

Under the Resource Management Act 1991
In the matter of Notices of Requirement to enable the construction and operation of
the City Rail Link

Between

Auckland Transport

Requiring Authority

and

Auckland Council

Consent Authority

Statement of Evidence of Dr David John Warburton

Qualifications and Experience

1. My full name is Dr David John Warburton, and I am the Chief Executive of Auckland Transport.
2. My qualifications and a summary of my professional background and experience are attached as Appendix 1.
3. I have overall responsibility for Auckland Transport which is a Council Controlled Organisation (CCO) of Auckland Council.
4. This statement is given in support of the City Rail Link (CRL) project and outlines Auckland Transport's responsibility for delivering the CRL on behalf of Auckland Council.
5. My role in this project is to oversee the project governance structure and ensure Auckland Transport delivers this project to meet the objectives of Auckland Council as outlined in the Auckland Plan, Long Term Plan and in Auckland Transport's Statement of Intent (SOI).
6. I exercise oversight of the project in my core capacity and more specifically as a member of the CRL Steering Group. I am familiar with the project location and the site specific locations for each proposed station, as well as with the physical environment within which the CRL station indicative designs have been developed and support the proposal as further set out in the technical evidence on behalf of Auckland Transport.
7. I am authorised to give this statement of evidence on behalf of Auckland Transport.

Scope of Evidence

8. My evidence will address the following on behalf of Auckland Transport:
 - (a) Background and legislative mandate;
 - (b) The Auckland Plan, City Centre Masterplan and Auckland's economic future;

- (c) The role of the CRL in achieving the Auckland Plan and the Council's Long Term Plan;
- (d) The CRL as an essential component of the Integrated Transport Plan and a crucial stage in the development of Auckland's transport network;
- (e) Delivery of the CRL; and
- (f) The objectives and expected benefits from delivering the project.

Background and legislative mandate

9. Auckland Transport came into existence on 1 November 2011 as a result of the legislation enabling the amalgamation of local councils in Auckland. It is the CCO of Auckland Council responsible for managing and controlling Auckland's transport system under the Local Government (Auckland Council) Amendment Act 2009 ("the Act").
10. Auckland Transport's purpose¹ is "*to contribute to an effective and efficient land transport system to support Auckland's social, economic, environmental, and cultural well-being*".
11. Auckland Transport is responsible for planning, funding, prioritising and developing Auckland's transport system, with the exception of state highways and aspects of the rail system².
12. Auckland Transport is also deemed an approved requiring authority (RA), as a network utility operator, under section 167 of the Resource Management Act 1991 (RMA) for the purposes set out in section 47 of the Act.

¹ as set out in s 39 of the Act

² Section 45 of the Act, Powers of Auckland Transport and s 47 of the Act, Auckland Transport as a requiring authority

The Auckland Plan

13. The Auckland Plan provides the 30 year framework for managing the growth and development of Auckland to become *the world's most liveable city*.
14. The Plan is a well-integrated, carefully researched document that is designed to drive Auckland's social, environmental and economic development. A particular aim of the Plan is to build the economy partly through strengthening the CBD. This approach is necessary as the CBD is the most attractive location for the highly productive jobs which are critical to lifting Auckland's – and New Zealand's - future economic performance³.
15. The Auckland Plan recognises that the transport system is crucial to achieving the vision and the desired economic direction. The role of the transport system in facilitating liveability, economic growth and productivity is defined in the Auckland Plan by the overarching goal to *Create Better Connections and Accessibility within Auckland, across New Zealand and to the world* and includes four key priorities for Auckland Council and Auckland Transport:⁴
 - (a) Manage Auckland's transport as a single system;
 - (b) Integrate transport planning and investment with land use development;
 - (c) Prioritise and optimise investment across transport modes; and
 - (d) Implement new transport funding mechanisms.
16. CRL is named in the Plan as one of three transport projects that are "critical to Auckland's future growth" and is specified as "the foremost transformational project in the next decade" owing to its place-shaping effect. The Plan further states that "the Auckland Council sees the CRL

³ Auckland Plan – Strategic Direction 6, and for example, Grattan Institute, "Productive Cities in a changing economy", May 2013.

⁴ Auckland Plan - Strategic Direction 13.

as a key enabler of increasing employment in the City Centre and metropolitan centres on the rail network”⁵.

17. The critical role of the CRL as an economic catalyst is further emphasised in the City Centre Masterplan⁶ where it is identified as one of eight “Transformational Moves”. These are the actions the Council will set as priorities for investment in terms of its financial resources and skills. Construction of the CRL will be the most critical element in determining the timing of further city centre developments which will make a stronger CBD to lead regional – and – national productivity.

Long Term Plan

18. The *Long Term Plan* (LTP) is Auckland Council’s primary planning and implementation tool. The LTP is a statutorily required document that specifies the necessary services, projects and programmes to meet the strategic directions and community outcomes identified in the Auckland Plan. It also specifies the funding for these services, projects and programmes and thus provides the financial envelope within which Auckland Transport must deliver its functions and capital programme.
19. The 2012-2022 LTP states that:

“Council has identified a number of transformational projects that will begin to relieve the overburdened and inefficient Auckland transport network. The City Rail Link (CRL) is intended to play a major role in reducing congestion by tripling the capacity of our rail network, and addressing capacity bottle necks via Britomart. Costed at \$2.86 billion, the CRL is a key project required to move Auckland towards a single transport system. Council instructed Auckland Transport to progress with initial planning, land acquisition and route protection work on the CRL.”

The LTP further states that the Project “*will greatly improve access to the city centre from all parts of Auckland, reducing time spent*

⁵ Ibid

⁶ City Centre Masterplan, Auckland Council, 201

commuting, improving productivity and acting as a catalyst for business development.”

20. The Auckland Council's LTP confirms the cost of the CRL as \$2.86b (in inflated dollars). This includes design and construction, rolling stock and associated improvements to the wider rail network.
21. The cost of construction and land (after the sale of surplus land) is expected to be \$2.39b.
22. The Auckland Council's LTP signals that the cost of construction and land should be funded equally by Auckland Council and the government. The capital cost of the additional rolling stock (\$324m) and other improvements to the network (\$148m) are included in the \$2.86b.

Funding

23. Auckland Council's share of funding for the CRL is expected to be sourced from rates, development contributions and alternative funding. As outlined in the Auckland Plan, alternative funding sources are required to meet the balance of construction costs associated with the CRL⁷. Alternative funding is estimated to contribute approximately 30% of the total capital cost of the CRL. The Government has confirmed 50% funding post 2020.
24. To assist the discussion on funding the Mayor set up an Alternative Transport Funding Project⁸ and established a Consensus Building Group (CBG) made up of a diverse range of stakeholders. Their role was to consider potential revenue-raising tools to address the funding shortfall required to deliver the Auckland Plan and to recommend to Auckland Council a preferred mix of funding tools that will meet the needs of Auckland's transport system.
25. A consultation document was released by the CBG in May 2013. A report is anticipated to be provided to Auckland Council in July 2013.

⁷ Auckland Plan, para 791.

⁸ Alternative Transport Funding Project, page 3.

26. Auckland Transport has within its 2012/15 Auckland Regional Land Transport Programme (RLTP) (which is Auckland Transport's financial programme, and forecasts spend for the next 10 years) provisional sums for the construction and operation of the CRL by 2021.
27. Auckland Transport's LTP allocates \$461m to the CRL for the completion of the planning approval process, land purchase and investigation to enable the project to progress to the point where it is ready to construct. Auckland Council approved this funding for Auckland Transport when adopting the Council's LTP in June 2012.
28. I also note that Auckland Council resolved (March 2012) that it will consider approving construction funding for the CRL once the Government's funding contribution has been confirmed. Auckland Transport is deemed to have financial responsibility for the CRL as RA.

The CRL is Auckland Transport's top priority

Auckland Transport Statement of Intent

29. The Auckland Transport *Statement of Intent (1 July 2012 – 30 June 2015)* sets out Auckland Transport's strategic approach and priorities for the next three years and how they contribute to the longer-term outcomes Auckland Council seeks to achieve. It is required in order to give effect to the Auckland Plan.
30. The CRL is specifically provided for in the SOI's Programme of Action⁹ as the likely beneficiary of new funding mechanisms¹⁰.

Integrated Transport Programme

31. The CRL is identified as one of the key projects in Auckland Transport's *Integrated Transport Programme (ITP)*.

⁹ Long Term Plan, page 19.

¹⁰ Auckland Transport Statement of Intent, pages 8, 9.

32. The ITP is Auckland Transport's overarching delivery document to meet Auckland Transport's objectives as outlined in the Auckland Plan and the SOI.
33. The ITP was jointly prepared with the New Zealand Transport Agency (NZTA) in the interest of providing a one network approach to the management of the Auckland Transport system. As such, the priorities reflect the needs of Auckland as a whole, as well as a multi-agency approach to delivery.
34. The three major network improvement priorities of the ITP are:
- (a) Completion of the Western Ring Route, upgrades of public transport infrastructure and the introduction of the electrified rail services.
 - (b) The second priority is to implement infrastructure and service improvements associated with the CRL, Auckland-Manukau Eastern Transport Initiative (AMETI) and the East West Link, and the additional Waitemata Harbour Crossing.
 - (c) The third priority includes other strategically important road, public transport, rail freight, and walking and cycling improvements.
35. The Western Ring Route, additional Waitemata Harbour Crossing and the electrified network are projects led by NZTA and KiwiRail.
36. The responsibility for CRL, among other projects, rests with Auckland Transport.
37. All of these projects are collectively critical to improving the Auckland transport system. The priority investment for Auckland Transport in this decade is the CRL. The CRL will result in more benefits to the users of the transport system¹¹ than any other option for accessing the city, as well as achieving the outcomes of the Auckland Plan, Long Term Plan and Auckland Transport's Statement of Intent.
38. The CRL is *the* vital element in AT's staged Rail Strategy that has been progressively developed over many years. The CRL has the critical role

¹¹ Refer to City Centre Future Access Study (CCFAS)
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Statement of Evidence of Dr David John Warburton

of allowing increased services across the network, benefiting Aucklanders in all parts of the wider region, not just those travelling to the city centre.

Governance and Management

39. As a top priority for both Auckland Transport and Auckland Council, the Steering Group for the CRL comprises the Council's Chief Executive, Doug McKay and myself. We ensure that the project is progressing satisfactorily and that both organisations are aligned to give it the required priority, as expected by the Mayor, the Council and the AT Board.
40. The Steering Group has overall accountability for ensuring the project meets its objectives and delivers expected outputs of securing required funding/properties and constructing the tunnel and stations. The Steering Group reports directly to the Board and Council.
41. The Steering Group is supported by a Programme Control Group which has the following objective: *To control the scope, cost and programme of the rail development projects CRL, EMU and Depot projects within the authority delegated by the Auckland Transport (AT) Board, to ensure that the projects are completed on time and within budget and to meet the specified product definition objectives.*
42. PCG membership comprises senior AT executives with external experts to provide an independent viewpoint and to bring direct, applicable experience from similar projects – particularly given that the CRL is an unprecedented project in New Zealand.
43. The CRL is being managed in my Capital Development Division with a dedicated Project Director and a mixed team of AT staff and local and international experts on a contracted basis. The team is supported by specialist consultants as required.

Objectives and expected benefits from delivering the project

Objectives

44. The five project objectives for the City Rail Link are:
- Objective 1: Improve transport access into and around the city centre for a rapidly growing Auckland;
 - Objective 2: Improve the efficiency and resilience of the transport network of urban Auckland;
 - Objective 3: Significantly contribute to lifting and shaping Auckland's economic growth;
 - Objective 4: Provide a sustainable transport solution that minimises environmental impacts; and
 - Objective 5: Contribute positively to a liveable, vibrant and safe city.
45. These five objectives were presented to the Auckland Transport Board in 2012 and were endorsed as the Project Objectives to deliver CRL.

Benefits

As stated in the ITP¹², the expected benefits of the CRL are:

46. The CRL will allow more cost-effective use of the whole rail network by removing the bottleneck at its centre (Britomart), in the same way that the investments in the Central Motorway Junction, the Victoria Park Tunnel and the Waterview Connection have been progressively removing bottlenecks and increasing the efficiency of the state highway network. This key project will enable a dramatic increase in the rail network's capacity, reach and service frequency during the second decade of the plan period, and make use of public transport a more viable choice for greater numbers of customers.

¹² ITP, pages 45, 46

47. The CRL is the key transport project within the city centre - although it also unlocks the potential of the entire region's public transport system. Increased service frequency such as on sections of the rail network south of Manukau, depend on having somewhere for the trains to go. Without the CRL, the capacity simply will not exist to serve additional destinations in the future, such as the airport, owing to the limitations of Britomart station. The peak period electric train timetable following electrification comprises 20 trains per hour (tph) in and out of Britomart during peak periods, which will take up all of the useable train paths into and out of Britomart, providing no capacity to add additional services¹³.
48. Train services from the west of Auckland will be the greatest beneficiaries of the travel time savings possible with the CRL as they will have direct routes into the city centre - more than halving the time taken compared to the indirect route via Newmarket. The greatly improved accessibility from the west, linked to the major station upgrades that have occurred at locations including New Lynn and Henderson will provide an important boost to this area.
49. Substantial time savings will also be possible from the east which will further benefit from the AMETI project and its links to the rail network with the high quality interchange at Panmure.
50. CRL will also enable additional bus services to be provided from areas, in particular the North Shore, which are not served by rail. As the number of bus services can be reduced from the south, east and west with the CRL in place, limited road space for buses can be released for services from these other areas.
51. As noted in the Auckland Plan, the CRL is expected to stimulate greater job growth and desirable land-use change in the city centre, but also in the wider city where greater residential intensity is expected around rail stations.

¹³ CCFAS, Technical Report, SKM, December 2012, page 70

52. In Auckland we have already seen how significant investment in transport infrastructure, such as Britomart Station, can drive better land use outcomes and support improved economic performance.
53. The major improvement to the urban area around Britomart Station, following its opening in 2003, shows how investment in transport can lead the re-development of previously unattractive and under-utilised parts of the city centre into vibrant economic hubs.
54. The accessibility provided by Britomart Station, which provided direct public transport into the city centre was a catalyst for drawing large employers like Ernst & Young, Westpac and others to Britomart.
55. This urban improvement has also set the scene for better public amenity, drawing bars, restaurants and other leading retailers to the area. The result is a vibrant accessible gathering place for all Aucklanders and visitors.
56. The Britomart example is a positive and leading example to all Aucklanders that transport can provide transformational opportunities. This validates the statement in the Auckland Plan that *“the CRL is the foremost transformational project in the next decade. It creates the most significant place shaping opportunity”*¹⁴.
57. See Figure below, Britomart before the rail development¹⁵.

¹⁴ In Priority 2 - Integrate transport planning and investment with land-use development, page 323

¹⁵ Cooper and Co.



58. The opening of Britomart station in 2003 led to a four-fold increase in rail patronage in eight-years¹⁶ demonstrating the scale of change that can be achieved and which is targeted with the CRL.

Conclusion

In summary, Auckland Transport has financial responsibility for the CRL to obtain a designation, acquire the necessary property, undertake work through to detailed design and obtain regional consents.

Dr David John Warburton

2 July 2013

¹⁶ CCFAS, op cit, page 26

Appendix 1

Qualifications and Experience

59. I have extensive senior management experience leading large organisations in New Zealand and Australia. Most recently this includes as chief executive of CPG (part of Downer EDI), and chief executive of Wanganui District Council. I was initially appointed as interim chief executive of Auckland Transport upon its formation in 2010 and was permanently appointed, effective 1 July 2012.
60. I hold a doctorate in Environmental Engineering from Massey University where I have also held senior lecturer positions and previously I was an Associate Professor and Research Fellow at the University of Illinois (United States).
61. I have also held a number of other senior management roles in the forestry, packaging, property development and retail sectors. I am currently member of the Whanganui District Health Board.