

Feedback on the Draft Auckland Plan

Purpose

This report:

- Summarises the strategic direction and implications for transport of the Draft Auckland Plan.
- Recommends providing feedback to Auckland Council indicating Auckland Transport's (AT's) broad support for overall strategic direction and highlighting areas where the Draft Plan would benefit from amendment prior to adoption by the Auckland Council.

The Strategic Direction for Transport

Auckland Council released the Draft Auckland Plan for public comment in September. The draft plan sets the long term strategy (20-30 years) for how Auckland will grow and develop.

The draft plan sets out a vision for Auckland to become “the world’s most liveable city by 2040” with the following six outcomes:

- A fair, safe and healthy Auckland;
- A green Auckland;
- An Auckland of prosperity and opportunity;
- A well connected and accessible Auckland;
- A beautiful Auckland that is loved by its people; and
- A culturally rich and creative Auckland.

There are five “transformational shifts” to achieve the vision. The transformational shift of most relevance to AT is: *Move to outstanding public transport within one network.*

Auckland is anticipated to grow by around 1 million people by 2050 - this is 75% of New Zealand’s population growth. The draft plan’s Development Strategy shown in Map 1 (attached) focuses a significant amount of this growth within the current urban area (around 75%), with a strong emphasis on centres based growth. It includes a new “Rural Urban Boundary (RUB)” which defines the limits to long term growth for at least the next 30 years. It also identifies priority growth areas where public infrastructure development, including transport, is expected to be focussed.

The strategic direction for Auckland’s transport system is to “Create better connections and accessibility within Auckland, across New Zealand and to the World”. The Plan identifies the following five targets:

- Increase peak period non-car trips from 23% to 37% of all trips by 2040
- Increase the mechanised person trip mode share into the City Centre from 47% to 69% by 2040
- Reduce road deaths from 61 (2007) to no more than 40 and serious injury crashes from 483 to no more than 288 by 2040
- Reduce freight congestion in peak periods by 20% by 2040
- Increase the number of growth centres with QTN or RTN services from 44% to 80% by 2040.

To achieve these targets, four transport priorities are identified:

- Manage Auckland’s transport network as a single system
- Integrate transport planning and investment with land use development
- Prioritise and optimise investment across transport modes
- Implement new transport funding mechanisms.

Each priority is supported by a series of directives and a set of specific actions. Transport directives and actions are summarised in Attachments 1 and 2. Map 2 shows the strategic transport network planned for 2040 and Map 3 the proposed top transport projects for the next 30 years. The main transport projects to be developed within the 30 year timeframe of the plan are summarised in Table 1 below:

Table 1: Priority Transport Projects over the Next 30 Years

First Decade: 2011 - 2021	Second Decade: 2021 - 2030	Third Decade: 2031 - 2040
<ul style="list-style-type: none"> • Integrated ticketing and fares • Electrification • Completion of Western Ring Route • Completion of City Rail Link • Progress on AMETI • Construction of Nielsen Street arterial for freight • Arterial road improvements focussing on freight and PT • 70% completion of regional cycle network • Route protection: <ul style="list-style-type: none"> – Rail between the airport and CBD – Additional Waitemata harbour Crossing – Rail to North Shore • Construct Puhoi to Warkworth motorway • Substantial implementation of City Centre Master Plan projects • Remove congestion pinchpoints on the strategic road network to improve efficiency 	<ul style="list-style-type: none"> • Commence construction of: <ul style="list-style-type: none"> – rail to airport – second harbour crossing – improved rail and road access to Port • Rail electrification to Pukekohe • Construct: <ul style="list-style-type: none"> – dedicated rail freight line to the Port – Warkworth to Wellsford motorway • Complete AMETI • Complete regional cycle network • Continue removal of pinchpoints on strategic road network to improve efficiency • Protect Constellation – Henderson RTN route • Extend busway from Botany to Manukau and from Albany to Silverdale • Investigate extending ferry services along northern and southern coastlines 	<ul style="list-style-type: none"> • Complete rail loop to airport. • Continue arterial road improvements (freight and PT focus) • Complete second harbour crossing • Construct Avondale to Southdown rail link • Continue maximising benefits of technology advances for route optimisation and

Key Feedback Points

Overall Strategic Direction

AT’s current programme is well aligned with the draft plan’s overall direction. The emphasis on the important role that transport plays as a key structural shaper and enabler. In particular the focus on “Move to outstanding public transport within one network” is essential to cope with future growth reduce commuter congestion and allow routes to be freed up for freight and other trips that cannot use public transport.

However, it is proposed that there needs to be a clearer link between the priorities, the strategic direction and the targets. This is of particular concern given AT’s strategic direction

(as articulated in its Statement of Intent and the Long-term Plan) will be based on that contained in the Auckland Plan. For example, there is a road safety-related target but none of the priority areas are road safety-related. Providing a clearer linkage will enable AT to identify the interventions and funding it needs to deliver to achieve that target. Moreover, as AT was not involved in the development of all the targets, it is unclear whether they can be realistically achieved.

Feedback point:

AT supports the overall strategic direction of the Draft Auckland Plan and the key enabling and shaping role that transport has to play in the growth of our city. AT, however, recommends that the linkages between the strategic direction, priorities and targets be strengthened. AT would also like to ensure the final Auckland Plan includes the most appropriate set of transport-related targets.

Single System Approach

The draft plan’s transport priorities set the framework for the on-going working relationship between Auckland Council and AT in conjunction with other transport agencies and infrastructure providers and calls for Auckland’s transport to be managed as a single system in accordance with the Single System Transport Principles (see Attachment 3). This directive also requires the review of existing policies to reflect the Auckland single system transport approach and principles. While there is very strong broad agreement with these principles, they are not discrete which could lead to confusion over which principle has priority and which organisation is accountable where there is overlap or conflict.

This principle needs to be translated into a decision-making framework to ensure they are clear and unambiguous. AT proposes to lead the development of a single system approach with other transport agencies, particularly NZTA and KiwiRail, which is to be articulated through an Integrated Transport Plan (ITP). The proposed role and relationships between the Integrated Transport Plan and other key plans is shown in Figure 1.

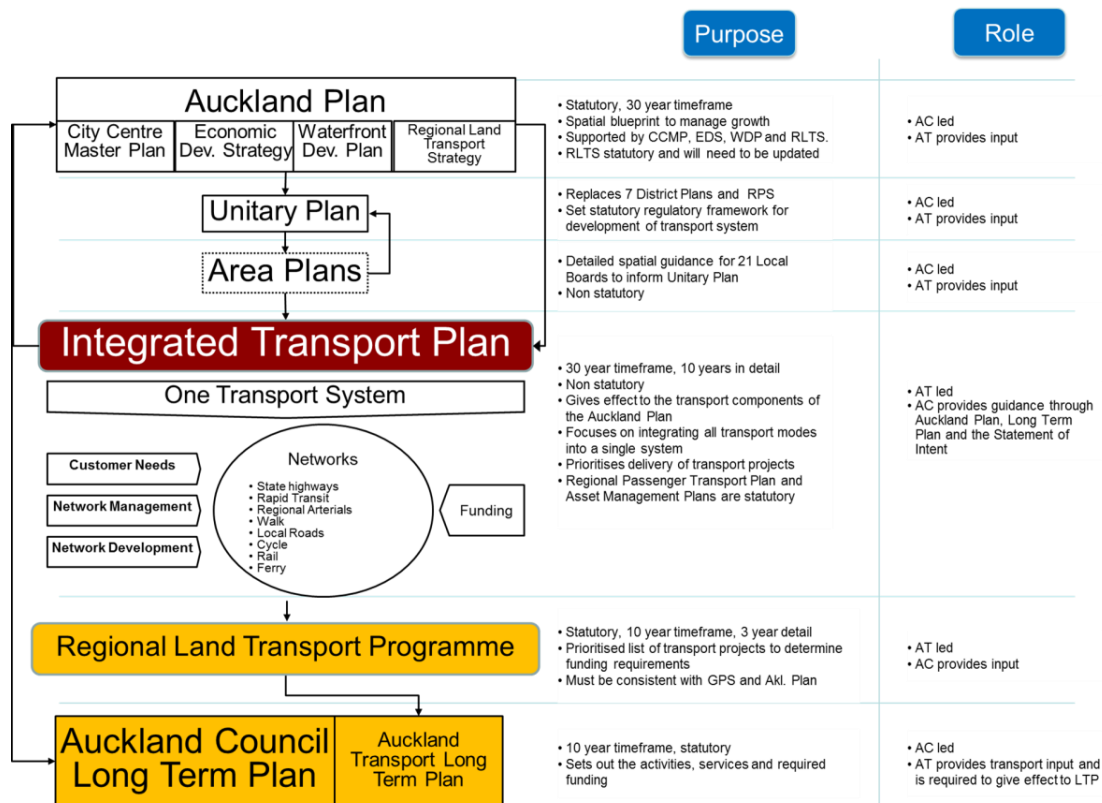


Figure 1: Role of the Integrated Transport Plan

Feedback point:

AT strongly supports the single transport system approach and proposes to lead its development with AC and other transport agencies, particularly NZTA and KiwiRail, which will be articulated through an Integrated Transport Plan (ITP) as set out in Figure 1.

Major Projects - AMETI

A particular concern is that the draft plan fails to identify a key part of the AMETI project (Ti Rakau Drive through to Botany Downs) as a development area. AMETI is shown as part of Auckland's strategic transport network (Map 2) as part of the strategic road network and Rapid Transit Network (RTN). It is also listed as a transport priority project (Map 3) and as a critical region shaping project to support growth in nearby areas and travel times for the eastern part of the isthmus.

Feedback point:

AT supports the modification of the development strategy to include the Ti Rakau Drive through to Botany Downs component of the AMETI project as a development area in the Draft Auckland Plan.

Projects and Initiatives

Penlink and the Regional Cycleway Network haven't been included appropriately in the draft plan.

Feedback point:

The strategic transport network map needs to include the regional cycle network and Penlink.

Implementation

The Implementation Chapter of the draft plan includes consolidated lists of indicative capital expenditure for infrastructure projects to 2040 which underpin growth across Auckland. These tables demonstrate the significant levels of investment required and the need for coordination of priorities. It also reinforces the importance of securing alternative funding to ensure that investment in future transformational infrastructure development is balanced with the need to maintain existing service levels and incremental infrastructure development to cope with growth.

Feedback point:

AT proposes to work with Auckland Council to get better alignment between the draft plan's sequencing of priority growth areas and transport investment programme. The proposed ITP will be a key mechanism for delivering this.

Auckland's Response to Climate Change

The draft plan sets an air emissions reduction target of 40% (based on 1990 levels) by 2031. This is a significant target given that, according to the draft plan, transport contributes 35% of Auckland's emissions.

Feedback point:

Auckland Transport should work with AC to ensure that the emissions reduction target is achievable.

Development areas and prioritisation of infrastructure investment

The draft plan identifies “development areas” to accommodate future growth. The draft plan requires that investment be connected with the sequencing of development in the identified priority areas. The Plan identifies the centres to be prioritised for growth over the next 3, 10 and 20-30 year horizons. Eight priority areas have been prioritised for growth and development over the first three years of the draft plan:

- i). The City Centre including the Waterfront
- ii). Hobsonville
- iii). New Lynn Metropolitan Centre
- iv). Onehunga Town Centre and suburban area
- v). Tamaki Town Centre and suburban area
- vi). Takapuna Metropolitan Centre
- vii). Warkworth Satellite
- viii). Pukekohe Satellite

This prioritisation should enable the co-ordination and targeting of initiatives to achieve improved results for the community. The Implementation Framework in Chapter 12 sets out the priorities and sequencing of all areas of growth. This growth will be refined further through local area spatial planning, unitary plan processes and infrastructure programming.

Feedback point:

AT must be an integral part of providing input in the development of the Unitary Plan and area (spatial) plans, with a focus on achieving the desired outcomes but providing a realistic assessment of the opportunities and constraints for transport infrastructure and service investment for each priority development area.

Funding

The draft plan makes the strong point that critical infrastructure projects such as the CRL and new Waitemata Harbour Crossing are essential but will not be feasible using existing funding sources and new sources will be needed.

Feedback point:

While additional funding sources will be necessary to deliver transformational projects, the speed of progress on the transport front will not just be reliant on new revenue sources but also on Council's appetite to reallocate existing revenue streams to give transport a bigger slice.

Auckland's Economy

An aspirational economic goal is to improve Auckland's economy 20 places in 20 years in current OECD GDP per capita rankings primarily by increasing productivity. This is an ambitious target, and is significantly dependent on the region's transport and other infrastructure capability.

Feedback point:

From AT's perspective there are a number of specific areas of interest which would be best progressed in a collaborative way as the Auckland Plan and Economic Development Strategy are finalised:

- Making clearer how transport investment best supports future economic growth. Transport is a key enabler and shaper of economic development and productivity. Making the right investments at the right time is crucial for future development. For example one of the key benefits of the City Rail Link (CRL) to increase the productivity of the economy by providing sufficient transport capacity for the City Centre to grow – the City Centre has the most productive jobs in the country.
- Developing meaningful indicators describing the linkages between the transport system and economic development and to monitor the performance of the transport system in these key areas

The City Centre

The draft plan sees transformational change for the City Centre being required to create a global city centre and destination of international repute. Eight transformational moves are identified to accomplish the vision, such as uniting the waterfront and the City centre and focussing growth around the CRL.

Feedback point:

The key issue AT would like to see reflected in the Auckland Plan and City Centre Master Plan is more emphasis on the development of a comprehensive transport and land use approach which gives effect to the Auckland Plan, City Centre Master Plan and Auckland Waterfront Plan aspirations and initiatives, and identifies how those outcomes could be achieved through the prioritised and integrated development of the city centre transport system over the next 20 years. This would cover travel demand into and within the City Centre. Working with AC, NZTA, the Port and KiwiRail, Auckland Transport will be leading the development of an integrated, achievable and prioritised transport programme to achieve the aspirations for the development of the City Centre.

Next Steps

Auckland Council has written to the Chief Executive asking for feedback or submissions to be provided to Auckland Council by 25 October 2010. It is proposed that feedback be provided on the points covered in the feedback section and that a formal submission is not made to the Draft Auckland Plan hearings. Following discussions with management, Auckland Council's Chief Planning Officer has agreed that Auckland Transport finalise its feedback after the Board meeting on the 26 October.

Recommendation

It is recommended that:

- i). This report is received.
- ii). Subject to any amendments required by the Board, the feedback to the Draft Auckland Plan is based on the points listed in the feedback section.

Attachments

Map 1 - Development Strategy

Map 2 - Strategic Transport network

Map 3 - Priority Transport Projects

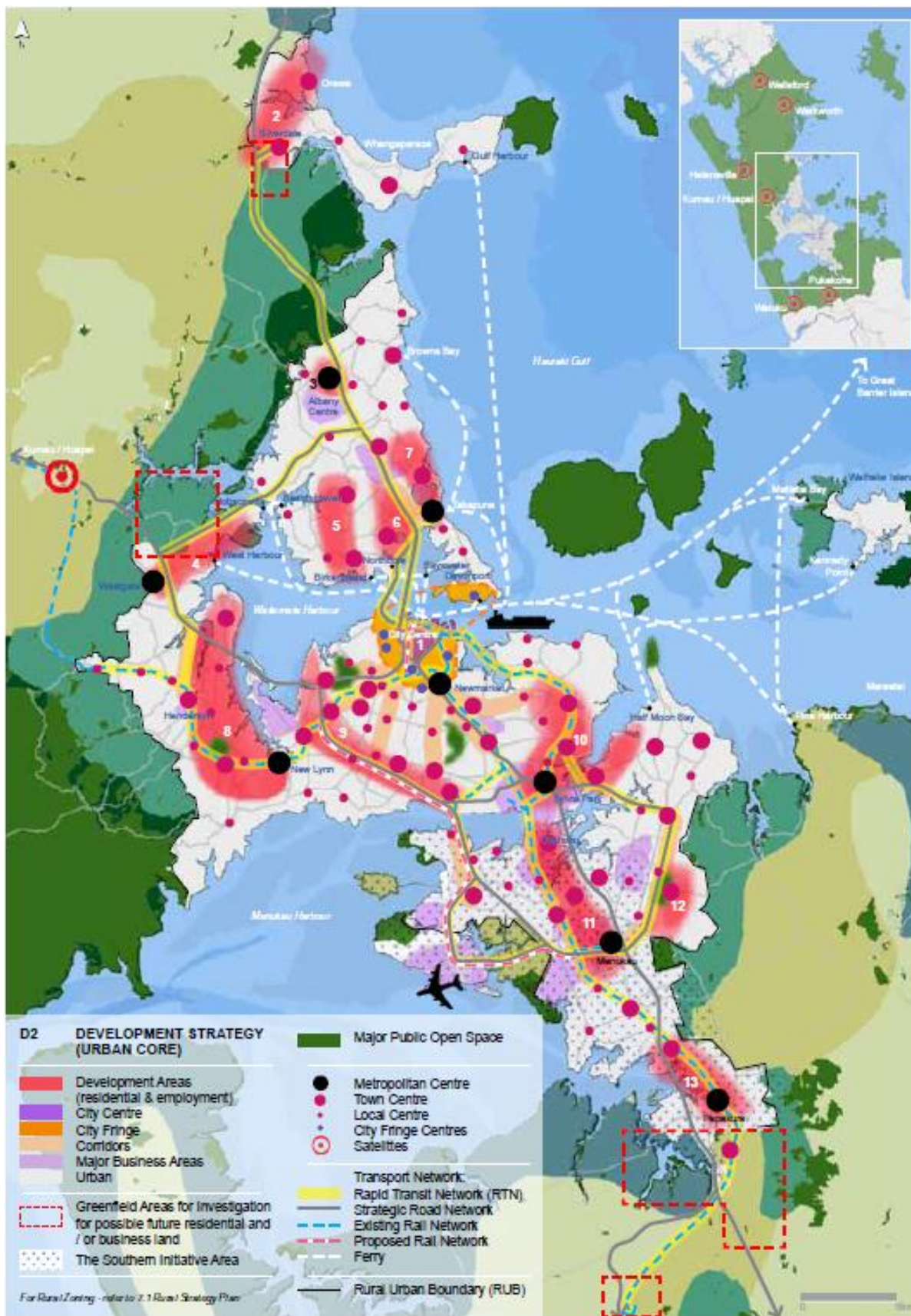
Attachment 1- Auckland's Transport Priorities and Directives

Attachment 2 - Implementation Auckland's Transport Actions

Attachment 3 - Single System Transport Principles

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Draft Auckland Plan Development Strategy



Strategic Transport Network



Priority Transport Projects



Auckland's Transport Priorities and Directives

Strategic Direction 11	Create better connections and accessibility within Auckland, across New Zealand and to the World.
Priority 1	Manage Auckland's transport as a single system.
Directive 11.1	Manage Auckland's transport system in accordance with the principles in Box 11.1 and review existing policies to reflect Auckland's single system transport approach and principles.
Directive 11.2	Manage Auckland's transport system according to the following transport functions: <ul style="list-style-type: none"> • international – seaports and Airport • national – inter-regional connections by road, rail, sea and air • Auckland-wide – those parts of the transport system that provide safe and efficient movement of people and goods through all or parts of Auckland • local – those parts of the transport system that provide safe, local access and connectivity, and that support communities.
Priority 2	Integrate transport planning and investment with land use development.
Directive 11.3	Undertake a detailed business case and progress planning, route protection, land acquisition and an aboveground land use plan to support the development and completion of the City Rail Link by 2020.
Directive 11.4	Develop Auckland's transport system in line with the direction set out under priority 2 and the sequenced investments set out under priority 3.
Directive 11.5	Jointly progress planning for a new Waitemata Harbour Crossing with further investigation of tunnels and future-proofing of rail.
Directive 11.6	Provide for the long-term needs of the Port of Auckland and Auckland Airport to support New Zealand's international freight, trading competitiveness and visitor industry. (Also see Directive 4.6).
Directive 11.7	Support and advocate for effective inter regional connections that support future growth and demand.
Priority 3	Prioritise and optimise investment across transport modes
Directive 11.8	Jointly develop Auckland's transport system, making the best use of existing infrastructure and new investments.
Directive 11.9	Investigate and provide appropriate levels of service across the rural road network, and continually investigate possibilities for some form of public transport in rural areas.
Priority 4	Implement new transport funding mechanisms.
Directive 11.10	Examine and implement new revenue tools and funding mechanisms as contained in Chapter 12.

Implementing Auckland's Transport Actions

Extract from Chapter 12 Implementation Framework, Table 12.5 Actions table

Action	Delivery Lead	Key Stakeholder	Timing
Priority 1 is to manage Auckland's transport as a single system.			
Directive 11.1 to 11.2			
1. Plan and develop an integrated transport network of strategic roads, freight routes, passenger transport routes, cycle and walk ways which connect centres and neighbourhoods and facilitate the growth set out in the Draft Auckland Plan.	Auckland Council Auckland Transport	Central government	Ongoing
2. Ensure that the Unitary Plan provides a policy framework which supports the transport functionality of international, national, Auckland-wide and local connections.			2011-2013
Priority 2 is to integrate transport planning and investment with land use development			
Directive 11.3-11.7			
1. Develop and implement Corridor Management Plans to give effect to the transport directions set out under Priority 2 (including a regulatory approach through the Unitary Plan).	Auckland Council	Auckland Transport	2011- 2013 for Unitary Plan development Ongoing
2 Auckland Council and partners will undertake a range of supporting initiatives in relation to the City Rail Link, including: protecting the route through lodgement of a designation, the City Centre Masterplan, a multimodal programme for transport in the City Centre, provision of additional park and ride sites, and changes to bus feeder services to support the rail link.	Auckland Council Auckland Transport	Central Government	Ongoing
3 Auckland Transport and the New Zealand Transport Agency will investigate the feasibility of tunnels as a potential option for an additional Waitemata Harbour Crossing. New Zealand Transport Agency should protect the route across the Waitemata Harbour in the first decade, in accordance with the planned construction in the third decade.	Auckland Transport	Central Government	By 2021
4. Ensure that the Unitary Plan provides a policy framework which: <ul style="list-style-type: none"> - Recognises the importance of Auckland's ports and airports as well as the transport corridors which link up with them. - Ensures that development adjacent to the ports and airports does not interfere with or restrict their current or future operations. - Prevents encroachment and ensures that activities situated adjacent to Auckland's ports and airports are compatible with and leverage off the ports and airports. - Provides for the establishment of freight hubs in appropriate locations. - Provides for more cruise ship facilities and passenger terminals where these are flexible and allow for appropriate alternative uses. - manages impacts related to aircraft operations and airport-related activities on the 	Auckland Council	Auckland Transport	2011- 2013

surrounding environment (e.g. through noise management plans in accordance with the existing noise bucket).			
Priority 3 Prioritise and optimise investment across transport modes			
Directive 11.8-11.9			
1 .All agencies with transport responsibilities shall work together to coordinate the planning, development and management of a single transport system for Auckland.	Auckland Council Auckland Transport	Central Government	Ongoing
2. Develop programmes to provide for: - Maintained levels of service on rural road networks - Identifying opportunities to improve access by walking and cycling to rural schools - Reducing crashes on rural roads - Improved access to satellite centres - Park and ride facilities at the edges of the urban area and other locations on the RTN to enable connection to the public transport system.	Auckland Transport	Central Government	Ongoing
Priority 4 Implement new transport funding mechanisms			
Directive 11.10			
1 New funding mechanisms, although not required immediately, will need to be set in advance of commitments to an agreed package of transport improvements. Where appropriate, public private partnerships, as well as conventional infrastructure delivery arrangements, will be considered.	Auckland Council Auckland Transport	Central Government	Ongoing

Single System Transport Principles

1. Use a one system approach to the planning, management and development of our transport system (including state highways; arterial and local roads; freight; rail, bus and ferry services; walking and cycling; ports and airports).
2. Achieve the appropriate balance between movement and place, considering capacity (accommodating movement of every kind safely) and character (role of road/ street in the urban setting and types of buildings/ landscape present or planned) (see Figure 11.1 and design principles in Chapter 8).
3. Ensure that long term land use and activities drive long-term transport functionality, and that transport investment aligns with growth as envisaged in this Plan.
4. Ensure that existing and proposed transport investment is used optimally.
5. Take advantage of all opportunities for transport to assist in place shaping.
6. Set in place shaping and corridor management plans, and recognise and accommodate different circumstances, by area, time and the transport need.
7. Recognise existing community investment and the need to enable connectivity between and within communities.
8. Align community expectations in urban areas with urban levels of service, particularly with realistic expectations around levels of congestion.
9. Align community expectations in rural areas with rural levels of service, particularly acknowledging limited opportunities for alternatives to motor vehicle travel.
10. Ensure that the transport system is safe and facilitates the efficient movement of people and goods.
11. Ensure that transport is sustainable in the long term and minimises negative impacts on the built and natural environments.