

OC210627

2 September 2021



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Tēnā koe  Withheld to protect personal privacy

I refer to your request dated 30 July 2021, pursuant to the Official Information Act 1982 (OIA), seeking:

- *Reports, briefings, memos, aide-memoires, notes or other written advice, if any the Minister received on the Auckland Transport Alignment Plan (ATAP) project prioritisation, between 1 October 2020 and 9 July 2021*

Five documents fall within the scope of your request. Table 1 outlines how the documents you have requested have been treated under the OIA and we enclose (along with attachments) these documents for you. The table also provides information on items out of scope for this request.

You will see that certain information and/or documents have been withheld under the following sections:

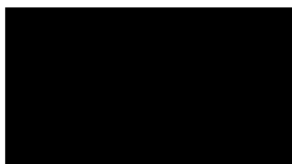
- Section 9(2)(a), to protect the privacy of natural persons
- Section 9(2)(f)(iv), to maintain the constitutional convention for the time being which protects the confidentiality of advice tendered by Ministers of the Crown and officials
- Section 9(2)(g)(i), free and frank expression of opinions

In regard to the information that has been withheld under Section 9 of the OIA, I am satisfied that the public interest in releasing withheld information does not outweigh the reasons for withholding it at this time.

You have the right under Section 28(3) of the OIA to make a complaint about the withholding of information to the Ombudsman, who can be contacted at: info@ombudsman.parliament.nz

The Ministry publishes our OIA responses and the information contained in our reply to you may be published on the Ministry website. Before publishing we will remove any personal or identifiable information.

Nāku noa, nā



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Karen Lyons
Director, Auckland

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Table 1

Doc#	Document	Description of information withheld	Comment
1	OC210065 – Auckland Transport Alignment Project (ATAP) 2021-31 Investment Package Cabinet paper Briefing paper Plus attachments as follows: <ul style="list-style-type: none"> • Appendix A • Appendix B 	Some information withheld from briefing and Appendix A under Sections 9(2)(a) 9(2)(f)(iv) and 9(2)(g)(i).	included with part redaction
2	CAB-31-MIN-0035 Final Cabinet Minute		included, released in full
3	OC210439 – Auckland Transport Alignment Project and the Auckland Housing Programme	Some information withheld under Section 9(2)(a) Some information withheld under Section 9(2)(g)(i)	included with part redaction
4	OC200409 – Auckland Transport Alignment Project 2021-31 Update	Some information withheld under Section 9(2)(a) Some information withheld under Section 9(2)(f)(iv)	included with part redaction
5	OC200965 – Meeting with the Chief Executive of Auckland Transport and the Board Chair	Some information withheld under Section 9(2)(a) Some information withheld under Section 9(2)(g)(i)	included with part redaction
6	OC200721 – Auckland Transport Alignment Project (ATAP) 2020 Update		Out of scope 28/8/20 to Minister Twyford – error in listing
7	ATAP 2021-2031 Comparison with the 2018-28 Package		Out of scope advice sent to Department of Prime Minister and Cabinet (DPMC) not to Minister Wood – error in listing

As part of the request list, several items were split out which all form part of OC210065 Cabinet Paper. These were listed as separate items in error on the requestor list as:

- Final Cabinet paper ATAP 2021-31 Investment Package
- ATAP Assessment and Cost status approved by Cabinet
- ATAP 2021-31 Package as approved by Cabinet

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BRIEFING

4 February 2021

OC210065

Hon Michael Wood
Minister of Transport**Auckland Transport Alignment Project (ATAP) 2021-31 Investment Package****Purpose**

Provide advice on the 2021-31 Auckland Transport Alignment Project (ATAP) package of investment. This paper also seeks your agreement to lodge the attached draft Cabinet paper in February 2021.

Key points

- A large part of the ATAP 2021-31 package is a continuation of ATAP 2018-28 with an on-going commitment to projects now in construction, to the renewal of existing assets and supporting public transport operational expenditure.
- As a result of population and cost increases, challenging investment choices have had to be made across the ATAP 2021-31 package and while the investment package is significant at \$31 billion, Auckland would benefit from increased funding to maximise public transport outcomes.
- The ATAP package will deliver significant benefits to Auckland. These include, improvements to the public transport system in Auckland, delivery of large scale projects including the City Rail Link (CRL), investment in rail electrification and continued investment in walking and cycling. Developing Auckland's rapid transit is key to the public transport network.
- The work has prioritised investment to produce an package of investments that can be funded from current Government and Council plans.
- Around \$31 billion of transport funding is available for investment in Auckland over the next decade. Funding is provided by:
 - the National Land Transport Fund (NLTF) - \$16.3 billion
 - Crown funding - for the City Rail Link (\$1.1 billion) and for the New Zealand Upgrade Programme (\$3.4 billion)
 - Auckland Council - \$10 billion including \$1.1 billion for City Rail Link
 - Covid Response Recovery Fund - \$85 million for sections of the Te Whau Pathway and State Highway 16 Interim Bus Improvements.

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- The Government Policy Statement on Land Transport 2021-31 (GPS) includes a commitment of funding from the NLTF to Auckland of \$16.3 billion over the period 2021-28. [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- An allocation of \$40 million of operating expenditure is required for a Greencard pilot.
- The ATAP 2021-31 investment package reduces per capita emissions through encouraging people to shift away from private motor vehicle travel but due to population growth the wider emission reduction levers the Government is developing are needed to make a meaningful difference.
- Overall congestion increases by 10 per cent but there are improvements on arterial routes and for public transport.
- The ATAP 2021-31 process has highlighted that further work is required to establish how transport investment in Auckland can best help achieve outcomes for Māori. This may be a point of discussion when Cabinet considers the investment package.


Recommendations

1. The recommendations are that you:
 - 1 **agree** to lodge the attached Cabinet paper on Thursday 11 February 2021, with any requested changes, to seek agreement from Cabinet to the Auckland Transport Alignment Project 2021-31 package of transport investments for Auckland Yes/No
 - 2 **share** a copy of this briefing and the attached draft Cabinet paper with the Minister of Finance Yes/No

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- 3  Yes/No
- 4 **request** that officials advise on the feasibility and options for increased funding for the local roads and maintenance activity class for the 2024 National Land Transport Programme Yes/No
- 5 **note** limitations around emissions reductions and achieving Māori Outcomes which could raise questions when considered by the Cabinet. Yes/No



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Karen Lyons
Director, Auckland

Hon Michael Wood
Minister of Transport

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Minister's office to complete:

- Approved
- Declined
- Seen by Minister
- Not seen by Minister
- Overtaken by events

Comments



Contacts

Name	Telephone	First contact
Lou Lennane, Auckland Strategic Programme Lead		✓
Karen Lyons, Director Auckland		

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AUCKLAND TRANSPORT ALIGNMENT PROJECT (ATAP) 2021-31 INVESTMENT PACKAGE

Background

2. The ATAP agencies have developed an investment package for the 2021-31 period which reflects the Government's and Auckland Council's jointly held strategic direction for Auckland. The advice in this briefing is recommended by the ATAP Governance Group comprising the Chief Executives of the Ministry of Transport, Auckland Council, Auckland Transport, KiwiRail, the Deputy Chief Executive Financial and Commercial Treasury and the Head of the Auckland Policy Office
3. Ideally the ATAP 2021-31 investment package will be considered and approved by your Cabinet colleagues by March so that it can provide direction to the Regional Land Transport Plan (RLTP) and National Land Transport Programme (NLTP) processes. As an alignment and consensus-building exercise between Government and Auckland Council, ATAP will provide strong direction to these processes.
4. To inform the statutory processes above, Cabinet needs to agree the indicative package at its meeting on 22 February. Auckland Council will be meeting in early March to consider the ATAP 2021-31 package.
5. The ATAP work has focused on prioritising investment in capital projects for the next decade. We also recognise that the capital investment programme needs to be complemented by work and new thinking on service levels, fares, congestion pricing, and land use planning over a longer time horizon.
6. At a meeting with you and Mayor Goff on 16 December 2020 on the ATAP package, you signalled your comfort with the 2021-31 package. You have asked for further information on establishing a Green Card pilot for Auckland which we have included in this paper.
7. 
8. 
9. We have prepared a draft Cabinet paper for your consideration, which seeks Cabinet's approval of the ATAP 2021-31 package of investments.
10. Auckland Council, Waka Kotahi, Auckland Transport, the Treasury and KiwiRail have been involved in the development of the updated indicative package through the ATAP process. The Department of Prime Minister and Cabinet has been informed.

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Recommended indicative package

- 11 As we are only three years in to delivery of the 2018-2028 programme, maintaining momentum on that programme means we are not looking at wholesale review for 2021-2031. ATAP 2018-2028 was about incentivising people to use public transport, cycling and walking and continuing to build Auckland's Rapid Transit Network. This remains the direction for 2021-2031.
- 12 The majority of the 2021-31 programme is committed, meaning that we are unable to change a significant portion of the programme. The quantum of committed projects is approximately \$29 billion, made up of the following:
 - projects already in construction or under contract
 - a base level of capital renewals
 - a base level of operational expenditure (this will be revised based on advice from Auckland Transport)
 - a number of projects required to support day one of the City Rail Link (CRL) opening and continued operation
 - funding for New Zealand Upgrade Programme and stimulus projects
 - key programmes that cannot be replaced but could be scaled up or down (safety, cycling, connected communities, minor capital projects).
- 13 As a result of the level of committed funding, development of a new package is limited in terms of funding available to allocate to new projects.
14. The indicative package was updated through reviewing, testing and reprioritising investments to reflect the agreed strategic direction. We used a combination of a Ministry portfolio investment approach incorporating ATAP objectives, programme and project specific business case information, subject matter expertise and network transport modelling.

Developing a programme that responds to ATAP Objectives

- 15 The Terms of Reference agreed by the political parties provided direction through the following shared Government and Auckland Council objectives:
 - enabling Auckland's growth through a focus on intensification in brownfield areas and with some managed expansion into emerging greenfield areas
 - accelerating better travel choices for Auckland (modeshift)
 - better connecting people, places, goods and services
 - improving the resilience and sustainability of the transport system and significantly reducing the greenhouse emissions it generates
 - making Auckland's transport system safe by eliminating harm to people

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- ensuring value for money across Auckland's transport system through well targeted investment choices.
16. The focus of investment in the ATAP 2021-31 package is encouraging modeshift through investment in public transport, walking and cycling and ensuring funding is adequate for the renewals and operating costs. Building the rapid transit network is core to the plan.
17. The ATAP 2021-31 package includes:
- delivery of large scale public transport projects including the Eastern Busway, Northern Pathway, Papakura to Pukekohe electrification, Wiri to Quay park rail upgrade, Rosedale and Constellation Bus stations
 - a programme of work to ensure the City Rail Link functions on Day 1 including funding of additional rolling stock
 - a significant investment in renewing and maintaining assets which sees assets maintained at an appropriate level
 - delivery of large scale roading projects e.g. the Mill Road corridor, Puhoi to Warkworth, State Highway 1 improvements (north and south) and Penlink (noting that Penlink has been designated as four lanes, the land has been purchased and two of the four lanes could be used as public transport dedicated lanes)
 - major safety upgrades e.g. Dome Valley, State Highway 16, Brigham Creek to Wakimaku which results in safety targets being met for both Auckland Transport's Vision Zero strategy and Government's Road to Zero strategy
 - a continuation of Auckland Transport's large scale regional programmes such as Connected Communities (coordinated public transport, cycling and safety improvements along key roads) and programmes for safety, cycling and optimisation (measures to maximise the effectiveness of the existing network)
 - investment in walking and cycling noting that due to the cost increases associated with delivering cycleways have impacted the extent of the Auckland Transport programme
 - funding to enable local board initiatives to be progressed
 - progress on sections of the Te Whau Pathway and State Highway 16 bus improvements (both projects funded through the Covid Response Recovery Fund).

Expected outcomes

18. The ATAP 2021-31 package is expected to result in the following outcomes:
- acceleration of the shift from cars to public transport, walking and cycling with these modes expected to absorb approximately 64 per cent of increased trip demand. Public transport mode share increases from 7 per cent to 11 per cent in the morning peak

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- a reduction in greenhouse gas emissions per capita, but the forecast Auckland population increase outweighs any positive overall change. Broader government policy levers are needed to achieve meaningful emissions reduction
 - accessibility to jobs by a 30 minute car journey increases by 14% and accessibility to jobs by a 45 minute public transport journey increases by 60%
 - improved safety outcomes with an expected reduction in deaths and serious of 60% by 2030
 - reduction in congestion for bus passengers and on arterial routes, (noting expected significant increases in congestion on the motorway network and 10% increase in congestion overall due to population growth). Officials work on congestion pricing in Auckland indicates that the introduction of a modest congestion charge across the strategic corridors would result in an 8-12 per cent decrease in congestion across the region.
19. Modelling results indicate that while accessibility by car and public transport increases at a regional level, increasing congestion on the motorway network leads to reductions in accessibility in some areas of the west and south, causing an inequitable distribution of benefits across the region. This issue needs further investigation and work to consider transport equity issues in Auckland and is recommended for the future work programme.
20. At a project level, ATAP delivery agencies work with Māori and specify how individual projects are working towards achieving outcomes for Māori living in Auckland. We do not have a programme level assessment of this, and this could be raised at Cabinet. Over 2021, further work is needed in this area.
21. The Cabinet paper specifically requires an assessment on emissions reduction. The ATAP 2021-31 work has considered this through an assessment framework and a working paper will be published as part of the public release.
22. A fundamental change is necessary to the transport system in Auckland to address climate change commitments and this change would need to involve significant and rapid reductions to private motorised travel and the carbon-intensiveness of the vehicle fleet. ATAP 2021-31 sees carbon emissions remain relatively stable. Broader Government policy including fleet decarbonisation, transport pricing and urban planning will be essential for meaningful progress towards climate goals.

Funding the ATAP 2021-31 Package

23. The NLTF commits \$16.3 billion to the 2021-31 ATAP package and Auckland Council have confirmed their funding commitment for the same period is \$10 billion (including City Rail Link funding). These commitments are the same as those for ATAP 2018-28 and therefore have not built in any increased revenue assumptions that could arise from population growth (affecting rates) or increases in petrol excise duties and road user charges (impacting the NLTF).
24. In addition, there are other funding sources for the ATAP programme, including funding for the New Zealand Upgrade Programme and Stimulus Project Funding. The following table details the funding sources included in ATAP 2021-31:

Funding Source	\$ (millions)
National Land Transport Fund (indicative level)	16,300
Auckland Council Funding (excluding CRL)	8,865
New Zealand Upgrade Programme	3,481
City Rail Link funding from Auckland Council	1,100
CRL Crown funding	1,100
COVID19 Response and Recovery Fund	85
Total funding envelope for ATAP 2021-31	30,931

25. Many of ATAP's highest priority, public transport, active mode and growth projects currently sit within Auckland Transport's programme. Projects within the Auckland Transport programme require local share co-funding from Auckland Council. For Auckland, the FAR for eligible projects is 51% (from the NLTF). Auckland Council therefore contributes 49% in co-funding.
26. The ATAP 2021-31 package enables all committed and essential projects and programmes and approximately \$1 billion of Auckland Transport discretionary projects within the Auckland Transport programme to be funded as long as all eligible Auckland Transport projects will receive the 51% FAR from the NLTF.
27. This includes 51 per cent NLTF funding for renewals expenditure. This category has historically been subject to a cap due to national affordability considerations. For the next NLTP period (2024 onwards) additional funding will be required for the Local Roads activity class in the GPS to accommodate the Auckland co-funding required for renewals.
28. [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]

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33. [REDACTED]

[REDACTED]

[REDACTED]

36. With limited discretionary funds (\$1-1.8 billion), challenging choices were made to develop the ATAP 2021-31 investment package. The approach we took was to progress a number of activities rather than concentrate investment in a smaller number of projects. Some of the key trade-offs we have made include:

- Scaling back some Auckland Transport programmes (for example Connected Communities full cost is \$1.6 billion and we are proposing \$628 million is funded)
- Not being able to progress rail funding beyond what is required for CRL day one operations
- Allocating a minimum amount of funding to the joint Government and Auckland Council spatial priority areas (we are proposing approximately 10 percent of the full local transport infrastructure cost).

37. When you met with you and Mayor Goff in December 2020 there was agreement on the discretionary component of the package (Appendix A)

Stakeholder feedback

38. A broad range of stakeholders were consulted during the ATAP process, representing business, freight, property, health, public and active transport groups. Stakeholders were supportive of the direction of the ATAP work, acknowledging that it is largely a continuation of ATAP 2018-28. A full list of stakeholders is included in Appendix B.

39. The Auckland Business Forum noted they would like to see a greater emphasis placed on investment in freight and are supportive of the introduction of Congestion Charging as part of ATAP. Infrastructure New Zealand support the recommended package noting that in the longer term, a combination of funding sources, including value capture, road pricing and Crown investment is appropriate.

Inclusion of a Green Card Pilot for Auckland

40. When we met with yourself and Mayor Goff in December 2020, you requested we consider the inclusion of funding in the ATAP 2021-31 package for a Greencard pilot in Auckland. Mayor Goff supported this initiative, contingent on understanding the implications for the Council's operating expenditure.

41. [REDACTED]

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[REDACTED]

42.

[REDACTED]

43. At this stage, we do not have finalised costings and process to establish a pilot but we will further this work as a matter of urgency. We have included reference to your intent to introduce a Green Card pilot in the attached Cabinet paper.

Cabinet consideration

44. We will update the attached Cabinet paper to reflect your feedback and provide speaking points to support the discussion at Cabinet.
45. We recommend that you discuss the Cabinet paper with your Cabinet colleagues.

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OFFICIAL INFORMATION ACT

In confidence

Minister of Transport

Cabinet Development Committee

Auckland Transport Alignment Project (ATAP) 2021-31 Investment Package

Proposal

1. This paper seeks agreement from Cabinet on an indicative package of investment for transport in Auckland for the 2021-31 period, developed by the Auckland Transport Alignment Project (ATAP). The package gives effect to the priorities of the Government and Auckland Council (the Council).

Relation to Government priorities

2. The ATAP 2021-31 investment package contributes to the Government's objectives of building a productive, sustainable and inclusive economy by enabling greater transport choice in Auckland and moving people and goods faster through investment in public transport, walking and cycling and roads. Safety is also a key component of the package.
3. The package also enables more connected communities through increased investment in public and active transport and network connectivity through urban areas.
4. Transition to a clean, green and carbon-neutral New Zealand is also supported by this investment, with significant investment in public transport and active modes encouraging people to move away from the private car.

Executive Summary

5. ATAP is a strategic exercise to align transport priorities, funding and investment 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.
6. The Minister of Finance, the Mayor and Deputy Mayor of Auckland, Auckland Council Planning Committee Chair, Chair of the Independent Māori Statutory Board and I (the parties) asked for advice on an investment package for Auckland for 2021-31.
7. A large part of the ATAP 2021-31 package is a continuation of ATAP 2018-28 with an on-going commitment to projects now in construction, renewing existing assets and supporting public transport operational expenditure.
8. The ATAP 2021-31 package invests in public transport, walking and cycling, safety and integrating modes of transport through key region-wide programmes. Developing Auckland's rapid transit is key to the public transport network.
9. The work has prioritised investment to produce an indicative package of investments that can be funded from current Government and Council plans.
10. Around \$31 billion of transport funding is available for investment in Auckland over the next decade. Funding is provided by:

- 10.1. the National Land Transport Fund (NLTF) - \$16.3 billion
 - 10.2. Crown funding for the City Rail Link (\$1.3 billion) and for the New Zealand Upgrade Programme (\$3.4 billion)
 - 10.3. Auckland Council - \$10.0 billion including \$1.3 billion for City Rail Link
 - 10.4. Covid Response Recovery Fund (CRRF) - \$85 million for sections of the Te Whau Pathway and State Highway 16 Interim Bus Improvements.
11. The Government Policy Statement on Land Transport 2018-28 (GPS) includes an expectation that Auckland will receive \$16.3 billion from the NLTF over the period 2021-31. [REDACTED]
12. The ATAP 2021-31 package will deliver significant benefits to Auckland. These include improvements to the public transport system in Auckland, delivery of large scale projects including the City Rail Link (CRL), investment in rail electrification and continued investment in walking and cycling. The ATAP 2021-31 package is expected to result in the following outcomes:
- 12.1. acceleration of the shift from cars to public transport, walking and cycling with these modes expected to absorb approximately 64 per cent of increased trip demand. Public transport mode share increases from 7 per cent to 11 per cent in the morning peak
 - 12.2. a reduction in greenhouse gas emissions per capita but a small increase in total emissions with the forecast Auckland population increase outweighing any positive overall change
 - 12.3. an increase in accessibility to jobs by a 30 minute car journey by 14 per cent and an increase in accessibility to jobs by a 45 minute public transport journey by 60 per cent (noting employment growth of 19 per cent across the Auckland region)
 - 12.4. improved safety outcomes with an expected reduction in deaths and serious injury of 60 per cent by 2030
 - 12.5. a reduction in congestion for bus passengers and on arterial routes, but significant increases in congestion on the motorway network and a 10 per cent increase in congestion overall. Officials' work on congestion pricing in Auckland indicates that the introduction of a modest congestion charge across the strategic corridors would result in an 8-12 per cent decrease in congestion across the region.
13. Delivering these investments is a collective responsibility for the Government and Auckland Council. I support the recommendation of the ATAP agencies that further work continue to look at the most efficient and effective way of funding transport in Auckland through the NLTF, alongside new funding and financing options as enabled through the Infrastructure Funding and Financing Act.

14. To help address transport equity in Auckland, there is an allocation of funding to enable a public transport concession for Community Service Card holders pilot for Auckland included in this package. This is expected to be implemented through the AT Hop Card. If the pilot is successful I would look to a wider rollout nationwide.
15. The ATAP 2021-31 investment package reduces per capita emissions through encouraging people to shift away from private motor vehicle travel to public transport, walking and cycling options. However, if the package is viewed in isolation, total transport emissions in Auckland will rise over the period in question due to population growth. This makes it clear that additional measures are required to reduce overall emissions in line with the Government's ambitions and the indicative direction taken by the Independent Climate Change Commission. While the Transport Emissions Action Plan remains under development, it is clear to me that further levers across infrastructure, behaviour and technology will need to be applied.

Background

16. ATAP aims to align the transport priorities of the Government and the Council through officials, including a Chief Executive's Governance Group, working together to provide advice to the parties. The strategic approach encompasses prioritising investment, making best use of existing networks and maximising opportunities to influence travel demand. Every three years ATAP develops an indicative package of transport investments for Auckland (the ATAP package) to inform statutory processes and individual project and programme business cases. Commencing in 2016, this process has enabled a step change in investment planning for Auckland.
17. We (the parties) asked for this work to be completed in time to provide direction to the Regional Land Transport Plan (RLTP) 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.

Agreed objectives

18. The Terms of Reference, developed by the parties, sets out the following agreed Government and Auckland Council objectives:
 - 18.1. enabling Auckland's growth through a focus on intensification in brownfield areas and with some managed expansion into emerging greenfield areas
 - 18.2. accelerating better travel choices for Auckland (modeshift)
 - 18.3. better connecting people, places, goods and services
 - 18.4. improving resilience and sustainability of the transport system and significantly reducing the greenhouse emissions it generates
 - 18.5. making Auckland's transport system safe by eliminating harm to people
 - 18.6. ensuring value for money across Auckland's transport system through well targeted investment choices.
19. Officials have developed the ATAP package by assessing project-specific information, transport network modelling and utilising existing business case recommendations. They have followed the direction of the Terms of Reference in

considering how transport can improve outcomes in access, health, safety and the environment as well as support Auckland's growth.

The primary focus is continuing our record investment through NZ Upgrade and ATAP 2018

20. The ATAP 2021-31 package largely progresses the ATAP 2018-2028 programme agreed early in the last term. This reflects the continuation of overall direction through the Terms of Reference and, given we are three years on, a significant portion of funding is allocated to projects that are in construction or under contract.
21. The ATAP 2021-31 package includes already committed projects in construction such as the CRL and the Eastern Busway and funding for specific projects under the New Zealand Upgrade Programme, the Covid Response Recovery Fund and Auckland Light Rail.
22. The Government is investing \$4.15 billion more into Auckland's transport than in the 2018-28 ATAP, primarily resulting from funding made available for large scale projects in Auckland through the New Zealand Upgrade Programme (NZUP). It was assumed previously that funding for these projects would be shared between central and local Government.
23. Major projects that the ATAP agencies recommend as high priorities for investment over the next decade within funding expected from current plans are listed below.

ATAP 2021-31 Key Projects

- City Rail Link
- State Highway 1 Ara Tūhono Puhoi to Warkworth
- State Highway 1 Northern Corridor (includes busway extension to Albany)
- Penlink (includes land for future public transport priority lanes)
- Light Rail (City centre to Mangere corridor as a priority)
- Eastern busway (Panmure-Botany)
- Northern Pathway (Westhaven to Akoranga)
- Rail electrification to Pukekohe and extension of third main rail line (Wiri to Quay Park)
- City Centre Bus Improvements
- Mill Road
- Walking and cycling programme
- Significant programme of safety improvements
- Integrated bus, cycle and safety programme
- Network optimisation and technology programme
- Additional electric trains
- Public transport concession card for Community Services Card holders

The proposed package balances a number of constraints

24. Auckland Council's funding contribution remains the same as it was in 2018-28 with approximately \$10 billion of funding which includes \$1.5 billion of Auckland Regional Fuel Tax with the remainder (\$8.5 billion) sourced through rates. Auckland Council argue it is limited because Covid-19 has had an impact on Auckland Council's revenue.

25. This has caused some ATAP projects have been deferred to future years, but still within the 2021-31 period. To avoid future deferral of projects, the draft Auckland Council ten year budget (Long-term Plan) includes a proposal to raise rates and increase debt. Central Government does not think it is sufficient and expect further investment to be required.
26. The contribution from the National Land Transport Fund remains the same in ATAP 2021-2031 as in ATAP 2018-2028 at \$16.3 billion due to the Government's decision not to increase fuel excise duty or road user charges this term. At the same time, forecast revenue has reduced over the period as a result of COVID-19.
27. In the last three years the funding required for operational costs and asset renewals have increased by over \$2 billion and there have also been some cost escalations in committed projects. As Auckland Council's contribution has also remained the same this means that the funding environment is much more constrained now than for previous iterations of ATAP.
28. Significant investment required to renew Auckland's asset base, both in rail and roading has become increasingly apparent in the 2021-31 work and this package of investment commits significant funding to ensuring current assets are renewed and maintained to a safe level. There are a number of contributing factors to increases in renewals expenditure. As one example, the introduction of double decker buses has seen a significant uptake of bus ridership but also requires more road maintenance to support the new fleet.
29. This leaves \$1.8b discretionary spend. This means we cannot do it all. Given these constraints, I have prioritised investment in housing and reducing emissions.

Housing

30. Transport spending across the ATAP programme enables intensification. In addition I propose one third of the \$1.8b discretionary spend for infrastructure to support new housing, focussed on:
 - 30.1. The Auckland Housing Programme (AHP) including Tāmaki, Mt Roskill, Oranga and Mangere
 - 30.2. Some private sector developments such as those in the north west
 - 30.3. Investment in Drury which builds on our NZUP investments, which were targeted to support new housing, and already committed investment in greenfield transport infrastructure.
31. Rapid transit continues to form the backbone of Auckland's transport system. This is critical for access improvements and to supporting and shaping Auckland's growth as noted in the Government's recent National Policy Statement on Urban Development. It reflects the Government's priority that private and public housing and urban development at scale should be located around public transport at scale. The ATAP 2021-31 package includes rail network upgrades and significant investment in busway improvements.
32. The package allocates \$1.8 billion seed funding for Auckland Light Rail with priority being the City Centre to Mangere corridor. ATAP 2021-31 also includes an allocation

for the business case work (and for property acquisition) on an additional Waitemata Harbour Crossing. I have asked officials to progress this work.

33. The package also includes supports housing development in the Drury area with \$1.6 billion in total including:
- 33.1. Mill Road \$1.354 billion
 - 33.2. Electrification from Papakura to Pukekohe \$371 million
 - 33.3. Third main line \$315 million
 - 33.4. Drury Rail stations \$247 million
 - 33.5. SH1 improvements Papakura to Drury South \$423 million
 - 33.6. Drury and Paerata Growth Area \$243 million.

The Government will need to cover Auckland Council's share to better meet our housing objectives

34.



The programme is not sufficient for housing objectives or our climate change objectives

35. The programme has been developed on the basis of Auckland Council's growth strategy and the Unitary Plan. Auckland Council is undertaking further work to understand and meet the requirements of the NPS-UD. The ATAP programme does not necessarily enable Auckland Council to meet the requirements of the National Policy Statement on Urban Development (NPS-UD) and we expect Auckland Council to make further investment decisions to meet the requirements of the NPS-UD.
36. Furthermore the Ministry of Housing and Urban Development have identified crucial developments that it considers is essential to reducing Auckland's housing shortfall and meeting existing need. ATAP invests in these projects but not at a sufficient level to achieve scale and pace. The Ministry of Housing and Urban Development has identified the following investment is required:
- 36.1. Auckland Housing Programme (AHP). The ATAP programme proposes investing \$180m in the AHP. A further estimated \$321 million is required to enable delivery of 13,200 dwellings.
 - 36.2. Drury and Paerata. The ATAP programme proposes investing \$243 million in Drury and Paerata. A further estimated \$390 million is required to enable delivery of 6,500 dwellings.

- 36.3. The north west. The ATAP programme proposes investing \$186 million in the north west. A further estimated \$435 million is required to enable the delivery of 4,500 dwellings.

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37. [REDACTED], the total discretionary spend within ATAP is \$1.844 billion meaning it is not possible to fully fund this requirement within ATAP without additional funding either from the Crown or Auckland Council. [REDACTED]

38. The ATAP work has acknowledged there is limited discretionary funding in the programme. Challenging choices have been made to balance investment across objectives. The highest priority development for the Government is the Auckland Housing Programme followed by development in Drury. [REDACTED] To accommodate the additional spend (\$321 million) indicated as needed by the Ministry of Housing and Urban Development, the following trade offs would be needed:
- 38.1. Funding for the Northwest Growth Area would be reduced by \$132 million from \$186 million to \$54 million or funding to support Connected Communities (an integrated public transport and cycling programme in the isthmus) would be reduced by \$132 million from \$628 million to \$496 million
 - 38.2. Stage and sequence some of the Regional Fuel Tax programme (previously consulted on) including Glenvar, Lake and Lincoln Roads to release \$81 million
 - 38.3. Funding for regional improvement projects, network performance and technology would be reduced by \$90 million from \$269 million to \$179 million
 - 38.4. Smales Allens Road Widening and Intersection Upgrade would not be included in the ATAP programme (\$18 million).
39. The additional investment in the Auckland Housing Programme would fund a number of projects through Mt Roskill, Mangere, Tamaki, and Oranga including: a number of intersection upgrades, arterial road upgrades to implement bus priority measures, walking and cycling bridges over SH20, collector road upgrades, additional bus lanes in Mangere, upgrading the Middlemore Rail Station, and local neighbourhood roading asset renewals and upgrades in Oranga. Further detailed work on the prioritisation of the projects within this package would be needed if this funding is agreed.
40. In relation to accommodating housing in Drury, in the second quarter I will be considering the current scope and costings of projects within the New Zealand Upgrade Programme with the Minister of Finance. As part of that exercise I intend to consider whether the investment is appropriately aligned for supporting housing in Drury and our climate change objectives or whether there is reprioritisation within the package that could take place, in particular to support a third railway station.

Climate

41. Overall, the focus of the investment in the ATAP 2021-31 package is on achieving mode shift from the private vehicle towards public and active transport, continued investment in renewal of transport assets in Auckland and ensuring sufficient operating expenditure to run the network.
42. The independent Climate Change Commission's draft advice on the first three emission budgets forecasts to meet the emission budgets the distance travelled by walking needs to be increased by 25%, cycling 95% and public transport 120% by 2030. This package goes some way to achieving that in Auckland with a 43% increase in walking and cycling trips and 91% increase in public transport trips forecast by 2031 as a result of the investments made in this package.

43. Given the challenge set by the Independent Climate Change Commission the emission budgets will not be achieved on present plans.
44. An allocation of \$1.1 billion in the ATAP 2021-31 investment package to cycling sees cycleways completed through the isthmus. An additional \$360 million (funded through the New Zealand Upgrade Programme) will see the Northern Pathway completed between Westhaven and Akoranga and \$50 million is provided for a Glen Innes to Tāmaki cycleway. Other cycling investment includes the Te Whau Pathway, provision of a cycleway as part of the Eastern Busway, a pedestrian and cycling link on the old Mangere Bridge and cycling investment in the west and south of Auckland as part of the Auckland Transport cycling and walking programme.
45. This ATAP work has highlighted the need for significant investment in Auckland's rail network from 2030 onwards. ATAP 2021-31 has prioritised investment that is needed to support the opening of the City Rail Link but there is insufficient funding to progress the wider rail network development that Auckland requires. I will be working with officials over coming months to gain a better understanding of the rail investment required and this will form part of the Rail Plan and rail network investment conversations. The ATAP agencies will advise on investment for decades 2031-51 later this year and I will advise as appropriate.

Public Transport Concession Scheme

46. Funding for running a pilot of a public transport concession for Community Service Card holders for Auckland has been included as a new initiative. This will reduce the costs of public transport for those on lower incomes. I have requested that officials look at options for an ongoing scheme for Auckland and a national rollout. This will require Government funding.
47. The introduction of a public transport concession for Community Service Card holders Pilot in Auckland would see approximately an additional 2.7 million public transport trips in Auckland in the first 12 months of implementation. This represents approximately 3% of total public transport trips in Auckland.

Reduction in greenhouse gas emissions per capita

48. In the short term, the 2021-31 ATAP investment package sees an increase of 6 per cent in carbon dioxide emissions from transport in Auckland. Increased investment in public transport projects and walking and cycling are designed to encourage the move from private car to public transport supporting emissions reduction but population increase works against this. If the Auckland population remained stable, the ATAP 2021-31 package would result in a 13 per cent decrease in emissions when compared with the previous package.
49. Without the ATAP 2021-31 investment package, carbon emissions increase by just over 9 per cent.
50. The total CO₂ emissions reduction resulting from the ATAP 2021-31 investment package is 133,988 (annual CO₂ tonnes equivalent). The reduction in emissions moves from approximately 4,648,960 annual CO₂ tonnes equivalent without this investment package to 4,514,972 annual CO₂ tonnes equivalent with this investment

Further investment and regulation will be required

51. To achieve meaningful reductions, changes are required in the private car fleet which generates most transport emissions in Auckland and nationally. Government policy levers including regulation and financial incentives need to be implemented to reduce car use, and drive a rapid transition to an electrified private vehicle fleet.
52. To drive further transport emission reductions, further investment and regulation will be required, as a large proportion of current expenditure is on non-discretionary network maintenance and investment in public transport. As in other areas of the economy, there is a need to front-load investment with the aim of reducing emissions quickly and laying the groundwork for reduced emissions in future. In Auckland, future investment in other projects to drive mode shift will be required. Key projects that have been identified in discussion with officials are:
- Auckland Light Rail
 - Extension of the Northern Busway
 - Additional investment in rail infrastructure
 - A wider cycleways programme
 - Progressing to construction of Puhinui to Botany rapid transit.
53. As Government, we are developing multiple policies to reduce vehicle emissions in order to achieve forthcoming 2022-2035 emission budgets and the long term goal of net zero CO2 emissions by 2050, as required under the Climate Change Response Act 2002. You have recently agreed to a CO2 emissions standard for light vehicles imports by 2025 (the Clean Car Standard), to introduce a biofuel mandate in principle, to decarbonise the public transport bus fleet by 2035 and to reduce the fleet size and emissions of the Government's own vehicles by 2025. Further initiatives, including an incentive for low emission vehicles, as signalled publicly in January, will be needed to increase supply and demand.
54. Auckland could contribute around 35-40% of the national estimated emissions reduction from implementing a biofuels mandate, the Clean Car Standard and decarbonising the public transport bus fleet. With these measures, Auckland could reduce carbon emissions by 1-2 mega tonnes between 2022 and 2031. This will increase to a 4-8 mega tonne reduction between 2022 and 2050.

Funding the ATAP 2021-31 Package

55. The proposed ATAP 2021-31 package assumes that all eligible Auckland Transport projects will receive a Funding Assistance Rate (FAR) of 51 per cent from the NLTF and it

Withheld under Section 9(2)(g)(i) of the Official Information Act 1982

56. To enable the cost of Auckland renewals to be met from 2024 onwards it is expected that there will need to be an increase to the Local Road Maintenance Activity Class in the GPS. I am aware that this will require broader trade-offs to be made within the GPS and overall affordability will need to be considered.
57. I have directed officials at the Ministry of Transport and Waka Kotahi, the New Zealand Transport Agency to progress this work to enable the funding allocated to Auckland as indicated in the GPS to be accessed for the best Auckland projects.

Limitation of ATAP process

58. The ATAP process has been useful to align transport priorities and investment across central and local government in Auckland. However, the size and scale of Auckland means that larger scale intergenerational investment is required across multiple infrastructure types including transport, housing, water and social.
59. The Government (we) need to clarify our priorities for Auckland and how best to manage the infrastructure deficit. Taking an integrated approach across portfolios to address investment is needed. [REDACTED]
[REDACTED] on housing and urban growth policy, we need to also address those questions in order to make the best transport investment decisions.

Consultation Withheld under Section 9(2)(g)(i) of the Official Information Act 1982

60. Auckland Council, Waka Kotahi, Auckland Transport, the Treasury, KiwiRail and the Ministry of Transport have worked in partnership on the ATAP 2021-31 investment package. In addition, consultation has occurred with the Ministry for the Environment, the Ministry of Business, Innovation and Employment. The Ministry of Housing and Urban Development has been involved in the working group. The Department of Prime Minister and Cabinet has been informed.
61. A broad range of stakeholders were consulted during the ATAP process, representing business, freight, property, health, public and active transport advocates (refer to Appendix B for a full list of stakeholders).
62. The Auckland Business Forum noted they would like to see a greater emphasis placed on investment in freight and are supportive of the introduction of congestion pricing as part of ATAP. Infrastructure New Zealand support the recommended package noting that in the longer term, a combination of funding sources including value capture, road pricing and increased Crown investment are needed.
63. Emissions were discussed including broader policy levers that will be needed.
64. Stakeholders were supportive of the direction of the ATAP work recognising that it is largely a continuation of the previous investment package (2018-28) and signalled a strong desire to see continued momentum towards delivering this transformative programme of transport investments for Auckland. They have also requested greater communication on progress as we move forward and I will be working with officials on this.

Financial Implications

65. There are no direct fiscal implications arising from this paper, however, there is an expectation that spending through the NLTF will be required for ATAP.

Impact Analysis

Climate Implications of Policy Assessment

66. In The Climate Implications of Policy Assessment (CIPA) team has been consulted and confirm that the CIPA requirements apply to this proposal as one of the explicit policy objectives is to reduce emissions.

67. MFE support the proposed increased investment in public transport projects and walking and cycling are designed to encourage transport modes shift and will lead to likely significant long term emissions reductions. We are also supportive of the introduction of a public transport concession for Community Service Card holders Pilot in Auckland and expect this to have an impact on emissions while also having wider benefits for low income households. These measures and investment will work in conjunction with wider transport initiatives to reduce emissions such as the Clean Car Standard and decarbonisation of the public transport bus fleet.
68. A CIPA quantification sheet could not be completed for this proposal as all the necessary information is not currently available.
69. The CIPA team will work with the Ministry of Transport to assess emissions impacts as part of a future Cabinet paper proposal for the longer term investment (2031-2050).

Population Implications

70. The introduction of a public transport concession for Community Service Card holders pilot in Auckland will see positive benefits for card holders including improved access to social and economic opportunities, direct financial savings by lower public transport costs and lower costs as compared to operating a car. Māori, Pasifika, and New Zealanders with disabilities are disproportionately represented within the Community Service Card holders and will benefit from the pilot.
71. Regional improvements in accessibility and safety will result in positive impacts for population groups in Auckland, including Māori. New investment of \$13 million in road safety improvements at marae and papakāinga housing will benefit Māori living in Auckland. Investment in neighbourhood safety improvements such as traffic calming and pedestrian safety improvements in low decile areas of south and west Auckland will also benefit Māori and Pacific populations.
72. However, journey times to services and employment in the south and west of Auckland is likely to lengthen due to increased congestion on the motorway network which is likely to have a detrimental effect on Māori and Pacific populations, given the concentration of these groups in these areas.
73. A package of accessibility, safety and security improvements on the public transport network will support users with access challenges such as people with disability.
74. Equity in accessing transport remains a challenge for Auckland and I have asked officials to identify appropriate actions to address this.

Communications

75. I will be announcing the ATAP 2021-31 package of investment jointly with the Mayor of Auckland.
76. The launch of the 2021-31 ATAP investment package is likely to be early March prior to the consultation period for the Auckland RLTP.

Proactive Release

77. I intend to release the Cabinet paper proactively in full within the 30 day timeframe.

Next steps

78. The parties are overseeing drafting of a report that explains the ATAP 2021-31 package.
79. We intend to release this report publicly once we have approved it.
80. I am planning a launch event with the Mayor of Auckland to announce the ATAP 2021-31 package.

Informing the Regional Land Transport Plan

81. For the ATAP process to inform consultation on the RLTP, Cabinet and the Council's Governing Body will need to agree to the ATAP package by March 2021.
82. Decisions by Cabinet will be communicated to the Council so the ATAP 2021-31 package informs the Auckland RLTP.

Recommendations

83. The Minister for Transport recommends that the Committee:
 1. **note** that the Auckland Transport Alignment Project (ATAP) has developed a package of transport investments (the ATAP package) for Auckland over the next decade (2021–2031) which reflects the following priorities:
 - enabling Auckland's growth through a focus on intensification in brownfield areas and with some managed expansion into emerging greenfield areas
 - accelerating better travel choices for Auckland (modeshift)
 - better connecting people, places, goods and services
 - improving resilience and sustainability of the transport system and significantly reducing the greenhouse emissions it generates
 - making Auckland's transport system safe by eliminating harm to people
 - ensuring value for money across Auckland's transport system through well targeted investment choices.
 2. **either** :
 - a. **agree** the core ATAP 2021-31 package developed by officials. This emphasises mode shift from private vehicles towards public transport, walking and cycling as well as continued investment in renewal of transport assets in Auckland and that includes the following key elements:
 - Seed funding for light rail, with the priority being the city centre to Māngere corridor
 - Eastern busway (Panmure-Botany)
 - Airport-Puhinui state highway upgrade, bus/rail interchange and bus priority improvements
 - Pukekohe electrification and third main Wiri to Quay Park
 - Mill Road
 - Penlink

- Walking and cycling programme
- Significant programme of safety improvements
- Bus priority programme
- Network optimisation and technology programme
- Additional electric trains
- City Rail Link and complementary programme of day one work required
- Sufficient operating expenditure to run the Auckland network and cover a public transport concession for Community Service Card holders pilot for Auckland.

OR;

- b. **agree** an amended ATAP 2021-31 package. This retains the core elements of the package developed by ATAP officials and enables more housing development by allocating \$321 million to transport investments to support the Auckland Housing Programme. To enable this package, key trade-offs include:
- Funding for the Northwest Growth Area would be reduced by \$132 from \$186 to \$54 million or funding to support Connected Communities (an integrated public transport and cycling programme in the isthmus) would be reduced by \$132 million from \$628 million to \$496 million
 - The Regional Fuel Tax (previously consulted on) programme would see the removal of funding for two roading projects on the North Shore of Auckland to the value of \$81 million
 - Funding for two regional improvement projects, network performance and technology would be reduced by \$90 million from \$269 million to \$179 million
 - Smales Allens Road Widening and Intersection Upgrade would not be included in the ATAP programme (\$18 million).
3. **note** that rail network investment in Auckland requires funding beyond what ATAP 2021-31 can provide to increase the capacity required for future decades.
 4. **note** that there is a small provision for investment in the Government spatial priority areas in the proposed ATAP 2021-31 programme.
 5. **note** that the ATAP programme does not necessarily enable Auckland Council to meet the requirements of the National Policy Statement on Urban Development (NPS-UD) and we expect Auckland Council to make further investment decisions to meet the requirements of the NPS-UD.
 6. **note** that the 2021-31 ATAP investment package sees an increase of 6 per cent in carbon dioxide emissions from transport in Auckland. On a per capita basis, carbon dioxide emissions reduce by 13% highlighting that continued population growth in Auckland works against the modeshift oriented investment.
 7. **note** that further infrastructure investments, behavioural change and use of technology will be required to reduce Auckland's transport emissions to a degree that is consistent with the goals of the Government and the interim direction of the Independent Climate Commission.

8. **note** I have asked officials to progress work on funding rules to realise the Government Policy Statement 2021-31 expectation of \$16.3 billion from the Government Policy Statement (GPS) for Auckland.
9. **note** it is expected that the allocation to the Local Road Maintenance Activity Class in the 2024 Government Policy Statement on Land Transport (GPS) will need to be increased in the context of broader trade-offs and affordability.
10. **note** that ATAP 2021-31 will inform statutory processes in the coming months including the Regional Land Transport Plan and National Land Transport Programme.
11. **note** that I am planning a launch event with the Mayor of Auckland to announce the ATAP 2021-31 package.
12. **agree** to the release of a public-facing report detailing the ATAP 2021-31 package.
13. **Invite** the Minister for Infrastructure to convene a meeting with the Minister of Housing, Minister of Transport and Minister of Local Government on a whole of government integrated approach to future Auckland development decisions including achieving alignment with Auckland Council on urban growth and finding planning and funding solutions for Drury and the Northwest.

Authorised for lodgement

Hon Michael Wood

Minister for Transport

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OFFICIAL INFORMATION ACT

IN CONFIDENCE

CAB-21-MIN-0035



Cabinet

Minute of Decision

This document contains information for the New Zealand Cabinet. It must be treated in confidence and handled in accordance with any security classification, or other endorsement. The information can only be released, including under the Official Information Act 1982, by persons with the appropriate authority.

Auckland Transport Alignment Project (ATAP) 2021-31 Investment Package

Portfolio Transport

On 1 March 2021, following reference from the Cabinet Economic Development Committee, Cabinet:

- 1 **noted** that the Auckland Transport Alignment Project (ATAP) has developed a package of transport investments (the ATAP package) for Auckland over the next decade (2021–2031), which reflects the following priorities:
 - 1.1 enabling Auckland’s growth through a focus on intensification in brownfield areas and with some managed expansion into emerging greenfield areas;
 - 1.2 accelerating better travel choices for Auckland (modeshift);
 - 1.3 better connecting people, places, goods and services;
 - 1.4 improving resilience and sustainability of the transport system, and significantly reducing the greenhouse emissions it generates;
 - 1.5 making Auckland’s transport system safe by eliminating harm to people;
 - 1.6 ensuring value for money across Auckland’s transport system through well targeted investment choices;
- 2 **agreed in principle**, subject to paragraph 3, to an amended ATAP package, which retains the core elements of the ATAP package developed by ATAP officials and enables more housing development by allocating \$321 million to transport investments to support the Auckland Housing Programme;
- 3 **authorised** the Prime Minister, Minister of Finance, Minister of Housing, Minister of Transport, and the Minister of Local Government to make changes to and finalise the ATAP 2021-31 package, and to report back to Cabinet on 8 March 2021 on the finalised package;
- 4 **noted** that rail network investment in Auckland requires funding beyond what the ATAP package can provide to increase the capacity required for future decades;
- 5 **noted** that there is a provision for investment in the government spatial priority areas in the proposed ATAP package, but that additional investment will be required;

- 6 **noted** that the ATAP package does not necessarily enable Auckland Council to meet the requirements of the National Policy Statement on Urban Development (NPS-UD), and that Ministers expect Auckland Council to make further investment decisions to meet the requirements of the NPS-UD;
- 7 **noted** that:
- 7.1 the ATAP package sees an increase of 6 percent in carbon dioxide emissions from transport in Auckland;
- 7.2 on a per capita basis, carbon dioxide emissions reduce by 13 percent, highlighting that continued population growth in Auckland works against the modeshift oriented investment;
- 8 **noted** that further infrastructure investments, behavioural change and use of technology will be required to reduce Auckland's transport emissions to a degree that is consistent with the goals of the government and the interim direction of the Independent Climate Commission;
- 9 **noted** that the Minister of Transport has asked officials to progress work on funding rules to realise the Government Policy Statement on Land Transport (GPS) 2021-31 expectation of \$16.3 billion from the GPS for Auckland;
- 10 **noted** that it is expected that the allocation to the Local Road Maintenance Activity Class in the 2024 GPS will need to be increased in the context of broader trade-offs and affordability;
- 11 **noted** that the ATAP package will inform statutory processes in the coming months, including the Regional Land Transport Plan and the National Land Transport Programme;
- 12 **noted** that the Minister of Transport is planning a launch event with the Mayor of Auckland to announce the ATAP package;
- 13 **agreed** to the release of a public-facing report detailing the ATAP package 2021-31, noting that this provides direction to the Auckland Regional Land Transport Plan and National Land Transport Programme which make specific timing and delivery decisions on the transport programme for the next three years;
- 14 **invited** the Minister for Infrastructure to convene a meeting with the Minister of Housing, Minister of Transport and the Minister of Local Government to develop a whole of government integrated approach to future Auckland development decisions, including achieving alignment with Auckland Council on urban growth, and finding planning and funding solutions for Drury and the Northwest, aiming for concurrence with the finalisation of the 2021-31 Regional Land Transport Plan and National Land Transport Programme by June 2021.

Martin Bell
for Secretary of the Cabinet

27 May 2021

OC210439

Hon Michael Wood
Minister of Transport**Auckland Transport Alignment Project (ATAP) and the Auckland Housing Programme (AHP)****Purpose**

To provide you with a summary of funding provisionally allocated for the Auckland Housing Programme through the Auckland Transport Alignment Project (ATAP) and to remind you of wider contextual funding considerations.

This may be useful for your meeting with Minister Woods on 2 June.

Background

The ATAP 2021-31 programme was considered through Cabinet in March 2021 (CAB-21-MIN-0035). Through Cabinet consideration, it was agreed that \$401m be allocated through the Auckland Transport Alignment Project (ATAP) to the Auckland Housing Programme (AHP). Auckland Council and Auckland Transport reallocated funding from other projects to find \$221m of the \$401 required.

[REDACTED]

[REDACTED]

Withheld under Section 9(2)(f)(iv) of the Official Information Act, 1982

[REDACTED]

Withheld under Section 9(2)(g)(i) of the Official Information Act 1982

Current considerations

[REDACTED]

Withheld under Section 9(2)(g)(i) of the Official Information Act 1982

[REDACTED]

The ATAP Cabinet paper in March 2021 included the following recommendation:

'noted that the Minister of Transport has asked officials to progress work on funding rules to realise the Government Policy Statement on Land Transport (GPS) 2021-31 expectation of \$16.3 billion' (CAB-21-MIN-0035)

[REDACTED]

In addition, changes are required to the Local Road Maintenance Activity Class of the GPS 2024 to enable a larger portion of Auckland local road renewals to be funded by the NLTF. This is a Ministry piece of advice that will be considered within the wider affordability context of the GPS.

[REDACTED]

[REDACTED]

We will work with Auckland Transport to detail spend and phasing of transport projects to support the Auckland Housing Programme over the 2021-31 years (should funding become available in ATAP through the funding settings work).

Recommendations

We recommend you:

- 1 **note** the contents of this briefing Yes / No



Karen Lyons
Director, Auckland

Hon Michael Wood
Minister of Transport

.28.... / ..5.... /21.

..... / /

Minister's office to complete:

- Approved
- Declined
- Seen by Minister
- Not seen by Minister
- Overtaken by events

Comments

Contacts

Name	Telephone	First contact
Lou Lennane, Auckland Strategic Programme Lead	[REDACTED]	✓
Karen Lyons, Director Auckland	[REDACTED]	

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11 November 2020

OC200409

Minister of Transport**AUCKLAND TRANSPORT ALIGNMENT PROJECT (ATAP) 2021-31 UPDATE****PURPOSE**

Update you on the development of investment options and advice for the 2021-31 ATAP Programme and key considerations

KEY POINTS

- You are about to go into the final stages of the 2021-31 ATAP considerations, these will happen between now and the end of 2020. You will lead the government's discussions with the Mayor of Auckland and finalise an agreed investment package.
- We have worked with the ATAP partner agencies to develop options for investment for the ATAP 2021-31 programme. Given the complexity and level of detail of the ATAP programme, we would like to meet with you in mid November to prepare you for upcoming discussions with the Mayor of Auckland.
- Key points of discussion in relation to ATAP 2021-31 are likely to be funding, response to growth in Auckland (in particular the amount of local transport investment allocated to support the New Zealand Upgrade Projects in Drury) and prioritisation of projects for inclusion in the programme.
- The ATAP programme supports modeshift towards public transport and walking and cycling as well as investment in local and strategic roads. The programme also supports the integration of urban growth with transport.
- Most of the ATAP 2018-28 programme will remain, this is expected as the programme is entering year three of a ten-year investment programme.
- A large portion of the ATAP programme is either under construction or contract or is seen as 'essential' to continue.
- Included in the 'essential' portion of the programme is a significant amount required to keep the existing ATAP programme functioning effectively through renewals and operational expenditure. There are also a number of Auckland Transport (AT) programmes including safety and optimisation that need to continue in any programme.

•

- Looking at the programme for 2021-31 we have used the ATAP objectives to guide various options, one of which is a response to growth/spatial priorities across the region.
- Suggested packages of investment for the 2021-31 decade are being developed within funding assumptions of \$16.3b (NLTF) and \$8.8 billion (Auckland Council, (excluding CRL funding)), noting that Crown funding also funds ATAP. These will highlight some investment choices to be made.
- At the end of November we will provide you with advice on recommended package options.

RECOMMENDATIONS

We recommend you:

- | | | |
|---|--|----------|
| 1 | agree to a meeting with Mayor Goff, Mayor of Auckland and a briefing with officials prior | Yes / No |
| 2 | refer this briefing to Hon Grant Robertson, Minister of Finance for his reference in his role as ATAP sponsor | Yes / No |

 Karen Lyons
 Director, Auckland

 Hon Michael Wood
 Minister of Transport

..... / /

..... / /

Minister's office to complete:

- | | |
|--|---|
| <input type="checkbox"/> Approved | <input type="checkbox"/> Declined |
| <input type="checkbox"/> Seen by Minister | <input type="checkbox"/> Not seen by Minister |
| <input type="checkbox"/> Overtaken by events | |

Comments

Contacts

Name	Telephone	First contact
Lou Lennane, Auckland Strategic Programme Lead	██████████	✓
Karen Lyons, Director Auckland	██████████	

AUCKLAND TRANSPORT ALIGNMENT PROJECT (ATAP) 2021-31 UPDATE

INDICATIVE PACKAGE OPTIONS FOR 2021-31 ARE BEING FINALISED

We have been working across the ATAP partner agencies and are on track to provide you with indicative 2021-31 ATAP package options for investment by end November 2020

- 1 Using the ATAP 2020 Terms of Reference (Appendix A) as a base, we have brought a range of people together from across the ATAP partner agencies to review the 2018-28 existing ATAP programme and to assess new projects for inclusion in the 2021-31 programme and outer decades.
- 2 The review of the existing programme involved 'testing' the projects in the 2018-28 programme so we are confident to continue with them in light of the objectives set out in the Terms of Reference including the stronger emphasis on climate change, mode shift and the need to support growth in agreed spatial priority areas as well as the impact of Covid-19.
- 3 In addition we have assessed new projects put forward by Auckland Transport, Waka Kotahi, the NZ Transport Agency and KiwiRail for inclusion in the 2021-31 programme. The output of this assessment will also provide a base for the outer decades programme (2031-51).

DEVELOPING A PROGRAMME THAT RESPONDS TO ATAP OBJECTIVES

We are in the process of developing indicative ATAP 2021-31 package options that are guided by the agreed ATAP objectives

- 4 Political agreement has been reached on the ATAP 2020 Objectives and these are being used to assess projects for inclusion in the 2021-31 programme. The shared Government and Auckland Council objectives are:
 - Enabling Auckland's growth through a focus on intensification in brownfield areas and with some managed expansion into emerging greenfield areas
 - Accelerating better travel choices for Auckland (modeshift)
 - Better connecting people, places, goods and services
 - Improving resilience and sustainability of the transport system and significantly reducing the greenhouse emissions it generates
 - Making Auckland's transport system safe by eliminating harm to people
 - Ensuring value for money across Auckland's transport system through well targeted investment choices.

DEVELOPMENT OF THE ATAP 2021-31 PROGRAMME - ENSURING ATAP MOMENTUM CONTINUES

ATAP 2021-31 will see a large part of the ATAP 2018 programme continue

- 5 The current programme (ATAP 2018-28) has successfully progressed transport investment in Auckland over the first three years and has enabled a number of projects to be delivered. The programme supports modeshift towards public transport and walking and cycling as well as investment in local and strategic roads.
- 6 It is important to continue the momentum achieved over the past three years and we are proposing that a large portion of the ATAP 2018-28 programme is taken forward into the 2021-31 programme (approximately \$29 billion). This leaves little room for new projects.
- 7 The first part of the continued programme is ‘committed’ which refers to projects either currently under construction or under contract. This portion of the programme represents approximately \$6.3 billion.
- 8 The second part of the suggested continued programme is made up of a number of essential elements which have been agreed by the ATAP partner agencies as required going forward (\$22 billion). A significant portion of ‘essential’ is renewals funding (\$6 billion) and operational funding (\$7.7 billion) across the three delivery agencies (Auckland Transport, Waka Kotahi and KiwiRail).
- 9 Some of the “essential” programmes could be scaled back if there is insufficient funding and/or to fit in new projects. Auckland Transport are not expected to support any scaling back of the AT programmes in this category.
- 10 Included in the ‘Future Planning’ and ‘Route Protection’ items in Table 1 is \$60 million for detailed planning work and potential property acquisition for the Additional Waitemata Harbour Crossing (AWHC). Waka Kotahi, Auckland Transport and Auckland Council have been working together on a business case for the AWHC over the past two years. [REDACTED]
[REDACTED] The business cases are underway and Waka Kotahi will be providing you briefings on these in due course. Withheld under Section 9(2)(f)(iv) of the Official Information Act 1982
- 11 The essential elements and rationale for including them in the 2021-31 programme are detailed in Table 1 below.

Table 1: Committed and Essential Elements of the ATAP 2021-31 Programme

Committed			
	\$ million	Description	If not included in essential
Projects in construction or under contract	6,346	Projects either under construction or contractual obligations are in place (includes \$2.2b for City Rail Link (CRL))	Projects under construction would cease leaving partially completed projects and legal action

			Contractual arrangements would be broken potentially incurring legal action, financial costs and reputational risk
Essential			
CRL Day One programme	754	This programme is required to enable the improved level of service expected from Day 1 of CRL operation	Benefits of the CRL (increased patronage) will not be realised, intended timetable will not be possible, not enough trains to implement the timetable, network delays and disruptions post CRL opening, customer complaints, safety compromised
New Zealand Upgrade Programme (NZUP)	3,481	This funding is a commitment from the Crown, allocated to specific projects, separate funding stream	
New Zealand Upgrade Programme complementary projects	TBC *	These projects are to allow the NZUP infrastructure to operate	Investment made in NZUP infrastructure may not be realised due to stranded assets
Rapid Transit City Centre to Mangere and Northwest	1,800	Funding allocated to Auckland Light Rail (ALR) CC2M and Northwest as per government political direction	Funding would be reallocated to other projects and then not available when required to progress (ALR)
COVID Response Recovery Fund (CRRF)	85	Funding allocated to Auckland for specific CRRF projects, separate funding stream	
Renewals – Auckland Transport	4,200	Minimum level of funding required to maintain AT renewals	Larger investment required in the future as assets degrade. AT renewals programme will fall further behind, assets will be 'sweated' further, safety risks. Customer service levels decrease
State Highway maintenance, operations and renewals – Waka Kotahi	1,620	Minimum level of funding required to maintain Waka Kotahi Maintenance, Operations and Renewals (MOR)	Routine maintenance and network management on the State Highways in Auckland will be reduced, safety and productivity risk
KiwiRail renewals	130	Rail renewals not covered in the AT OPEX line	
AT Operating Expenditure (net)	7,600	Minimum level of operational funding required for Public Transport (PT) services for AT and asset maintenance	PT services and asset maintenance in Auckland will be reduced if this money is reallocated to other projects

Future Planning	176	Funding to ensure a pipeline of planning, investigation and business case development continues	Less certainty about future costs and planning
Route protection	104	Funding to ensure property acquisition for route protection is enabled	By not funding route protection now, the cost of acquiring land at a future date will be greater and key land parcels may be available at higher costs, projects will take longer
Safety Programme	883	Funding for the AT and Waka Kotahi safety programmes. Minimum level of funding required to ensure programme outcomes are met	Not funding safety would result in negative outcomes for Road to Zero and Vision Zero, likely to not achieve targets
Optimisation Programme	329	Minimum level of funding required to enhance the existing network.	Opportunities and the productivity of the existing network will be lost
Connected communities Programme	522	Funding required to deliver an integrated programme of transport (walking, cycling and bus priority improvements) on a number of arterials	Loss of opportunity to improve bus, cycle and safety improvements on critical corridors Less funding would mean a smaller number of arterials will have connected communities delivered
Cycling Programme	226	Funding enables delivery of the 2017 business case	Less funding would limit further development beyond completion of the Urban Cycleways Programme (UCP_
Minor capex	208	Funding for small scale capital projects	Less funding would result in funding for other projects needing to be re-prioritised to cover minor CAPEX. Customer complaints would potentially rise
PT minor capex	223	Funding to enable response to customer requests for small scale PT related capital projects	Less funding would mean unable to provide small complementary projects to make the system work. A reduction in safety and levels of service for PT
Urban Cycleways	113	Funding to complete the Urban Cycleways Programme	The Urban Cycleways Programme would be stopped if funding ceases or reduced if funding is reduced
Local Board initiatives	200	Funding allocated to local boards (Auckland Council) to enable local board projects to be delivered	Local boards would not be able to progress local projects
Integrated Ticketing	184	Contribution from AT to the national ticketing programme	The AT HOP contract ends in 2026. Investment in a replacement system is required. AT is committed to contributing to the national development of one system

City Centre Bus Improvements	128	Investment required in Grafton Gully and Wellesley St to complement CRL once opened and support city centre bus operation	Unable to accommodate existing bus volumes in city centre after CRL changes to Victoria St require buses to move to Wellesley St
Total	\$29,384		

*TBC This figure is contingent on pending NZUP decisions

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FUNDING THE 2021-31 ATAP PACKAGE

- 12 The National Land Transport Fund assumption we have used for the 2021-31 period is \$16.3 million and Auckland Council have confirmed their funding assumption for the same period is \$8.8 billion (excluding City Rail Link funding).
- 13 In addition, there are other funding sources which come into the ATAP programme, including Crown funding for the City Rail Link (CRL) New Zealand Upgrade Programme and Covid Response Funding. The following table details the funding sources included in the ATAP programme:

Funding Source	\$ (millions)
National Land Transport Fund (NLTF) (indicative level)	16,300
Auckland Council Funding (excluding CRL)	8,376
New Zealand Upgrade Programme (NZUP)	3,234
Crown Infrastructure Partners (CIP) Project Funding	364
City Rail Link (CRL) funding from Auckland Council	1,554
CRL Crown funding	1,554
COVID19 Response and Recovery Fund (CRRF)	85
Total indicative funding envelope for ATAP 2021-31	31,647

- 14 The \$16.3 billion from the NLTF is used in part to fund projects that are fully funded and delivered by Waka Kotahi and in part to co-fund the Auckland Transport component of ATAP. Co-funded projects in Auckland receive a 51 per cent Funding Assistance Rate (FAR) which is determined by Waka Kotahi.

15

[REDACTED]

16

[REDACTED]

17

[REDACTED]

18

[REDACTED]

19

[REDACTED]

20

In ATAP 2021-31 we are aiming to provide realistic funding assumptions. We will provide advice around funding assumptions and options in our next piece of advice to you.

2021-31 DISCRETIONARY SPEND

There are choices to be made about investment across the Auckland region for the discretionary portion of the package

21

[REDACTED]

22

As an ATAP working group we have been working to develop options for spending the discretionary portion of the funding envelope. Evidence to inform package development was gathered from a number of sources to arrive at priorities for the discretionary spend. Evidence sources include business cases, subject matter expert presentations and Portfolio Investment Assessment (PIA) evaluation.

23

We initially developed several packages with different focus on the ATAP objectives (climate change, growth, Drury, modeshift (PT), modeshift (active)), and two packages that show a spread of investment over all of these.

24

From the initial seven packages, we have selected three investment packages that demonstrate choices and trade-offs for transport modelling (Drury, Modeshift Public

Transport and a regional package). None of the three options will be the recommended final investment package but as discrete packages, they demonstrate various choices and different levels of targeted investment required. In addition, we are modelling the base package (those elements in committed and essential, previously discussed).

25 There are a number of common projects in each of the modelled packages that sit within the discretionary spend. These are:

- Lincoln Road corridor improvements
- Sylvia Park bus improvements
- Albert/Vincent St bus improvements
- Downtown Bus Improvements
- Accessibility Improvement Project
- Airport to Botany (second stage investment).

26 In addition to these common elements in all packages, the following table shows key unique elements of each package:

Package	Significant unique elements (modelled)
Modeshift (Public Transport)	<ul style="list-style-type: none"> • The regional park and ride programme • Northern busway enhancements • Connected Communities (full programme) • Neighbourhood interchanges programme • Whangaparaoa Interchange • Rosedale Rd Corridor • Middlemore Station • High priority projects for the Auckland Housing Programme (AHP) (\$108m)
Growth - Drury	<ul style="list-style-type: none"> • A Drury programme of \$840m of local infrastructure investment (informed by the earlier Drury Transport Investment Programme work) • \$400m towards rail investment over and above investment required for CRL day 1 programme (rolling stock) • Growth investment in the Northwest (\$203m) • High priority projects for the Auckland Housing Programme (AHP) (\$173m) • Paerata Investment
Regional Package	<ul style="list-style-type: none"> • The regional park and ride programme • Neighbourhood interchanges programme • Connected Communities (partial funding) • Hill St • Rosedale Road corridor • Smales/Allens Rd improvements • Glenvar/East Coast Rd improvements • SH18 Squadron Drive interchange • Growth investment for Northwest (\$282m)

	<ul style="list-style-type: none"> • Auckland Housing Programme (\$285m) • Drury investment (\$526m)
--	--

RESPONSE TO GROWTH

27 The Auckland Housing Programme, the North West of Auckland and Drury are all considered important spatial priorities for 2021-2031. Investment ranges have been developed for each spatial priority area, within the context of limited discretionary funding for the overall programme. Local investment in Drury is expected to be a key point of discussion between Government and Auckland Council as we finalise the ATAP package.

[REDACTED]

[REDACTED]. A key consideration will be the extent of discretionary spend that is allocated to the Auckland Housing Programme, Drury and the Northwest.

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28 As part of the spatial priority discussion, we have been working through options for providing transport infrastructure for the Auckland Housing Programme (AHP). The AHP requires significant investment in infrastructure wider than transport, in particular water and wastewater and the investment level required is far greater than currently budgeted for. ATAP will be challenged to provide anything other than minimal investment in transport infrastructure required for the AHP.

NEXT STEPS AND IMPORTANCE OF TIMING

29 Meetings with Mayor Goff have been a useful way of establishing process around ATAP and working through decision-making as a partnership.

30 Between now and the end of the year, we will set up a number of meetings for you and Mayor Goff to discuss the package options with an initial meeting likely to be mid November to discuss the direction so far.

31 Over the next few weeks we will be finalising indicative packages for your consideration. Our next briefing to you will be initial advice on preferred packages of investment. This will be with you by the end of November 2020.

32 It is important that a decision on the preferred ATAP 2021-31 package of investment is made prior to the end of the year in order to inform the development of the Auckland Regional Land Transport Plan (RLTP) and Auckland Council's Long-Term Plan.

Appendix A – ATAP Political Terms of Reference

Auckland Transport Alignment Project (ATAP) 2020
Update

Terms of Reference

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1 Parties

1.1 The Minister of Transport, the Hon Phil Twyford

1.2 The Minister of Finance, the Hon Grant Robertson

1.3 The Mayor of Auckland, Phil Goff

1.4 The Deputy Mayor of Auckland, Bill Cashmore

1.5 The Planning Committee Chair, Auckland Council, Chris Darby

1.6 Chair of the Independent Maori Statutory Board, David Taipari

2 Background

2.1 The Auckland Transport Alignment Project (ATAP) commenced in 2015 and aligned the priorities of both central government and Auckland Council. Initial work developed a long-term strategic approach for the development of Auckland's transport system to deliver the best possible outcomes for Auckland and New Zealand.

2.2 Since 2015, various projects have been undertaken collaboratively by the ATAP partners including developing indicative investment packages.

2.3 The most recent investment package for 2018 to 2028 was agreed by Cabinet and Auckland Council in April 2018.

3 Purpose of the project

3.1 There is a need to update the 2018-28 ATAP package in light of a number of emerging considerations. These include:

- The impacts of Covid-19, including the impacts on Government and Auckland Council revenue streams
- Any decisions taken on the economic stimulus package announced by the Government within the timeframes of the ATAP 2020 update
- The New Zealand Upgrade Programme (NZUP) transport investment in Auckland
- Climate change and mode shift as increasingly significant policy considerations for both the Government and Auckland Council
- The need to provide direction for the upcoming round of statutory planning processes including the Regional Land Transport Programme (RLTP), Auckland

Council's Long-term Plan (LTP), the Government Policy Statement on Land Transport, and the National Land Transport Programme

- Emerging spatial priorities.

3.2 The ATAP 2020 Update will use the agreed decade one (2018-28) package of projects as a base given the existing commitment to its delivery.

3.3 This project will not replace the statutory decision-making responsibilities of Auckland Transport regarding the activities within the Auckland Regional Land Transport Plan or

the NZ Transport Agency regarding the National Land Transport Programme or KiwiRail regarding the Rail Network Investment Plan . It will also not replace the statutory decision-making responsibilities of Auckland Council regarding the development of its Long-term Plan and/or associated with the application of its Regional Fuel Tax.

4 Government and Auckland Council Priorities

4.1 The shared Government and Auckland Council objectives for transport in Auckland are:

- Enabling Auckland's growth through a focus on intensification in brownfield areas and with some managed expansion into emerging greenfield areas
- Accelerating better travel choices for Auckland (modeshift)
- Better connecting people, places, goods and services
- Improving resilience and sustainability of the transport system and significantly reducing the greenhouse emissions it generates
- Making Auckland's transport system safe by eliminating harm to people
- Ensuring value for money across Auckland's transport system through well targeted investment choices.

4.2 In addition to the objectives above, the ATAP 2020 Update will consider modeshift, climate change, emerging brownfield and greenfield spatial priorities and transport investments in light of the Covid-19 economic shock.

4.3 ATAP 2020 will also take into account broader priorities outlined in relevant statutory documents such as the draft Government Policy Statement on Land Transport (2021-2031) and Auckland Council's Auckland Plan.

5 Project Approach and Scope

- 5.1 The project will take a collaborative partnership approach aimed at agreeing an indicative prioritised investment package for Auckland. Phase one of the work will focus on the 2021-2031 period with the aim of providing advice to council and government prior to the government elections in September. Decisions on the recommended package are expected to be made post the elections. Work on decades two and three (2031-2051) at a more indicative level will commence once decisions are made on the 2021-2031 period.
- 5.2 Packages of investment will be developed and evaluated within funding envelopes based on logical assumptions of expected funding levels. The impacts of Covid-19 on revenue streams and on delivery of the ATAP programme will be assessed .
- 5.3 The 2021 to 2031 work includes six workstreams, all of which will incorporate advice on the impacts of Covid-19:
- *Prioritisation and evaluation.* This workstream brings together all of the work to develop indicative package(s) of investment that meet the objectives and considerations outlined in section 4. It will determine a prioritisation and evaluation methodology. Packages of priority projects will be developed and funding envelopes applied . The extent to which packages achieve modeshift will be a key part of the evaluation framework.
 - *Climate change.* This will determine how a climate change lens can be applied to assessing ATAP projects.
 - *Operating expenditure.* This will focus on the operating expenditure component of the package, particularly in terms of maintaining service levels and identifying consequential operational expenditure arising from capital investments.
 - *Operationalising ATAP.* This will identify and review any operational rules that may impede the implementation of ATAP and seek agreement on ways to resolve these.
 - *Funding.* This will determine the funding envelope for 2021-31, covering funding from Government, Auckland Council and other sources. Initially assumptions based on Covid19 recovery scenarios will guide this work.
 - *Urban Development.* This will ensure urban development and land-use considerations underpin the ATAP investment package.

6 Governance of the Project

- 6.1 The project will be led by the ATAP Governance Group, co-chaired by the Secretary for Transport and the Chief Executive of Auckland Council. The ATAP Governance Group consists of the Secretary for Transport, Deputy Secretary Treasury, the State Services Commission Deputy Commissioner Auckland , and the Chief Executives of Auckland Council, the NZ Transport Agency, Auckland Transport and KiwiRail.

6.2 The ATAP Steering Group consisting of officials from the Ministry of Transport, the Treasury, Auckland Council, the NZ Transport Agency, Auckland Transport and KiwiRail, will provide detailed direction and oversight to the project teams.

6.3 The ATAP Governance Group will:

- Approve funding assumptions
- Approve the investment options to be developed
- Approve the assessment and prioritisation framework
- Provide advice to the Parties as required
- Recommend a package to the parties with clearly defined funding sources from central and local government
- Ensure the project is delivered to the agreed scope and timeframes
- Ensure that the project is aligned and integrated with other government and Auckland Council related work as appropriate.

6.4 The ATAP Parties will:

- Provide direction to the ATAP 2020 Update through the objectives, considerations and approach set out in this Terms of Reference
- Receive updates on the work and provide feedback at appropriate points/milestones
- Build consensus on the indicative package(s) as they are developed
- Receive advice from the Governance Group on the recommended package
- Make final decisions on the recommended package.

7 Project Timing

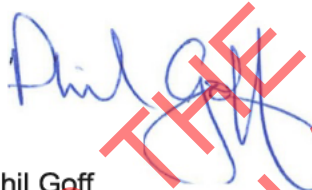
7.1 The first phase of the ATAP 2020 Update (focused on 2021 to 2031) will provide advice to the political sponsors mid-late August, prior to government elections in September

7.2 This enables the consideration of advice prior to the elections and decision making early in the new term of government.

7.3 The work on the 2031-2051 period will commence once the work on the first decade is complete



Hon Phil Twyford
Minister of Transport



Phil Goff
Mayor of Auckland

Date: Date:

21.9.20



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Hon Grant Robertson

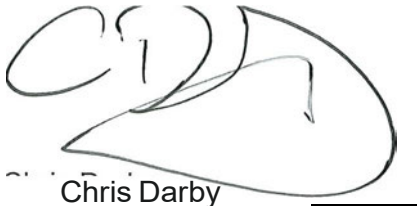
Minister of Finance

Date: 27 September 2020

Bill Cashmore

Deputy Mayor of Auckland

Date:



Chris Darby

Planning Committee Chair, Auckland Council

Date:



David Taipari

Chair, Independent Maori Statutory Board

Date: 6/07/2020

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Hon Michael Wood
Minister of Transport

Meeting with the Chief Executive of Auckland Transport and the Board Chair

Snapshot

The Chief Executive and Board Chair of Auckland Transport have requested a meeting with you. They are wanting to discuss various transport issues in Auckland including Funding Assistance Rates, Auckland Light Rail, Congestion Pricing and the Auckland Rapid Transit Plan.

Time and date	7 December 2020
Venue	EW4.1R
Attendees	Shane Ellison, Chief Executive Auckland Transport Adrienne Young-Cooper, Board Chair, Auckland Transport
Officials attending	N/A
Agenda	Auckland Rapid Transit Plan, Funding Assistance Rates, Auckland Light Rail, Congestion Pricing

Contact

Name	Telephone	First contact
Lou Lennane, Auckland Strategic Programme Lead	[REDACTED]	✓
Karen Lyons, Director Auckland	[REDACTED]	

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Meeting with the Chief Executive of Auckland Transport and the Board Chair

Key points

- Auckland Transport are expected to raise that the funding assistance rate they achieve across their programme in full does not reflect a 50:50 co-funding arrangement for all local transport projects. A 50:50 arrangement across the AT programme is not an accurate assumption, as some local projects are not eligible for co-funding
- The Auckland Transport Alignment Project (ATAP) is looking at ways to better enable funding of the Auckland Transport programme and we will be providing advice on potential changes to existing Waka Kotahi funding rules
- Auckland Transport are leading the Auckland Rapid Transit Plan and are wanting to take a lead role in advice in this space. We are keeping a watching brief on this work through the ATAP Steering and Governance Group
- Auckland Transport are supportive of the proposed cross agency programme office for Auckland Rail
- Auckland Transport are supportive of The Congestion Question work and will be want to see momentum on next steps

Funding Assistance Rates (FAR)

Auckland Transport are wanting to discuss the Funding Assistance Rate (FAR) for Auckland. We have been discussing the wider funding challenges for ATAP with you in recent advice.

There is no issue with the FAR for Auckland per se which currently is 51 percent, meaning any eligible Auckland Transport project should attract co-funding from the NLTF of 51 percent.

Auckland Transport's concerns about the FAR relate to two areas. Firstly, they report the FAR rate across their programme and term this 'the effective FAR'. They believe there should be a 50:50 split between the NLTF and Auckland Council contribution. Including zero percent FAR for ineligible projects brings the overall FAR rate down to below 50%.



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We will be making some recommendations on specific projects and recommending a review of funding settings as part of the ATAP 2021-31.

Development of a Rapid Transit Plan for Auckland

The development and expansion of Auckland's Rapid Transit Network (RTN) is a key focus for Auckland Transport (AT), Auckland Council and Waka Kotahi New Zealand Transport Agency (Waka Kotahi).

Around \$8.4 billion has been allocated to developing Auckland's RTN over the next 10 years in the 2018-2028 Auckland Transport Alignment Project (ATAP). This includes funding towards several potential future rapid transit corridors that ATAP indicates are likely to be required within the next 30 years.

The Rapid Transit Plan for Auckland is designed to work at a network/system level to provide direction to agencies involved with the planning and delivery of rapid transit.

The objectives of the Auckland Rapid Transit Plan are:

- Establish appropriate governance relationship and principles between project partners and recommend organisational responsibilities regarding the RTN
- Provide a plan for the development of Auckland's RTN for the next 30 years (to 2050)
- Ensure that the development of rapid transit supports the Auckland Plan 2050
- Establish future demand for rapid transit services and required capacities to meet this
- Provide more detail on the future Rapid Transit Network, expanding upon and confirming ATAP's plans, including required corridors, timing and staging
- Recommend appropriate modes for corridors, including how corridors interact at termini and interchanges
- Provide guidance to individual projects on RTN planning and potential supporting land use changes which could maximise rapid transit investment.

There are three phases to the Rapid Transit Plan with the first deliverable before the end of 2020 being to provide advice into the Auckland Light Rail (ALR) process. Phases two and three include providing advice on the Additional Waitematā Harbour Crossing from a Rapid Transit perspective and producing a publicly available Rapid Transit Plan for Auckland by mid 2021.

Auckland Light Rail

The Ministry worked closely with Auckland Transport in developing our recent advice to you on progressing the City Centre to Māngere (CC2M) Project through a public service delivery approach (OC200890 refers). This advice followed extensive engagement with Auckland Transport across a number of technical areas, including in relation to project scope, funding and finance, and in the consideration of options for a future delivery entity.

Over the past few weeks we have also had regular engagement with Auckland Transport at a leadership level, including providing updates at recent meetings of the ATAP Steering Group and Governance Group, bilateral meetings with senior officials, and a discussion with the Auckland Transport Board.

There are a number of issues along the CC2M corridor that Auckland Transport considers need to be addressed by any rapid transit solution. These include enhancing travel choice and increasing PT patronage, resolving long-term bus capacity issues in the city centre and supporting intensification. Ensuring that the scheme links with future rapid transit corridors in

the CBD (e.g. to the North Shore and North West) also remains a priority for Auckland Transport.

We understand that Auckland Transport supports a new, dedicated, cross-agency Programme Office, guided by a two-stage business case process. Our engagement with Auckland Transport on the concept of a Programme Office has been positive and productive.

Congestion Pricing

The Congestion Question (TCQ) is a joint project between the Ministry of Transport, Waka Kotahi the New Zealand Transport Agency, the Treasury, Auckland Council and Auckland Transport. On Monday 30 November the project released technical papers that consider whether congestion pricing is appropriate for Auckland.

Auckland Transport fully support the work and Shane Ellison and Adrienne Young-Cooper made positive statements in a press release on 1 December. They noted that a high quality public transport network is a prerequisite for the introduction of congestion pricing.

We expect that the Auckland Transport representatives will want to discuss next steps with you. Government and Auckland Council are yet to decide on progressing the work. Moving forward would require more detailed design work, further work on mitigations for those on low incomes, public engagement and legislative change. We also note your interest in a select committee of inquiry.

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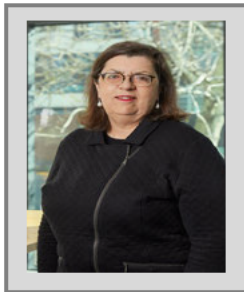
Biographies



Shane Ellison

Shane Ellison is of Ngai Tahu and Te Ati Awa descent. Shane has more than 20 years experience in senior leadership roles across the transport and infrastructure sectors and has been the Chief Executive of Auckland Transport since December 2017.

Previously Shane held a number of senior executive roles in Transdev Australasia, including being the senior executive responsible for the delivery of Transdev's operations across ferry, bus and light rail in New South Wales and Queensland.



Adrienne Young-Cooper, Chair Auckland Transport Board

Adrienne Young-Cooper's past and present governance roles span large infrastructure projects, housing and urban growth and transport.

She has a 40-year long career in town planning and property development. She has been the chair and deputy chair of Housing NZ, chair and director of Homes, Land and Communities (HLC), is the current chair of Panuku Development Limited, and sat on the board of the New Zealand Transport Agency until the end of 2018. She sits on the board of directors of Queenstown Airport, and is a Chair of Cornwall Park Trust.

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Appendix A: ATAP 2021-31 Investment Detail

The ATAP Package		
Investment Area		ATAP 2020 (\$ millions)
Operational Cost (net of Revenue)		9,144
Asset Renewals		4,410
Projects	Rapid Transit	7,213
	Strategic & Local Roads	4,275
	Walking & Cycling & Local Board Initiatives	1,496
	Safety	1,018
	Bus & Ferry	1,312
	Optimisation & Technology	803
	Spatial Priorities	1024
	Planning for the future	265
TOTAL		30,961

Project	Expenditure 2021-2031 (\$ millions)
Committed	
Electric Multiple Unit Trains	5
Eastern Busway: Panmure to Pakuranga Section	8
Rosedale and Constellation Bus Stations (Northern Busway)	59
Earthquake Strengthening Programme	25
Ormiston Town Centre Main Street Link	17
Electronic Signs for Bus Stops	3
Small Improvements to Roads Around New Developments	12
Parking Programme	49
Regulatory Controls Infrastructure	1
Resolution of Encroachments and Legacy Land Purchase Arrangements	17
Medallion Drive Link	12
Matakana Link Road	26
Tamaki Drive and Ngapipi Road Intersection Safety Improvements	7
Airport Access Public Transport Improvements	12
Customer and Corporate Technology Programme	394
Transport Demand Forecasting Models Update	6
Street Lighting Improvements	17
City Rail Link	2,200
State Highway 1 Ara Tūhono Puhoi to Warkworth	830
State Highway 1 Northern Corridor Improvements (Includes Busway Extension)	111
State Highway 1 Southern Corridor Improvements (Manukau-Papakura)	241
State Highway 1 Dome Valley Safety Improvements	30
State Highway 1 Warkworth to Wellsford designation	21
State Highway 16 Brigham Creek-Waimauku Safety Improvements	137
State Highway 20B Kirkbride Road Grade Separation	48
Minor State Highway Improvements	28
Old Mangere Bridge Pedestrian & Cycling Link	13
Supporting Growth Alliance Core Funding	44
Glen Innes to Tamaki cycleway	49
Rail Network Catch-up Renewals	163
Huapai Special Housing Area	18
Eastern Busway: Pakuranga Bus Station, Reeves Road Flyover, Ti Rakau Busway	722
Eastern Busway: Botany Bus Station	150
Tamaki Regeneration	41
Wynyard Quarter Integrated Road Programme	46
Greenfield Transport Infrastructure	202
Wainui Growth Area Improvements	23
Supporting Growth - Investigation for Growth Projects	28
Scott Point Growth Area Improvements	5
Wolverton Culverts (Stormwater repairs in New Lynn)	10
Sub total	5,828
Committed - City Rail Link Day One Programme	

Project	Expenditure 2021-2031 (\$ millions)
CRL Day One - Roadside Projects	7
CRL Day One - New Trains to Maximise Operation	404
CRL Day One - Level Crossing Removal	220
CRL Day One - Traction Feeds and Signalling	70
CRL Day One - Resilience and Asset Maintenance Programme	52
CRL Maintenance Operation and Renewals	9
Sub total	762
Committed - New Zealand Upgrade Programme	
Pukekohe Electrification	371
Wiri to Quay Park	315
Drury West, Drury Central and Paerata rail stations	247
Mill Road Corridor	1,354
Penlink	411
State Highway 1 Papakura to Bombay Hills	423
Northern Pathway Westhaven to Akoranga	360
Sub total	3,481
Committed - City Centre to Mangere and Northwest Rapid Transit	
City Centre to Mangere & Northwest Rapid Transit	1,800
Sub total	1,800
Committed - COVID Response Recovery Fund	
State Highway 16 Interim Bus Improvements - CRRF portion	50
State Highway 16 Interim Bus Improvements - NLTF portion	50
Te Whau Pathway	35
Sub total	135

Total Committed Projects	12,007
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Key Programmes and Projects	
Auckland Transport Renewals	3,951
Auckland Transport Operating Cost	7,570
State Highway Maintenance, Operations & Renewals	1,435
State Highway Renewals	444
KiwiRail Renewals	73
Auckland Transport Strategic Future Planning	41
KiwiRail Strategic Future Planning	52
Waka Kotahi Strategic Future Planning	83
Greenfield Transport Infrastructure - Post Lodgement and Property	64
KiwiRail Property	-
Waka Kotahi Property	89
Safer Networks Programme	193
Safety Programme Business Case	677
School Speed Management	75
Marae and Papakainga Turnouts Safety Programme	13

Project	Expenditure 2021-2031 (\$ millions)
Network Performance	148
Intelligent Transport Systems	59
Intelligent Transport Systems Programme & State Highway Optimisation Programme	122
Connected Communities - Phase 1	628
Urban Cycleways Programme	138
Walking and Cycling Programme - Phase 1	226
Regional Improvement Projects	62
Projects funded by Rodney Targeted Rate	19
Unsealed Road Improvements	40
Environmental Sustainability Infrastructure	20
New footpaths regional programme	49
Lonely Track Road North Slip	1
Minor Walking and Cycling Improvements	6
Noise Wall Upgrade Programme	15
Public Transport Safety, Security and Amenity and Other Capital Improvements	223
Local Board Initiatives	200
Papakura Rail Station Park and Ride	11
Lake Road and Esmonde Road Improvements	52
Meadowbank Kohimarama Connectivity Project	22
Matiatia (Waiheke Island) Park and Ride	28
Integrated Ticketing (HOP Card) - Improvements, Replacement and National System	184
City Centre Bus Improvements	124

Total Key Programmes and Projects	17,135
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Additional Projects	
Smales Road and Allens Road - Widening and Intersection Upgrade	18
Glenvar Road and East Coast Road Intersection and Corridor Improvements	63
Lincoln Road Corridor Improvements	113
Sylvia Park Bus Improvements	21
Albert and Vincent Street Bus Priority Improvements	8
State Highway 18 Squadron Drive Interchange Upgrade	68
Park and Ride Programme	51
Increased Freight Allocation in Network Performance	30
City Centre Masterplan Access For Everyone (A4E) Supporting Works	30
Accessibility Improvement Project	55
Downtown Bus Improvements (Quay Park, Customs St and Wynyard Quarter)	220
Northern Busway Enhancements	62
Airport to Botany Interim Bus Improvements	29
Neighbourhood Interchanges	7
Rosedale Road Corridor	9
Supporting Electric Vehicles	34
Walking and Cycling Programme - Phase 2	80

Project	Expenditure 2021-2031 (\$ millions)
Minor Cycling and Micromobility (including pop up cycleways)	30
Additional Operating Expenditure Increment - Specific New Bus Services	100
Core Operational Capital Programme	10
Rail Corridor Progressive Fencing and Security	20
Airport to Botany Route Protection	47
Warkworth Route Protection	7
Level Crossing Grade Separation*	100
Northwest Growth Area*	186
Auckland Housing Programme*	180
Drury & Paerata Growth Area*	243
Total Projects and Programmes	1,819
Total	30,961

*Funding these projects will require changes to funding rules.

Appendix B – List of ATAP 2021-31 Stakeholders

ATAP Stakeholders
Heart of the City
Auckland Business Forum
Auckland Chamber of Commerce
Generation Zero
Greater Auckland
Infrastructure New Zealand
IMSB
New Zealand Automobile Association
Ports of Auckland
Auckland Airport
Bike Auckland
National Road Carriers
Auckland Regional Public Health Service
Sustainable Business Council
New Zealand Property Council – Auckland Branch
University of Auckland
Business North Harbour Association
Walk Auckland
Greater Auckland
Campaign for Better Transport

