

Chair
Cabinet

UPDATE OF THE AUCKLAND TRANSPORT ALIGNMENT PROJECT INDICATIVE PACKAGE

Proposal

1. This paper informs and seeks agreement from Cabinet on an indicative package of investments for transport in Auckland, developed by the Auckland Transport Alignment Project (ATAP). The package gives effect to the new priorities of the Government and Auckland Council (the Council).

Executive summary

2. ATAP is a strategic exercise to align the transport priorities of the Government and the Council. It develops an indicative package of transport investments for Auckland (the ATAP package) to inform statutory processes and individual project and programme business cases.
3. The Minister of Finance, the Mayor and Deputy Mayor of Auckland, Planning Committee Chair and I agreed to reconvene ATAP agencies. We asked for advice on a revised first decade (2018-2028) ATAP package, to give greater weighting to the Government's new priorities.
4. The work has focused on prioritising investment in capital projects to produce an indicative package of investments, based on funding expected from current plans. Around \$28 billion of transport funding is likely to be available for investment in Auckland over the next decade. This includes an expected increase of \$4.4 billion on previous funding plans with the Auckland fuel tax, National Land Transport Fund and Crown Infrastructure Partners contributing to the increase in revenue.
5. This process has built on previous work but the ATAP package has a clear weighting towards public transport, walking and cycling, safety and the environment. Key strategic roading projects are also being progressed.
6. The ATAP package will deliver significant benefits to Auckland. These include rapid transit infrastructure being put in place earlier than in current plans, which will enable significant growth along these corridors, improved safety and environmental outcomes, improved access and support for an increase in public transport and cycling mode-share in Auckland.
7. Light rail is a high priority in the ATAP package. I have signalled my intention to the ATAP agencies for this to be delivered through financing arrangements. As a result, the ATAP agencies have proposed an allocation of funding to light rail that can be used to leverage financing. The light rail priorities are the city to airport route and the northwestern route.
8. The ATAP package is a significant step towards a transformative programme for Auckland's transport system. ATAP also recommends further priority investments that will be progressed as funding becomes available.
9. Delivering these further investments is a collective responsibility for the Government and Auckland Council. I support the recommendation of the ATAP agencies that a workstream is established to consider transport funding and financing options.

Background

10. ATAP is a strategic exercise to align the transport priorities of the Government and the Council. It develops an indicative package of transport investments for Auckland (the ATAP package) to inform statutory processes and individual project and programme business cases.
11. Previous ATAP work found that, alongside significant and ongoing investment, we need a greater focus on making better use of existing networks and maximising opportunities to influence travel demand (such as congestion pricing). This strategic approach remains relevant for Auckland.
12. Following the election, I asked Ministry of Transport officials to reconvene ATAP agencies¹ to update the first decade (2018-2028) indicative package, to ensure that it could deliver against the objectives of the new Government.
13. We asked for this work to be completed in time to provide direction to the Regional Land Transport Plan and National Land Transport Programme processes. As an alignment and consensus-building exercise between the Government and the Council, ATAP provides strong direction to these processes.

Approach to updating the ATAP package

14. On 23 January 2018, Cabinet agreed to a Terms of Reference for this work [CAB-18-MIN-0003 refers].
15. Subsequently, the Minister of Finance, the Mayor of Auckland, Deputy Mayor, Planning Committee Chair and I (the parties) finalised and signed this Terms of Reference. The Terms of Reference sets out the following Government objectives that it wishes to see given greater priority in the ATAP package:
 - 15.1. Accelerating the development of Auckland's rapid transit network², particularly to unlock housing and urban development opportunities.
 - 15.2. Encouraging walking and cycling and making these active modes safer for Aucklanders.
 - 15.3. Delivering improvements in health, safety, the environment and access, including disability access.
 - 15.4. Ensuring the indicative package delivers the best possible value for money, including broader non-monetary costs and benefits.

¹ The Ministry of Transport, Auckland Council, the Treasury, the New Zealand Transport Agency, Auckland Transport, the State Services Commission. KiwiRail were also invited into the process for this update.

² Defined as the high frequency, high capacity transport network that provides access to major employment centers in Auckland along corridors separated from general traffic.

16. The work has focused on prioritising investment in capital projects to produce an indicative package of investments, based on funding expected from current plans. Around \$28 billion of transport funding is likely to be available for investment in Auckland over the next decade. This includes an expected increase of \$4.4 billion on previous funding plans with the Auckland fuel tax, National Land Transport Fund and Crown Infrastructure Partners (which will be recouped from landowners through funding agreements) contributing to the increase in revenue.

The ATAP package

17. Previous ATAP work had a strong focus on improving the road network to ease congestion and reduce journey times as well as on improving public transport along congested corridors.
18. The ATAP agencies have developed the ATAP package by assessing project-specific information, some modelling input and considering possible land use responses to investment in rapid transit corridors. They have followed the direction of the Terms of Reference in considering how transport can shape urban form and development, to create a more liveable city, and improve outcomes in health, safety, the environment and access.
19. As a result, the focus of investment in the first decade ATAP package has been shifted towards public and active transport and includes completing more sections of Auckland’s rapid transit network.
20. Major projects that the ATAP agencies recommend as high priorities for investment over the next decade within funding expected from current plans are:

Committed Projects
<ul style="list-style-type: none"> • City Rail Link • Puhoi-Warkworth motorway • Additional electric trains • Manukau-Papakura motorway widening • Northern corridor improvements and northern busway extension to Albany
Discretionary projects
<ul style="list-style-type: none"> • Light rail, with the priorities being the city to airport and northwestern routes • Eastern busway (Panmure-Botany) • Airport-Puhinui state highway upgrade, bus/rail interchange and bus priority improvements • Scaled back East West Link • Pukekohe electrification and extension of third main rail line (Westfield-Wiri) • Papakura-Drury motorway widening • Mill Road (first phase) • Penlink and Albany-Silverdale bus improvements • Walking and cycling programme • Significant programme of safety improvements • Bus priority programme • Network optimisation and technology programme • Second tranche of new electric trains • New transport infrastructure to enable greenfield growth

21. A comparison of the previous and updated ATAP packages is provided in Appendix 1.

22. Light rail is a high priority in the ATAP package. I have signalled my intention to the ATAP agencies for this to be delivered through financing arrangements. As a result, the ATAP agencies have proposed an allocation of funding to light rail that can be used to leverage financing. The light rail priorities are the city to airport route and the northwestern route.

Complementary initiatives and policies

23. These changes focus on capital improvements. It is important that these improvements are complemented by supportive regulatory, land-use and operational policies. The ATAP agencies recommend that:
- 23.1. investment in rapid transit is supported by complementary land use policies to enable a transformative change in urban form
 - 23.2. investment in public transport infrastructure is supported by operational investment that encourages patronage and maximises the performance of the public transport system.
24. The ATAP package is a significant step towards a transformational transport programme for Auckland, which needs to be integrated in a broader urban development plan.

Expected outcomes

25. The ATAP package is expected to result in:
- 25.1. significant growth around corridors supported by rapid transit infrastructure being put in place earlier than under current plans. Under current Unitary Plan zoning rules, there is capacity³ for an additional 221,000 dwellings within 1.5 kilometres of the rapid transit corridors identified in the first decade. Potential capacity could be further increased through urban development initiatives to re-zone, assemble, subdivide and comprehensively develop strategic locations along the routes. This will be important to support Auckland's growth to around two million people by 2028
 - 25.2. initial support for growth in greenfield areas, where around 30 percent of growth is forecast to occur
 - 25.3. support for an increase in public transport and cycling mode-share in Auckland, with flow-on benefits for health, safety, the environment, and congestion
 - 25.4. improved access as a result of the provision of more congestion-free alternatives for travel and changes in land use enabled by rapid transit investment
 - 25.5. improved safety outcomes with an expected reduction in deaths and serious injuries of up to 80 per year
 - 25.6. improved environmental outcomes through the provision of lower carbon alternatives for travel and by encouraging less single-occupant vehicle travel.

³ This represents the maximum number of dwellings that could be provided along the routes under current land use plans.

Delivering significant transformation in Auckland

26. The ATAP package is a significant step towards a transformative programme for Auckland's transport system. ATAP also recommends further priority investments for the next decade to progress this programme. These investments will be progressed as funding becomes available. Priorities include:
 - 26.1. upgrades to the rail network to enable frequent express trains to and from the south, and support inter-regional services between Auckland and Waikato
 - 26.2. further increases to the cycling, bus priority and network optimisation programmes
 - 26.3. increased funding for greenfield growth infrastructure projects.
27. Delivering these further investments is a collective responsibility for the Government and the Council. I support the recommendation of the ATAP agencies that a workstream is established to consider transport funding and financing options.

Next steps

28. The parties are overseeing drafting of a report that explains the ATAP package.
29. We intend to release this report publicly once we have approved it.
30. I am planning a launch event with the Mayor of Auckland to discuss the ATAP package.

Informing the Regional Fuel Tax proposal and Regional Land Transport Plan

31. For the ATAP process to inform consultation on the Regional Fuel Tax proposal, Cabinet and the Council Governing Body will need to agree to the ATAP package by the end of April 2018.
32. The Council's Governing Body will meet on 30 April 2018 to consider the ATAP package and the proposal for the Regional Fuel Tax.
33. Decisions by Cabinet will be communicated to the Council so that ATAP informs the Auckland Regional Fuel Tax proposal and the Regional Land Transport Plan.

Consultation

34. The Council, the NZ Transport Agency, Auckland Transport, the Treasury, State Services Commission, KiwiRail and the Ministry of Business, Innovation and Employment have been involved in the development of the indicative package through the ATAP process. The Department of Prime Minister and Cabinet has been informed.
35. A broad range of stakeholders were consulted during the ATAP process, representing business, freight, property, health, public and active transport advocates.
36. Stakeholders were supportive of the direction of the ATAP work and signalled a strong desire to see early momentum towards delivering a transformative programme of transport investments for Auckland.

Financial implications

37. There are no financial implications arising directly from this paper. However, the options to address the funding gap could have financial implications for the Government.

Human rights, gender, disability, legislative implications and Regulatory Impact Analysis

38. There are no human rights, gender, disability, or legislative implications arising from this paper. A Regulatory Impact Analysis is not required.

Recommendations

39. I recommend that Cabinet:

1. **note** that the Auckland Transport Alignment Project (ATAP) has developed a revised indicative package of transport investments (the ATAP package) for Auckland over the next decade (2018–2028) to reflect the new Government's transport priorities, namely:
 - accelerating the development of Auckland's rapid transit network, particularly to unlock housing and urban development opportunities
 - encouraging walking and cycling and making these active modes safer for Aucklanders
 - delivering improvements in health, safety, the environment and access, including disability access
 - ensuring the indicative package delivers the best possible value for money, including broader non-monetary costs and benefits.
2. **agree** that the ATAP package is consistent with the Government's transport policy direction in Auckland and includes the following key elements, as described in this paper:
 - Light rail, with the priorities being the city to airport and northwestern routes
 - Eastern busway (Panmure-Botany)
 - Airport-Puhinui state highway upgrade, bus/rail interchange and bus priority improvements
 - Scaled back East West Link
 - Pukekohe electrification and third main Westfield-Wiri
 - Papakura-Drury motorway widening
 - Mill Road (first phase)
 - Penlink and Albany-Silverdale bus improvements
 - Walking and cycling programme
 - Significant programme of safety improvements

- Bus priority programme
 - Network optimisation and technology programme
 - Additional electric trains
 - New transport infrastructure to enable greenfield growth
 - Committed projects like the City Rail Link and northern motorway improvements.
3. **note** that light rail is a high priority in the ATAP package and I intend for this to be delivered through financing arrangements
4. **agree** that further priority investments to progress a transformative transport programme for Auckland include:
- upgrades to the rail network to enable frequent express trains to and from the south, and support inter-regional service between Auckland and Waikato.
 - further increases to the cycling, bus priority and network optimisation programmes
 - increased funding for greenfield growth infrastructure projects.
5. **note** that delivering these further investments is a collective responsibility for the Government and Auckland Council
6. **agree** that a workstream is established to consider funding and financing for Auckland transport investments
7. **note** that ATAP will inform statutory processes in the coming months including the Regional Fuel Tax proposal, Regional Land Transport Plan and National Land Transport Programme
8. **note** that I am planning a launch event with the Mayor of Auckland to discuss the ATAP package
9. **agree** to the release of a public-facing report detailing the ATAP package, after the Minister of Finance the Mayor of Auckland, Deputy Mayor, Planning Committee Chair and I have approved the document.

Hon Phil Twyford
Minister of Transport

Dated: _____

Appendix 1 – Comparison of previous and updated first decade ATAP indicative packages

Previous package	Updated package
Rapid transit - light rail	
Rapid transit (busway or light rail) between the city and Mount Roskill	Light rail funding to support delivery of the city to airport and northwestern routes
First phase of Northwest bus rapid transit	
Rapid transit - heavy rail and busway	
Completion of the City Rail Link	Completion of the City Rail Link
Rail network upgrades including 3rd main, electrification to Pukekohe, new and improved stations, level crossings and additional trains	Rail network upgrades including 3rd main, electrification to Pukekohe, new and improved stations, level crossings and additional trains
Improvements to the Airport-Puhinui public transport link and improvements to traffic flows on State Highway 20B	Accelerated improvements to the Airport-Puhinui public transport link and improvements to traffic flows on State Highway 20B
Airport to Botany rapid transit route protection, including bus priority	Provision of bus lanes from the airport to Botany
Eastern busway (Panmure to Botany)	Eastern busway (Panmure to Botany)
Public transport - bus and ferry	
Bus priority programme	Bus priority programme with a focus on the "whole of route bus priority programme"
Other bus network improvements	Other bus network improvements
Ferry improvements	Ferry improvements
Walking and Cycling	
Walking and cycling programme	Extended walking and cycling programme
Greenfield transport infrastructure	
New arterials, public transport and active transport links to support new housing areas in the South, North, Northwest and Warkworth	Seed funding for new arterials, public transport and active transport links to support new housing areas in the South, North, Northwest and Warkworth
Safety	
Safety programme	Enhanced safety programme
Network optimisation and technology	
Network optimisation and technology programme	Reduced network optimisation and technology programme (e.g. traffic light management, priority measures)
Strategic and local road network	
East-West Link	Scaled back East-West Link
State highway 1 Papakura to Drury improvements	State highway 1 Papakura to Drury improvements
Upgrade of State Highway 16 to 18 connection	Deferred upgrade of State Highway 16 to 18 connection
Mill Road	First stage of Mill Road
State Highway 1 improvements from Albany to Silverdale, including bus lanes	State Highway 1 improvements from Albany to Silverdale, including bus lanes
Penlink (tolled)	Penlink (tolled)

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