when incorporating significant population growth.

Ngā whakaaweawe atu anō / Other impacts

Relationship	Consulted Y/N	Views and Perspectives Received
Māori	Yes: <input checked="" type="checkbox"/> No: <input type="checkbox"/>	We have engaged with mana whenua via AT's Central Hui on the design principles, planting strategy, stormwater management approach and overall corridor design.
Elected members	Yes: <input checked="" type="checkbox"/> No: <input type="checkbox"/>	We worked with the Albert Eden Local Board throughout the project and sought feedback on the public engagement approach, option development and design. The preferred option aligns with the board's objective to provide safe, reliable and easy to use transport options.
Council Controlled Organisations	Yes: <input checked="" type="checkbox"/> No: <input type="checkbox"/>	Healthy Waters support AT working with the residential developers to upgrade the stormwater network to take stormwater runoff from the future widened Carrington Road.

Ā muri ake nei / Next steps

- A procurement process is currently underway to confirm a preferred supplier for the detailed design stage. An early design package has been awarded to the preferred provider to ensure time frames continue to be met while the substantive contract for detailed design is negotiated.
- The design for construction will progress to the end of 2025 and we will continue to seek and address feedback from the community and stakeholders during the design development.




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29. Further investigation and costing will confirm widening of the Mt Albert Rail Bridge and whether it is included, is for active modes only or for vehicles too.
30. Works coordination will continue with the residential developers and utility providers to coordinate and sequence construction activity within the road corridor.
31. We will confirm whether the special vehicle lanes are bus or transit (T2 or T3) lanes and their hours of operation prior to construction.
32. Construction is expected to commence in 2026 to align with the development time frames.

Ngā whakapiringa / Attachments

Attachment #	Description
1.	Preferred Option enables growth
2.	Albert-Eden Local Board endorsement of DBC investment case
3.	Engagement summary
4.	Preferred Option overview
5.	Preferred Option benefits

Te pou whenua tuinga / Document ownership

Submitted by	Recommended by	Approved for submission
Lorraine Stone Principal Transport Planner (Author)	Murray Burt Director Infrastructure and Place (Executive Leadership Team member)	Dean Kimpton Chief Executive
		

Attachment 1	Preferred Option Enables Growth
Carrington Road Improvements – Business Case and Recommended Option	



Concept plan for Carrington Residential Development



Existing corridor and land use



Preferred option providing special vehicle lanes

Attachment 2	Albert-Eden Local Board endorsement of DBC investment case
Carrington Road Improvements – Business Case and Recommended Option	

MEMO TO: Bruce Thompson - Auckland Transport Elected Member Relationship Partner
 Lorraine Stone – Business Case Lead
 Aaron Hutching – Engagement Lead

FROM: Michael Mendoza - Democracy Advisor

DATE: 27 August 2024

MEETING: Albert-Eden Local Board Meeting of 22/08/2024

Please note for your action / information the following decision arising from the meeting named above:

AE/2024/119 **Auckland Transport request local board endorse investment case for preferred option for upgrading Carrington Road**

FILE REF CP2024/11942

AGENDA ITEM NO. 12

12 Auckland Transport request local board endorse investment case for preferred option for upgrading Carrington Road

Bruce Thomas – Auckland Transport Elected Member Relationship Partner, was in attendance in-person, and Lorraine Stone – Business Case Lead, and Aaron Hutching – Engagement Lead, were in attendance online via Microsoft Teams, to speak to the report.

Resolution number AE/2024/119

MOVED by Chairperson K Smith, seconded by Member C Robertson:

That the Albert-Eden Local Board:

- a) endorse Auckland Transport’s investment case recommending a preferred option for upgrading Carrington Road, incorporating:**
 - i) separate bus or transit lanes in both directions, where space allows**

- ii) one general traffic lane in either direction
 - iii) one-way cycleway on either side of the corridor
 - iv) three new signalised intersections required to support the development
 - v) additional crossing points
 - vi) relocated and more direct crossing point for the Northwestern Cycleway
 - vii) new planting and improved stormwater management.
- b) acknowledge and thank the community for its participation in the consultation and submission process.
 - c) note that the next stage of work will involve detailed design of the preferred option.
 - d) request Auckland Transport take into account views expressed by the local board during ongoing engagement on the project, as well as points raised in public submissions.
 - e) request that Auckland Transport provide the local board with an opportunity to give formal feedback during the detailed design phase on elements of the project, such as the Mount Albert Rail Overbridge and the North Western Cycleway Crossing Point, and to discuss future engagement plans for the project.
 - f) thank Bruce Thomas – Auckland Transport Elected Member Relationship Partner, and Lorraine Stone – Business Case Lead, and Aaron Hutching – Engagement Lead, for their advice and attendance both in-person and online via Microsoft Teams.

CARRIED

Note: Member J Tan voted against the motion and requested that his dissenting vote be recorded.

SPECIFIC ACTIONS REQUIRED:

Bruce Thompson - Auckland Transport Elected Member Relationship Partner

Lorraine Stone – Business Case Lead

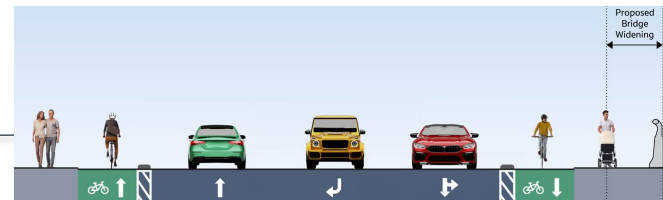
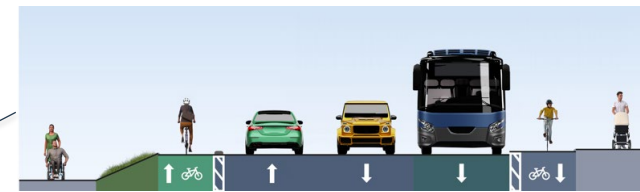
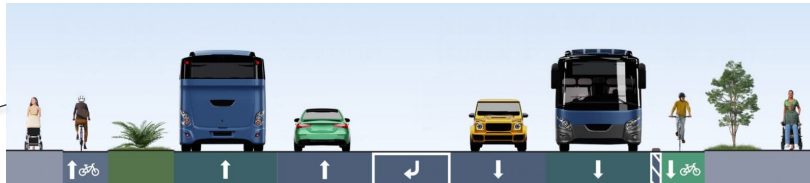
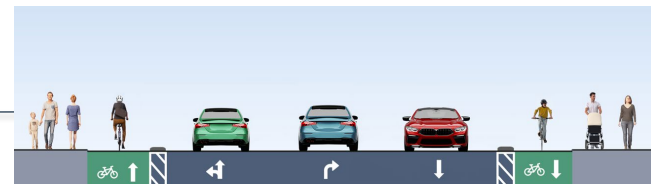
Aaron Hutching – Engagement Lead

- Please note the local board's resolutions for your action as appropriate.

Attachment 3	Engagement Summary
Carrington Road Improvements – Business Case and Recommended Option	

Engagement during DBC	Key feedback received
Public consultation in 2023 on short list options and proposed crossings	<ul style="list-style-type: none"> 62% (of 365 respondents) supported an option which includes bus or transit lanes in both directions where space allows, and a one-way cycleway in either direction 62-80% supported the proposed new/ relocated crossings
Public consultation in 2024 on the preferred option design	<ul style="list-style-type: none"> Of the 512 online comments (169 participants), six indicated general support/ opposition to the project; the remaining comments provided specific & constructive feedback focussing on design aspects Key feedback included: raise the relocated Northwestern (NW) Cycleway crossing (131 participants); improve access between Sutherland Road and the NW Cycleway crossing; provide additional planting on the corridor; make intersections safer for cyclists; replace shared path areas with separated walking and cycling facilities
Albert-Eden Local Board workshops in 2023 and 2024	<ul style="list-style-type: none"> Indicated support for bus and active mode improvements, relocating the NW Cycleway to make it more direct and convenient & justifying why it needs to shift, widening the Mt Albert Rail Overbridge for active modes Preferred option design: Feedback on NW Cycleway crossing design, consider vehicle widening of the Mt Albert Rail Overbridge & optimising the New North Rd intersection, improve corridor signage, ensure safe cycle facilities in constrained sections
Community Liaison Group workshops in 2023 and 2024	<ul style="list-style-type: none"> Improve cyclist safety; improve stormwater management; provide more trees and green space; address the Mt Albert Rail Overbridge bottleneck; link bus stops and crossings; enable easy access to the school, town centres and train stations; support proposed active mode and bus improvements; manage demand for on-street parking
Bike user group workshops on Northwestern Cycleway crossing	<ul style="list-style-type: none"> Support for more direct and shorter crossing; provide more waiting and turning space for pedestrians and cyclists using the crossing; ensure safe connections to and from Sutherland Road
Mt Albert Residents Association (MARA) presentations	<ul style="list-style-type: none"> Concern that the upgrade will not address the level of growth anticipated; want AT to explore options which optimise and/ or provide additional vehicle capacity at the Mt Albert end of the corridor
Gladstone Primary School Board presentation on preferred option	<ul style="list-style-type: none"> Retain on-street pick and drop off area outside the school; ensure cycle facilities are safe for children to use; consider impact of traffic on side streets and safety
Local business engagement	<ul style="list-style-type: none"> Aware of project but no specific feedback received
Meetings with property owners affected by changes to access due to new signals	<ul style="list-style-type: none"> Indicated preferences for accessing properties and retaining flexibility
Rōpū and MHUD regular engagement	<ul style="list-style-type: none"> Prefer bus over transit lanes; ensure the design integrates with the consented development and future plans
AT Mana Whenua Central Transport hui	<ul style="list-style-type: none"> Apply Mana Whenua design principles to the corridor; look at opportunities to relocate native trees being removed
Unitec, Masons Clinic, Taylors Laundry	<ul style="list-style-type: none"> Maintain good access to land uses along the corridor
KiwiRail, Watercare, utility providers	<ul style="list-style-type: none"> Co-ordinate design and delivery of the upgrade with the current infrastructure and future projects

Attachment 4 Preferred Option Overview
Carrington Road Improvements – Business Case and Recommended Option



Attachment 5	Preferred Option Benefits
Carrington Road Improvements – Business Case and Recommended Option	

Benefit area	Baseline 2019	Do Minimum* 2031	Preferred option 2031	Preferred option comparison to Do Minimum
Safety – Deaths & Serious Injuries (DSIs) over 5-year period	3 DSIs	12% improvement from baseline	26% improvement from baseline	<ul style="list-style-type: none"> Protected cycleway length of corridor Entrance treatments at side roads Additional controlled crossing points
People throughput – AM and PM peak two-way average (2 hour period): - Car drivers or passengers: - Bus passengers - Cyclists - Pedestrians	3,170 trips - 2,250 - 575 - 100 - 245	4,665 trips - 3,075 - 940 - 170 - 500	5,280 trips - 3,350 - 955 - 275 - 700	<ul style="list-style-type: none"> Increased capacity at intersections & improved channeling of left turning vs. through traffic Improved bus travel time and reliability Continuous footpaths and more crossing points providing better access to buses on Great North Road, New North Road and the train station Safer cycling facilities & improved access to the NW cycleway
Bus journey time – AM and PM peak two-way average (2 hour period)	5.4 minutes	11.4 minutes	7 minutes	<ul style="list-style-type: none"> Dedicated bus or transit lanes More efficient spacing of bus stops on the corridor
Vehicle journey time – AM and PM peak two-way average (2 hour period)	4.2 minutes	8.5 minutes	7.2 minutes	<ul style="list-style-type: none"> Separated bus & general traffic movements Right-turning pockets at intersections and side roads where needed
Private vehicle mode share – AM and PM peak two-way average (2 hour period)	70%	66%	63%	<ul style="list-style-type: none"> 3% decrease due to increased active mode share of trips on the corridor
Corridor productivity – AM and PM peak two-way average (2 hour period)	30,900 person km per hour	22,800 person km per hour	30,500 person km per hour	<ul style="list-style-type: none"> 33% improvement due to improved travel times Return to existing levels by mitigating the impact of the 3 new traffic signals
Average daily traffic total	15,500 vehicles	17,500 vehicles	18,500 vehicles	<ul style="list-style-type: none"> Increased corridor efficiency & throughput Reduced 'rat-running' on side streets
CO2 regional emissions – per 24 hours (kilograms)	9,179,000	9,830,000	9,830,000	<ul style="list-style-type: none"> Neutral

*The Do Minimum refers to the transport improvements required to support the Carrington Residential Development if there was no AT project, and includes three new signals on the corridor.