

CONFIDENTIAL

State Highway 16/18 Connections & Northside Drive East

Recommendations

That the Board:

- i. Note that the New Zealand Transport Agency (NZTA) endorsed the recommended option identified in the State Highway (SH) 16/18 Single Stage Business Case (SSBC) at their October 2019 Board meeting
- ii. Note that the next stage will be progressing Notice(s) of Requirement (NoR) alongside other projects in the area (which could include but is not limited to the Supporting Growth Alliance/Te Tupu Ngātahi (SGA))
- iii. Note that the recommended option in the SSBC includes the connecting and widening to four lanes (instead of two lanes as designated) of Northside Drive East (NDE)
- iv. Note that decisions regarding the ultimate funding split between Auckland Transport (AT) and the Transport Agency for the 4-lane NDE upgrade are not specified in the SSBC and that a Framework Agreement will be required to determine this at the next stage of the project.

Executive summary

1. In 2013 AT lodged a NoR for the designation of NDE to a two-lane standard. This NoR was subsequently confirmed, and Designation 1473 is now contained in the Auckland Unitary Plan (Operative in Part) 2016 for 'Roading purposes'.
2. In 2015 Auckland Council (AC), AT and NZTA collaborated on the Transport for Future Urban Growth Programme Business Case that identified the transport networks required to accommodate the forecast level of growth in the North West, North and Southern Future Urban Zones. The SH16/18 Connections project and the NDE project were part of this strategic network that required further investigation.
3. In March 2018, AT and NZTA decided that NDE should be included in the SSBC being prepared for the SH16/18 Connections project to ensure co-ordination and account for inter-relationships between the projects in enabling the growth and access to the State Highway in the North West.
4. The recommended option contained in the SSBC includes the four-laning of NDE which is a change from the two lane designation. This recommendation was endorsed by the Transport Agency Board in October 2019.

CONFIDENTIAL

5. The SSBC assumes that the funding for NDE will be split between AT and NZTA. It recommends that a Framework Agreement be established to determine the parameters of this funding split. It assumes that AT will pay for local roads and public transport infrastructure, and the Transport Agency will pay for motorway infrastructure.

Previous deliberations

6. The AT and NZTA Boards have reviewed and approved a number of stages of the programme as follows:
 - a. October 2016 AT Board support for the Transport for Future Urban Growth Programme Business Case and Preferred Networks
 - b. February 2019 AT Board support for the Supporting Growth Northwest Indicative Business Case (which was silent on the assumed width of the road).

Background

7. In 2013 AT lodged a NoR for the designation of NDE to a two-lane standard. Designation 1473 is now contained in the Auckland Unitary Plan (Operative in Part) 2016 for 'Roading purposes'.
8. NDE is included in the Regional Land Transport Plan with a cost of \$47.6 million (based upon the designated two-lane road) but is in the unfunded section.
9. In March 2018, AT and the Transport Agency decided that NDE should be included in the SSBC being prepared for the SH16/18 Connections project. This was to ensure co-ordination between the projects and ensure inter-relationships between the two were appropriately identified. This SSBC was then progressed by the Transport Agency. The table in **Attachment 1** shows how the investment objectives for SH16/18 Connections compare to the Supporting Growth Programme objectives.
10. A range of options for NDE were tested in the assessment contained in the SSBC. It was determined that a four-lane option was the highest performing against the investment criteria and as such was the recommended option. The modelled traffic demand and performance of the NDE and SH16/SH18 projects resulted in four lanes being preferred over two lanes or six lanes for NDE.
11. The recommended option includes:
 - i. A new direct connection between SH16 and SH18
 - ii. South-facing ramps at SH16 Northside Drive
 - iii. Upgraded interchanges at both SH16 and SH18 ends of Brigham Creek Road
 - iv. West-facing ramps at SH18 Squadron Drive
 - v. Shared walking and cycling paths between Squadron Drive and Fred Taylor Drive

CONFIDENTIAL

12. The SSBC states that the widened four-lane NDE corridor supports future demands on this east-west connection, as well as supporting the future multi-modal function of the corridor to a greater extent than the currently designated two-lane corridor. It also states that the need to widen NDE relates to a combination of works involved with SH16/18 Connections, Northside Drive south-facing ramps, services, potential bus links and walking and cycling infrastructure, which ultimately all add pressure to NDE.
13. The SSBC anticipates that NDE will be constructed at the same time as the SH16/18 Connections and the south-facing ramps. It anticipates this will occur in the second decade (2028-2037).
14. The recommended option contained in the SSBC (including a four-laned NDE) was endorsed by the Transport Agency Board in October 2019.

Issues and options

Funding for NDE

15. The SSBC estimates that the property cost for the additional property on NDE (above that needed for two lanes) would be \$9.6 million (P50) and that construction cost would be \$27.7 million (P50 undiscounted)
16. The SSBC states that the funding assumes a “normal” inter-agency split –i.e. NZTA would be responsible for the state highway and shared path, with AT responsible for local road works and public transport infrastructure, with the usual Funding Assistance Rates (FAR) from NZTA
17. The SSBC recommends that cost-sharing between AT and the Transport Agency be established via a Framework Agreement which sets out the split of project delivery, operations and maintenance costs between the two organisations
18. The SSBC further assumes that NZTA will deliver all stages of the SH16/18 project (including NDE) with funding to be ‘as agreed by the project partners’
19. The endorsement by the Transport Agency Board does not include any commentary on funding splits. It will be important for AT to determine where the additional cost, over and above the two-laning option for NDE, lies. This can be determined via a Framework Agreement to be developed in the future. It is possible that AT costs could be set as only relating to design, consenting, construction and property costs for the original two-lane option.

SGA Delivery of NDE Route Protection

20. The NZTA Board identified that the next stage would be progressing Notice(s) of requirement(NoR) and that this should be done alongside other projects in the area (which could include but is not limited to SGA). This leaves the questions of if, when and in what manner SGA could take the route protection work forward open. It is considered sensible to route protect NDE at the same time as the wider SH16/18 Connections project as they can then rely on each other’s benefits.



CONFIDENTIAL

Next steps

21. Confirm if SGA is to prepare NoR documentation as this would be a variation to the recently signed Programme Alliance Agreement.
22. Preparation of NoR documentation for the recommended option (including NDE) at the same time as other northwest network elements (which could be the SGA elements). These costs are to be met by NZTA
23. A Framework Agreement, specifying the funding split for NDE, to be entered into by AT and NZTA. This would need to cover the implications for AT in terms of costs related to design, consenting, construction and property.

Attachment Number	Description
1	Comparison of Business Case Objectives
2	Transport for Future Urban Growth Network
3	Recommended Option – Northside Drive East 2046

Document ownership

Submitted by	Chris Morgan Group Manager: Strategic Projects	
Recommended by	Jenny Chetwynd Executive General Manager Planning & Investment	
Approved for submission	Shane Ellison Chief Executive	

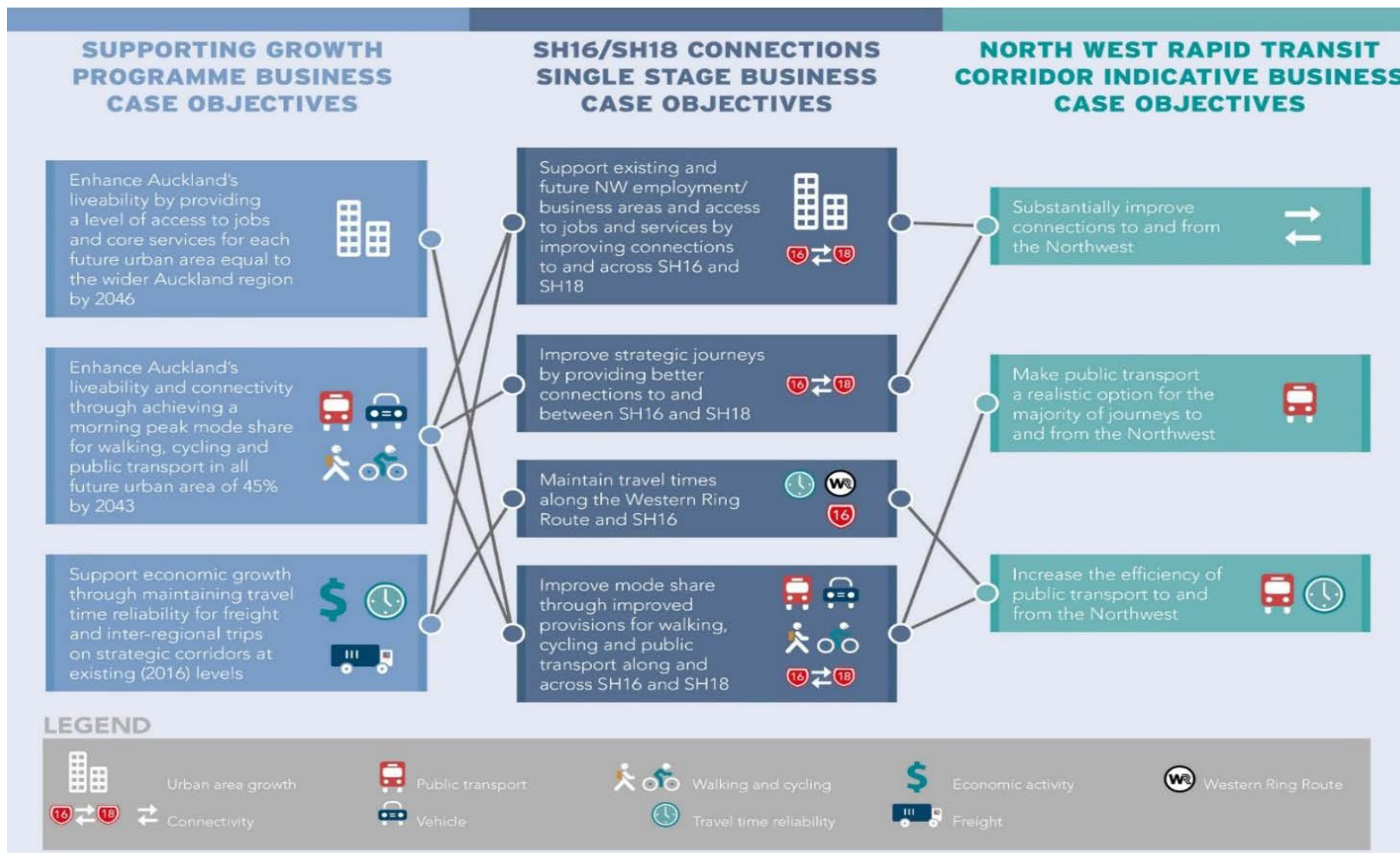
CONFIDENTIAL

Glossary

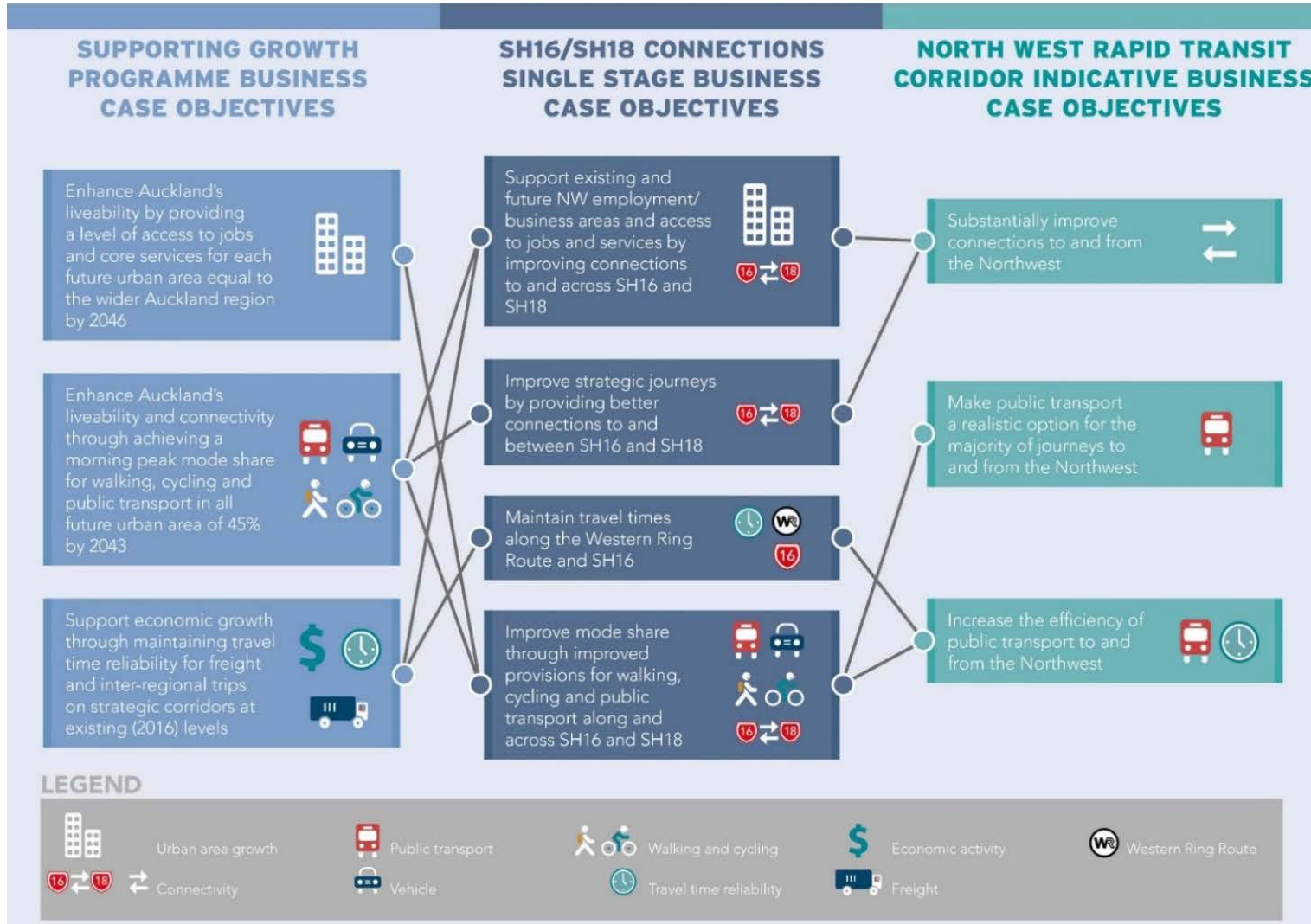
Acronym	Description
NZTA	New Zealand Transport Agency
SSBC	Single Stage Business Case
SGA	Supporting Growth Alliance
NDE	Northside Drive East
AT	Auckland Transport
AC	Auckland Council
FAR	Funding Assistance Rate

CONFIDENTIAL

Attachment 1: Comparison of Business Case Objectives

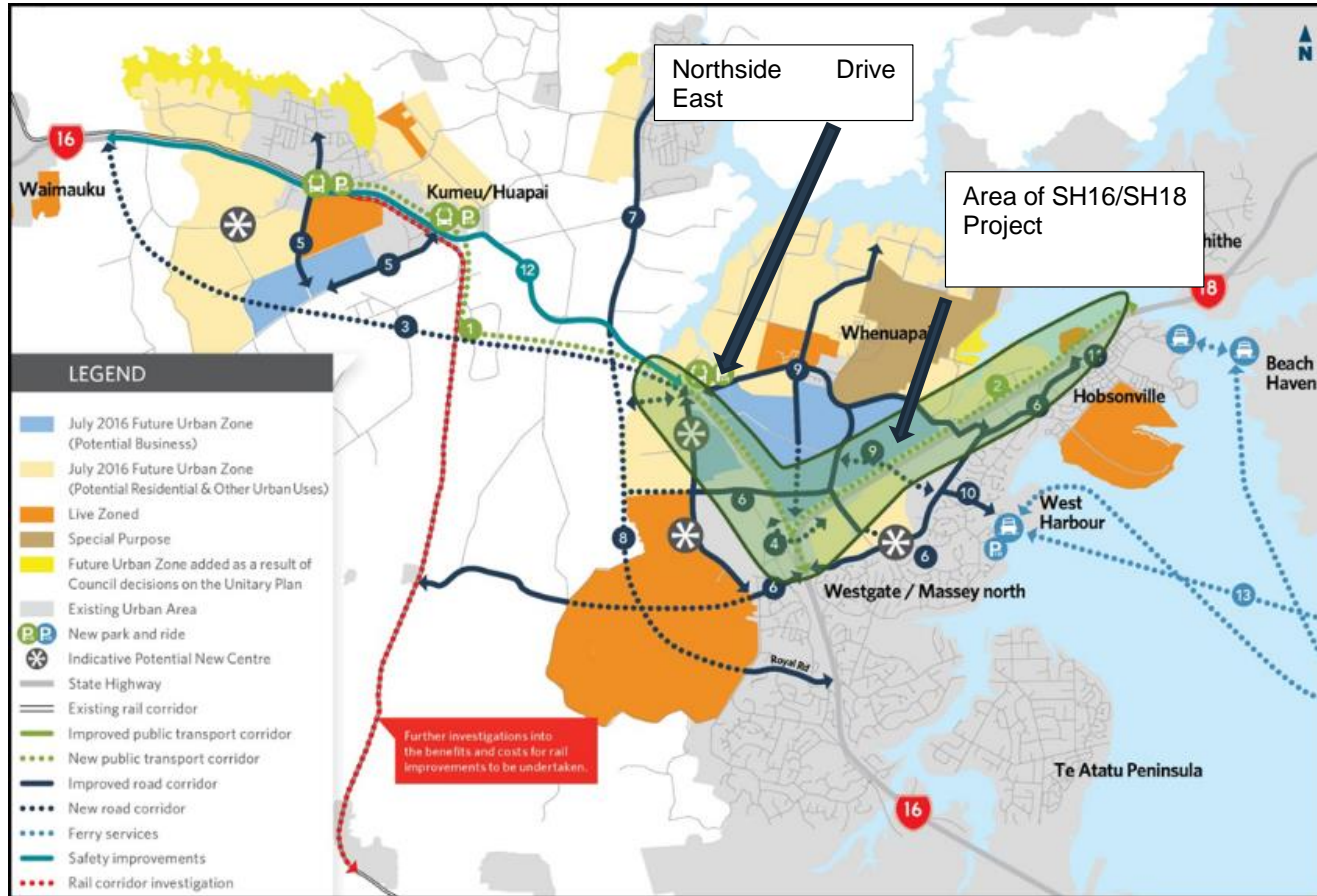


CONFIDENTIAL



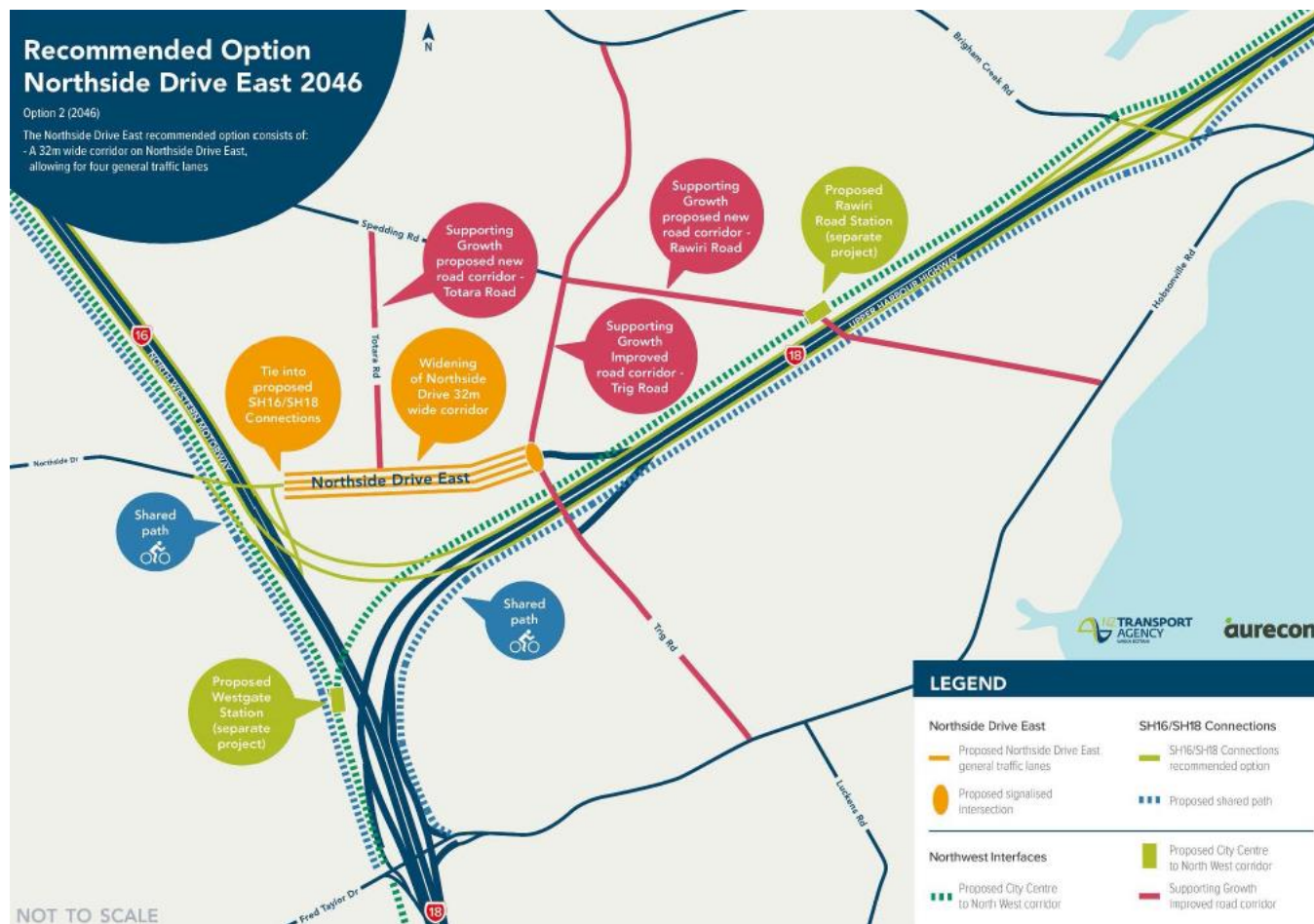
CONFIDENTIAL

Attachment 2: Transport for Future Urban Growth Network
(Area of SH16/SH18 project shaded)



CONFIDENTIAL

Attachment 3: Recommended Option – Northside Drive East 2046



CONFIDENTIAL

Quarterly Property and Facilitation Portfolio Update – Q1 July – September 2019

Recommendation(s):

That the Board:

- i. Receives the report and notes the property acquisition update.
- ii. Notes the total book value of two properties approved by the Board for transfer to Auckland Council (AC) in August 2018 has increased from \$29,397,500 to \$46,602,214.32 as at 30 June 2019. The properties are:
 - a. 32-42 Wellesley Street West, Auckland Central; and
 - b. 4-10 Mayoral Drive, Auckland Central.
- iii. Notes that this report will be provided in future to the Finance, Capital and Risk Committee rather than the full Board as part of the Capital Programme Update.

Executive summary

1. In Financial Year 2019/2020 the forecast land acquisition programme is seventy-eight (78) properties at a spend of \$61 million. In Q1, 20 properties were acquired at a value of \$8.25 million.
2. The Facilitation Portfolio (rental from property awaiting disposal or use on Auckland Transport (AT) transport projects) FY20 September YTD actual net revenue was \$1.7m (excluding rates) against a budgeted net revenue of \$1.68m (excluding rates).
3. Two properties approved by the Board for transfer to AC have a significantly increased book value from that recorded in the earlier board paper.

Previous deliberations

4. The Finance, Capital and Risk Committee has received quarterly updates in respect of acquisitions and the facilitation portfolio.

CONFIDENTIAL

5. The Board previously approved the transfer of 32-42 Wellesley Street West and 4-10 Mayoral Drive at the 21 August 2018 Board meeting at a Book value of \$29,397,500.

Strategic context

6. The property acquisition programme supports AT's capital programme ensuring delivery of the Regional Land Transport Plan (RLTP). Good management of the assets held for transport projects (the 'Facilitation Portfolio') provides value for money and an alternative revenue source to AT while ensuring appropriate use is made of the assets until the land is required.

Background

7. The FY20 land acquisition programme includes the following acquisitions:

FY20 Acquisition Programme	No of Properties	\$ Spend (m)
AMETI-EB	20	8
Supporting Growth	5	13.5
Lincoln Road	4	2
Matakana Link Road	3	5
Medallion Drive	1	5
Mahuru Street	1	3.5
Fanshawe Street	1	7
Gulf Harbour	1	4
Westgate	1	3.3
Penlink	2	3.1

CONFIDENTIAL

FY20 Acquisition Programme	No of Properties	\$ Spend (m)
Designation/ Encroachments	11	4
Other	28	2.6
Total	78	61

8. The 'other' acquisitions include licences to occupy to enable the Walking and Cycling and Safety Programmes and to enable temporary occupation to facilitate physical construction works.
9. In Q1, the AT Property Acquisition Team acquired 20 properties at a value of \$8.25m against a forecast of 23 properties and \$10m.
10. The Q1 purchases are summarised in the table below:

Q1 Summary	Properties Purchased	\$ Spent (m)
Eastern Busway	5	1.404
Designations and Encroachment	3	0.189
Supporting Growth	3	6.430
Wolverton Road Emergency Works	4	0.057
Pukekohe Rail/Bus Interchange	2	0.077
Other	3	0.093
Total	20	8.25

11. Separately, in connection with the FY2020/21 year, the Supporting Growth Alliance (SGA) has confirmed the Red Hills Acquisition programme (to be funded from the HIF funding) including the Trig Road land acquisition programme of 46 properties at a spend of \$26m which was forecasted for FY2020/2021. The SGA is planning to lodge a Notice of Requirement and resource consents in Q3 FY2019/20 and the Acquisition Team will be bringing forward acquisitions where possible into FY2019/20.

CONFIDENTIAL

Public Works Act 1981 (PWA) Notices to Owners

12. One s18 PWA Notice has been issued for the Matakana Link Road project with two further notices being prepared to serve on owners in October/November 2019.
13. A s18 PWA Notice for 155-167 Fanshawe Street (Mansons) will be served in October/November 2019.
14. A s18 PWA Notice is being considered to advance the acquisition as Highgate (Mildale) and if served, will be in November 2019.
15. The Land Valuation Tribunal decision for the Westgate (Midgley) acquisition has been received and compensation for the road element determined at \$2.3m. This compares favourably to the owners claim of \$7.0m. Interests and costs have been reserved and will be an addition to the compensation determination.

Facilitation Portfolio Performance FY2019/2020 and Transfer of Assets

16. The FY19/20 September YTD actual net revenue was \$1.7m (excluding rates) against a budgeted net revenue of \$1.68m (excluding rates).
17. 32-42 Wellesley Street West and 4-10 Mayoral Drive were approved for transfer to Auckland Council in August 2018 at a book value of \$29,397,500. It is noted due to the significance of the increase in the transfer value to \$46,602,214.32 from that recorded in the August 2018 Board resolutions.

External Consultation/Engagement



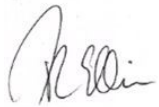
18. There is ongoing engagement with land owners, the community and Local Boards as part of the property acquisition programme.

Next steps

19. In future, this Quarterly report be included in the Capital Programme Update provided to the Finance, Capital and Risk Committee.

Document Ownership

CONFIDENTIAL

Submitted by	Jane Small Group Manager Property and Planning	
Recommended by	Mark Lambert Executive General Manager Integrated Networks	
Approved for submission	Shane Ellison Chief Executive Officer	

Glossary

Acronym	Description
AC	Auckland Council
AT	Auckland Transport
AMETI-EB	Auckland Manukau Eastern Transport Initiative – Eastern Busway
FY	Financial Year
PWA	Public Works Act
Q1	Quarter 1
RLTP	Regional Land Transport Plan
SGA	Supporting Growth Alliance

CONFIDENTIAL

Auckland Accelerated Mode Shift Plan ('Better Travel Choices')

Recommendation

That the Board:

- i. **notes** the final Better Travel Choices accelerated mode shift plan developed by Auckland Transport Alignment Project (ATAP) partners.

Executive summary

1. 'Better Travel Choices' (previously known as the Accelerated Mode Shift Plan) was developed in early 2019 at the request of the Minister of Transport, to identify short term options to increase the pace of mode shift before larger projects are completed later in the decade. The work was led by the New Zealand Transport Agency, to align with a national mode shift plan called Keeping Cities Moving. The Plan outlines a number of actions for agencies to undertake, such as improved public transport services, better integration with land use and more support for active transport modes (see Appendix 1).
2. You will recall that Dr Lester Levy and Wayne Donnelly attended a session in April 2019 to discuss the draft Plan with the Minister, Associate Minister and Councillors.
3. No additional funding was provided by the New Zealand Transport Agency or Auckland Council to assist with achieving the Plan.
4. Most of the actions outlined in the Plan are already underway in some form and are achieving success - as demonstrated by ongoing growth in public transport and active transport usage. Nevertheless, realising the full aspiration of the Plan would require additional funding or significant re-prioritisation of the Regional Land Transport Plan, likely impacting on projects currently allocated to address Auckland's growth.
5. We see some risk that the planned public release of this Plan will raise public and stakeholder expectations for delivery beyond current levels.
6. To mitigate this risk, we propose to:
 - where possible, manage stakeholder expectations around the more ambitious elements of the Plan
 - continue to emphasise the successes we are already achieving
 - seek opportunities to enhance mode shift during the next Regional Land Transport Plan.

CONFIDENTIAL

Previous deliberations

7. The Auckland Accelerated Mode Shift Plan has previously been considered by the Customer and Innovation Committee (CIC) on 18 June 2019. Feedback was sought from the CIC on short-term options, considered by the ATAP Governance Group, for provision to the Minister of Transport in June 2019.

Background and strategic context

8. Auckland has agreed plans, the Regional Land Transport Plan (RLTP) and the Auckland Transport Alignment Project (ATAP). These plans deliver transport services and infrastructure which meet Auckland's needs and also result in mode shift away from private motor vehicle use.
9. The plans have demonstrated significant success already, as evidenced by the significant growth in public and active transport usage in Auckland over the past few years.
10. On 1 and 14 February 2019 the Minister of Transport, Mayor of Auckland, and Chair of AT, exchanged letters relating to the development of a plan to accelerate mode shift.
11. Better Travel Choices is the plan which emerged from the cross-agency discussions. This Plan forms part of an overall national mode shift plan that the New Zealand Transport Agency developed in 2019 (now known as 'Keeping Cities Moving').
12. The Plan (Attachment 1) is based on three 'levers' of activity. Under each lever is a series of key Focus Areas for action over the next five years.

Levers	Focus Areas
Shaping urban form	<ul style="list-style-type: none"> • Enable, support and encourage housing and business growth in areas with better travel options. • Locate significant public facilities near high quality public transport. • Ensure the layout and design of new urban areas supports the use of public transport, walking and cycling. • Improve the safety and attractiveness of streets for walking and cycling.
Making shared and active modes more attractive	<ul style="list-style-type: none"> • Expand, improve and optimise public transport services. • Invest in infrastructure and network optimisation to make public transport more efficient and attractive. • Accelerate implementation of major rapid transit, bus and cycle lane programmes.
Influencing travel demand and transport choices	<ul style="list-style-type: none"> • Make it safe, easy and intuitive for people to change the way they travel. • Combine policy, service and infrastructure initiatives in target areas to maximise mode shift. • Ensure financial incentives and disincentives support mode shift.

CONFIDENTIAL

13. The Plan identifies 28 Priorities, most of which are Auckland Transport's responsibility.
14. While aspects of many of these focus areas are underway, there is the option to explore their expansion in line with the ambitions of Better Travel Choices through the next round of funding via the Regional Land Transport Plan.
15. Auckland Council is also considering actions identified in the Plan in line with the draft Auckland Climate Action Framework, which will feed into the council's next ten-year budget.

External consultation/engagement

16. The Plan was considered by the Minister of Transport, Mayor of Auckland, Auckland Councillors and ATAP partners, including the AT Board Chair and Deputy Chair, at a cross-agency workshop on 12 April 2019. The purpose of this workshop was for key decision makers to provide guidance on development of the draft mode shift plan.

Issues and options

17. Central Government plans to release the Plan publicly, which could raise expectations of additional delivery beyond the current RLTP and ATAP plans. As funding plans for 2018-21 have already been finalised and are constrained, it will be difficult to accelerate any new investments in the next 18 months. The Minister and ATAP partners have also provided strong direction that there is unlikely to be any additional funding beyond the RLTP. Therefore, the finalised plan will be given effect to through existing budgeting and planning processes.

Next steps



18. Auckland Council's Planning Committee Chair will be informing committee members of the Plan via a memo in the coming weeks.
19. The Minister of Transport is planning a public launch of the national mode shift plan, however the timing of this launch is to be confirmed.
20. Innovative communications approaches are also being considered as part of the Plan to build public support for mode shift.

CONFIDENTIAL

Attachment

Attachment Number	Description
1	Better Travel Choices – the Auckland Accelerated Mode Shift Plan

Document ownership

Submitted by	Andrew McGill Head of Integrated Network Planning	
Recommended by	Jenny Chetwynd Executive General Manager Planning & Investment	
Approved for submission	Shane Ellison Chief Executive	

Glossary

Acronym	Description
ATAP	Auckland Transport Alignment Project
RLTP	Regional Land Transport Plan
CIC	Customer and Innovation Committee

Attachment 1



Better Travel Choices

Creating a more accessible, healthy, safe and sustainable Auckland by reducing our reliance on private vehicles



Table of Contents

1. Context
 - a. The importance of mode shift
 - b. Current situation
 - c. Current plans
2. Developing the plan
 - a. Strategic direction
 - b. Identifying priority areas
 - c. Timing and sequencing
3. The plan
 - a. Summary
 - b. Shaping urban form
 - c. Making shared and active modes more attractive
 - d. Influencing travel demand and transport choices
4. Implementation
 - a. Funding
 - b. Building community support
 - c. Monitoring and measuring progress

Appendix 1 – Status and responsibility for priorities

SUMMARY

- a) To support growth and improve access to social and economic opportunities, Auckland needs a transport system that provides genuine choice and enables “mode shift” from private vehicles to walking, cycling¹ and public transport².
- b) A combination of investment in better infrastructure and major service improvements has contributed to public transport boardings in Auckland doubling over the past 15 years and continuing to grow rapidly. Cycling levels are also increasing quickly where safe cycleways are provided. However, in recent years private vehicle travel has also grown, reflecting sustained population and economic growth. This means overall mode shift has been relatively modest.
- c) Through the Auckland Transport Alignment Project (ATAP), Auckland has an ambitious transport plan that will deliver significant mode shift over the next decade. This mode shift to public transport, walking and cycling is critical to ensuring population growth of 300,000 people over the next decade does not translate into more congestion, reduced accessibility and a poorer quality city.
- d) The ATAP partners have worked collaboratively to develop a mode shift plan (known as Better Travel Choices) that will help support mode shift over the next five years, incorporating and building on substantial transport planning work that has occurred in Auckland over recent years. As funding plans for 2018-21 have already been finalised and are constrained, it will be difficult to accelerate any new investments in this period. Funding challenges are particularly severe for public transport services, as boardings are increasing faster than expected. This is leading to capacity constraints and overcrowding, which will require extra operational funding to address that is over and above what was allocated in ATAP and the Regional Land Transport Plan (RLTP).
- e) Better Travel Choices is summarised below. Further details are outlined in section 3 of this document and a consolidated list of priorities is included as appendix 1. The priorities outlined in this plan are subject to funding.

Shaping a supportive urban form	Making shared and active modes more attractive	Influencing travel demand and transport choices
<ul style="list-style-type: none"> • Enable, support and encourage housing and business growth in areas with better travel options. • Locate significant public facilities near high quality public transport. • Ensure the layout and design of new urban areas supports the use of public transport, walking and cycling. • Improve the safety and attractiveness of streets for walking and cycling. 	<ul style="list-style-type: none"> • Expand, improve and optimise public transport services. • Invest in infrastructure and network optimisation to make public transport more efficient and attractive. • Accelerate implementation of major rapid transit, bus and cycle lane programmes. 	<ul style="list-style-type: none"> • Make it safe, easy and intuitive for people to change the way they travel. • Combine policy, service and infrastructure initiatives in target areas to maximise mode shift. • Ensure financial incentives and disincentives support mode shift.

- f) Successfully implementing Better Travel Choices relies on strong public support. To help build public understanding and support for these initiatives, it will be critical for the ATAP agencies to develop joint communications and engagement approaches.
- g) Monitoring progress towards delivering Better Travel Choices is critical to its success and will be done as part of broader ATAP implementation work. Every six months the Minister of Transport and the Mayor of Auckland will receive a progress update, which covers key milestones in delivering this plan as well as tracking key measures that relate to mode shift.

¹ Throughout this report ‘cycling’ is used for brevity, but this refers to an increasingly wide variety of medium-speed, people-sized vehicles like e-scooters.

² References to public transport in this plan include emerging ‘on demand’ shared mobility services.

CONTEXT

1.1. The importance of mode shift

Over the past four years, the Government and Auckland Council have developed an agreed strategic direction for transport in Auckland. This direction is articulated not only in the joint Auckland Transport Alignment Project reports, but also in statutory transport plans that include the Government Policy Statement on Land Transport, the Auckland Plan 2050, the Regional Land Transport Plan, the National Land Transport Programme, Auckland Council's 10 Year Budget and the Regional Public Transport Plan.

All these plans clearly spell out the importance of reducing Auckland's reliance on private vehicles if the following outcomes are to be achieved:³

- Easily connecting people, goods and services to where they need to go
- Providing high quality and affordable travel choices for people of all ages and abilities
- Seeking to eliminate harm to people and the environment
- Supporting and shaping Auckland's growth
- Creating a prosperous, vibrant and inclusive city.

Auckland's motorway network is now largely complete and there are few cost-effective options to add significant roading capacity within the Auckland urban area. Furthermore, numerous studies show that adding road capacity tends to simply induce more vehicle travel, largely negating congestion relief benefits over time.⁴

Yet Auckland continues to grow rapidly, with the population now surpassing 1.7 million and forecast to reach 2 million within the next decade. This combination of rapid population growth and few opportunities to effectively add road capacity within existing urban areas makes it critical to increase the share of travel by public transport, walking and cycling.

If population growth simply translates into increased vehicle travel, then the result will be more congestion, poorer access to opportunities, higher emissions, a less healthy and safe population, and overall a poorer quality city for residents, businesses and visitors.

1.2. Current situation

A legacy of under-investment in public transport, walking and cycling infrastructure throughout the second half of the 20th century – and related dispersed land-use patterns – meant that Auckland became (and to a large extent remains) heavily dependent on private vehicles for its transport needs.

- The 2013 census recorded around 14% of all journeys to work being by public transport, walking or cycling.
- Transport modelling outputs, calibrated to observed 2016 information, estimates around a quarter of morning peak trips (for all purposes, not just to work) are currently made by these modes.

³ ATAP 2018, page 7

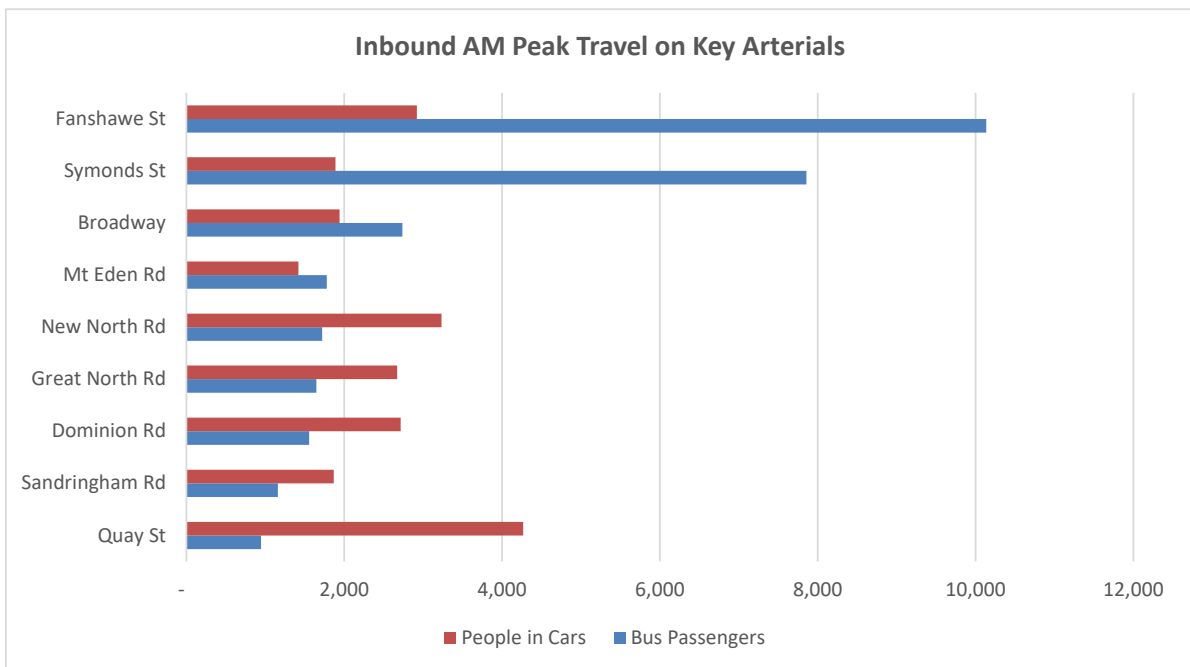
⁴ Gilles Duranton and Matthew A. Turner (2011), "The Fundamental Law of Highway Congestion: Evidence from the US," American Economic Review; at www.nber.org/papers/w15376 and www.economics.utoronto.ca/public/workingPapers/tecipa370.pdf

Auckland has a lower share of journeys to work undertaken public transport, walking or cycling than Wellington or Christchurch and is broadly similar to Hamilton.

However, this regionwide data underplays the importance of public transport, walking and cycling in meeting Auckland’s transport needs in critical locations where networks are placed under the greatest pressure, such as longer trips at peak times to major employment centres. Furthermore, over the past decade Auckland has made great strides towards being less dependent on private vehicles.

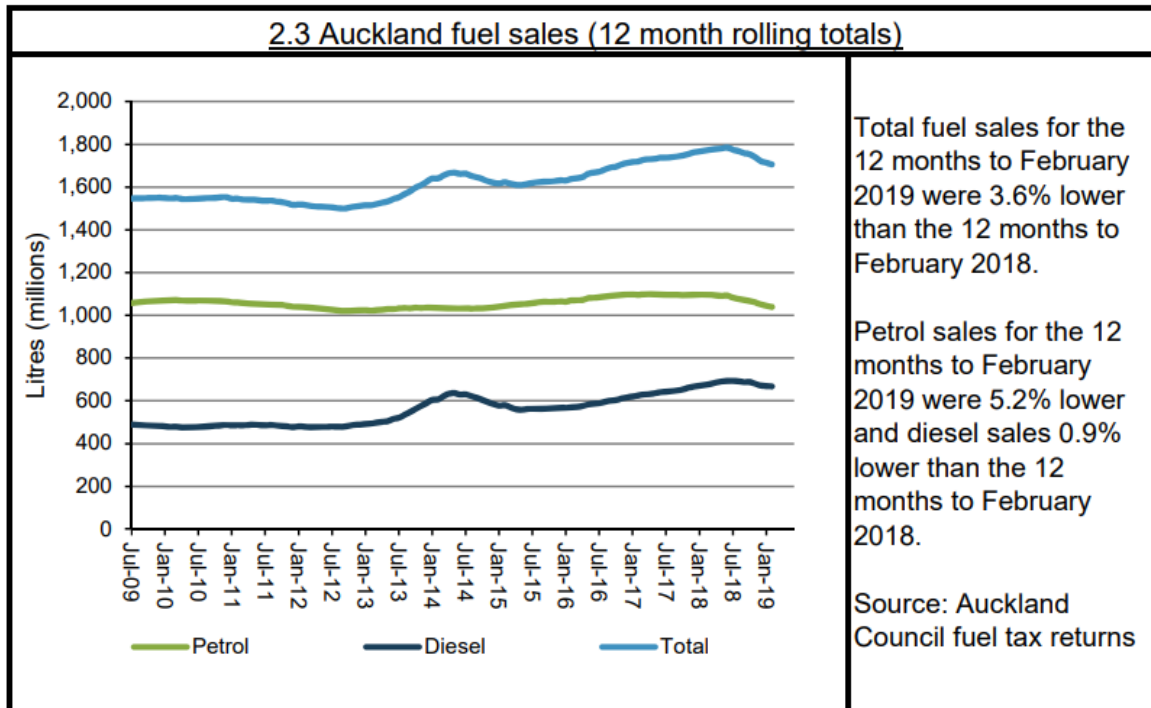
Indicators of this progress include:

- Rail electrification, station improvements and a new train fleet has nearly tripled annual train boardings from 7.4 million to nearly 21 million over the past decade.
- New cycleways, especially when connecting into and expanding existing networks, have contributed to over 8% annual growth in cycling levels in recent years.
- HOP Card, integrated fares, the new public transport network and rail/busway improvements have all contributed to overall public transport boardings increasing from 55 million to 100 million over the past decade.
- Since 2016 more trips into Auckland’s city centre at peak times have been made by public transport, walking and cycling than by private vehicle.
- Over the past five years 82% of New Zealand’s total growth in public transport use has occurred in Auckland.
- At peak times on key routes, very large numbers of people are carried by buses, maximising the throughput of these critical routes in accessing New Zealand’s largest employment centre. This is shown in the graph below⁵:



⁵ Data from the Auckland Regional Public Transport Plan.

Many parts of Auckland remain highly dependent on private vehicles and traffic volumes have generally grown in recent years – although a recent dip in fuel sales in Auckland suggests this trend may be changing:⁶



Other key travel trends informing the development of this plan include:

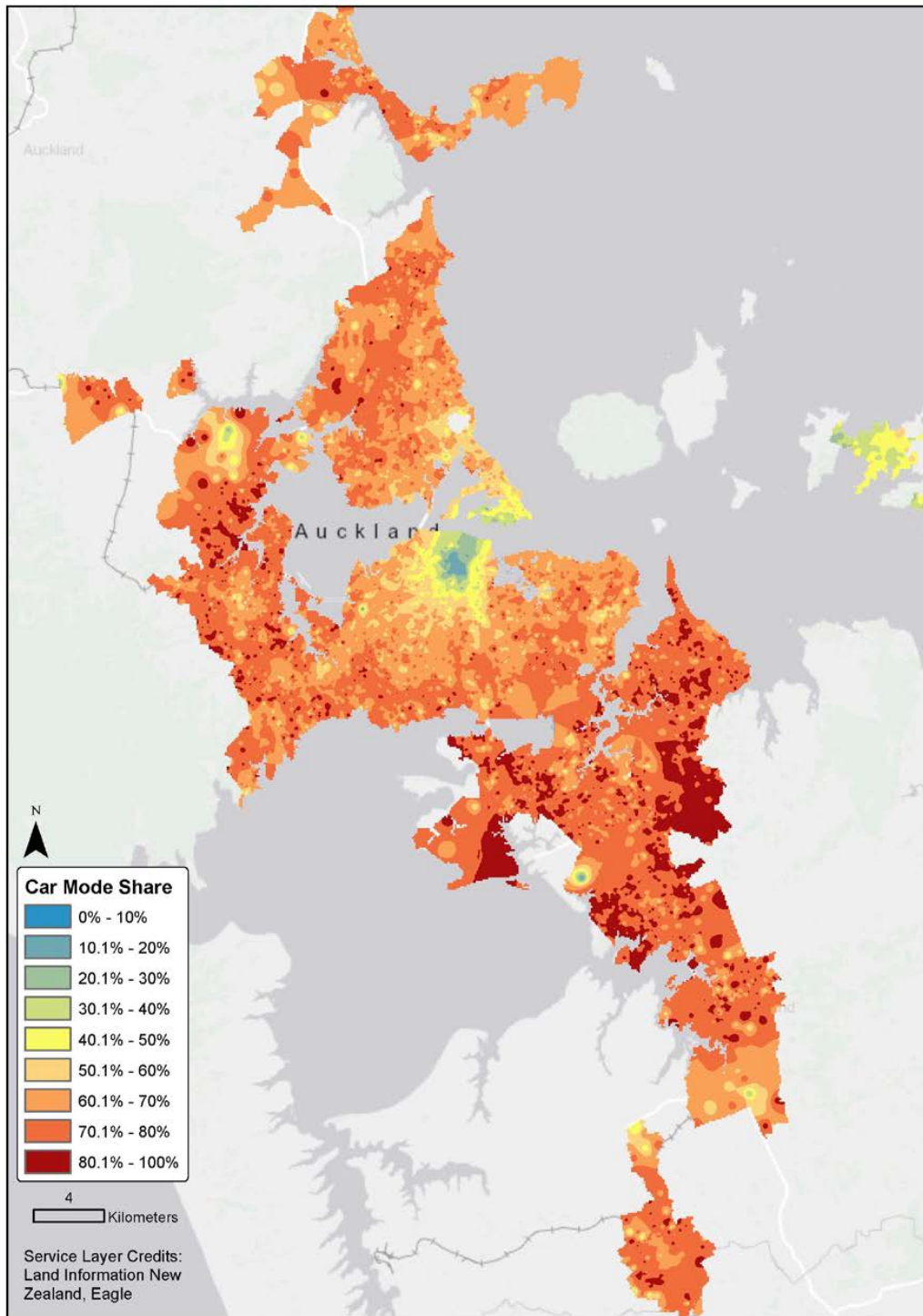
- A long-term decline in the proportion of children walking to school, from 42% to 29% between 1990 and 2014.⁷
- Short trips suitable to walking and cycling tend to cluster around the city centre and other major employment centres. There are also significant clusters in a few locations in west Auckland, predominantly due to numerous schools being near each other in key locations.
- Average journey length varies considerably across Auckland, with trips tending to get longer as the point of origin moves away from the city centre.⁸
- Relatively fewer employment opportunities in the west translate into longer average trip-lengths in this part of the city, while large employment centres in the Penrose-East Tamaki-Airport-Wiri area means that average journeys in the ‘upper south’ part of Auckland are shorter than might be expected, given their distance from the city centre.

⁶ Source: <https://at.govt.nz/media/1979977/attachment-1-agenda-item-112-open-9-may-2019-auckland-transport-quarterly-indicators-report-march-2019.pdf>

⁷ Ministry of Transport ‘25 Years of New Zealand Travel: 1989-2014’ <https://www.transport.govt.nz/assets/Uploads/Research/Documents/393c3d5a9d/25yrs-of-how-NZers-Travel.pdf>.

⁸ Based on 2013 census data.

Overall, outer urban areas (especially in the northwest and southeast) are most dependent on private vehicles for their journeys to work:⁹

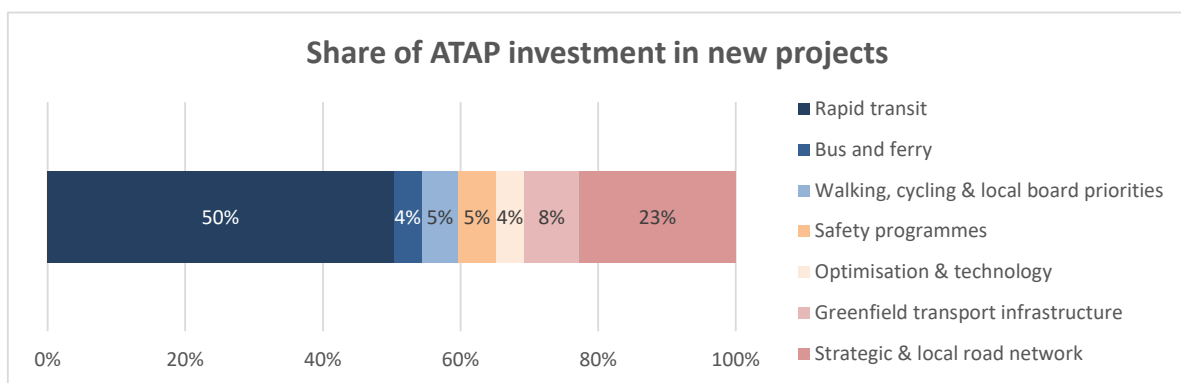


⁹ Based on 2013 census data.

1.3. Current Plans

In April 2018 an update to the Auckland Transport Alignment Project (ATAP 2018) was launched. This work outlined a 10-year transport plan for Auckland that was agreed by the Government and Auckland Council. ATAP 2018 guided key statutory transport plans that were subsequently completed in the following months (the Auckland Regional Land Transport Plan, the National Land Transport Programme and Auckland Council's 10 Year Budget) and was aligned strongly with the Government Policy Statement on Land Transport 2018-2027 (GPS 2018). Implementation of the Auckland Regional Fuel Tax was essential in providing and unlocking funding for the ATAP programme.

ATAP 2018 details a programme of investments that will make a step-change improvement to public transport, walking and cycling in Auckland, including \$8.4 billion for rapid transit (heavy rail, busways and light-rail), \$700 million of bus and ferry investment, and over \$600 million of walking and cycling investment.



Overall, around 60% of ATAP's investment in new projects is directed to initiatives that support mode shift (i.e. rapid transit, bus and ferry, walking and cycling). Elements of the safety and optimisation programmes, as well as some of the investment into greenfield areas and road improvements may also support mode shift.



The planned timing of major initiatives in ATAP 2018 that will contribute to mode shift was outlined in the 2018 Regional Land Transport Plan and is summarised below¹⁰.

Sequencing of major Mode Shift Initiatives in the 2018 Regional Land Transport Plan			
	2018-2021 Completion	2021-2024 Completion	Post 2024 Completion
Rapid transit	<ul style="list-style-type: none"> • Additional electric trains • Eastern Busway (Panmure-Pakuranga) • Airport-Puhinui initial improvements 	<ul style="list-style-type: none"> • Northern busway extension to Albany • City Rail Link • Papakura-Pukekohe electrification • Wiri to Quay Park rail upgrade (including 3rd main) 	<ul style="list-style-type: none"> • Light rail • Eastern Busway (Pakuranga-Botany) • Further additional electric trains & stabling
Bus & ferry	<ul style="list-style-type: none"> • Downtown bus improvements • Downtown ferry terminal upgrade • Ongoing bus priority programmes and service improvements 	<ul style="list-style-type: none"> • Wellesley St & Learning Quarter bus improvements • Ongoing bus priority programmes and service improvements 	<ul style="list-style-type: none"> • Ongoing bus priority programmes and service improvements
Walking & cycling	<ul style="list-style-type: none"> • Urban cycleways programme 	<ul style="list-style-type: none"> • Walking & cycling programme (initial phases) • SeaPath and a shared walking and cycling path across the Auckland Harbour Bridge • Victoria St Linear Park 	<ul style="list-style-type: none"> • Half of Cycling Programme Business Case initiatives completed by 2028.

Transport modelling of ATAP projected that the share of travel by public transport, walking and cycling in the morning peak would increase from around a quarter of all trips in 2018 to around a third by 2028. Public transport ridership was projected to increase from 93 million annual boardings to around 170 million by 2028. Since ATAP was published, public transport boardings have grown strongly and recently exceeded 100 million per annum for the first time since the 1950s.

Therefore, implementation of the ATAP programme will achieve mode shift for Auckland over the next decade. This mode shift plays an important role in limiting traffic growth (especially at peak times), meaning that population growth of 300,000 people over the next decade is not expected to lead to increased congestion levels.

Many of ATAP's most transformational projects (e.g. City Rail Link and light-rail) are at least five years away from completion. In the meantime it is important to actively encourage Aucklanders to travel more by public transport, walking and cycling to ensure that population growth does not accelerate growth in private vehicle use. Similarly, the ongoing disruption caused by the construction of these

¹⁰ Timing of initiatives in the table reflects the 2018 RLTP.

large projects has the potential to further exacerbate congestion in key locations across Auckland – making it important for reliable, efficient and attractive travel options to be in place.

The Regional Public Transport Plan (RPTP) 2018-28 was also recently completed, which includes changes that will occur to Auckland’s public transport system, and the services that are integral to the network. Delivery of the public transport projects and services in the RPTP are priorities for enabling mode shift.

The need for more rapid progress, especially over the next five years, is underlined by recent decisions, especially in relation to reducing transport emission:

- Auckland Council has declared a ‘climate emergency’ and is developing the Auckland Climate Action Framework and corresponding actions to help achieve a regional target of net zero emissions.
- The Government introduced the ‘Zero Carbon Bill’ to map out the pathway to net zero emissions by 2050, including the establishment of a Climate Change Commission.

Transport is the largest contributor to greenhouse gas emissions in Auckland and mode shift has an important, and urgent, role to play in helping give effect to these decisions.

In summary, current plans will achieve mode shift over time, continuing strong recent growth in public transport and cycling levels. However, the most significant change is likely in the second half of the next decade. A comprehensive mode shift plan, building on the ATAP programme, is therefore necessary to support mode shift over the next five years.

Better Travel Choices explains how that will be done.



2.DEVELOPING THE PLAN

2.1. Strategic Direction

Better Travel Choices forms a part of NZTA's overall national Mode Shift Plan (known as "Keeping Cities Moving"), which provides guidance about the range of interventions that can help assist in achieving mode shift. These are based around the following:

- **Shaping urban form** – Encouraging good quality, compact, mixed-use urban development will result in densities that can support rapid/frequent transit (and vice versa), shorter trips between home and work/education/leisure, and safe, healthy and attractive urban environments to encourage more walking and cycling.
- **Making shared and active modes more attractive** – Improving the quality, quantity and performance of public transport facilities and services, and walking and cycling facilities will make more people want to use them. This can involve both optimising the existing system (e.g. through reallocating road space) and investment in new infrastructure and services, and providing better connections between modes.
- **Influencing travel demand and transport choices** – Changing behaviour may also require a mix of incentives and disincentives (or 'push' and 'pull' factors) to either discourage use of private vehicles (by making them less attractive relative to other options) or making people more aware of their options and incentivising them to try something new. This may include parking policies, road pricing, travel planning and education.

This strategic approach emphasises the breadth of different interventions that help support mode shift, including land-use planning, street design, investment in better infrastructure and services, roadspace allocation, policies, regulations, travel planning, marketing and financial incentives. Mode shift will be most effectively achieved when these all come together in an integrated way.



2.2. Identifying Priority Areas for Mode Shift

Priority areas were identified through analysing a variety of datasets. These looked at:

- Where spare capacity on the public transport network means additional ridership could be met without triggering the need for more services.
- Where there are concentrations of short and medium-length trips that could be well suited to walking or cycling.
- Where mode shift would deliver the greatest wider benefits.
- Where usage of public transport is lower or higher than expected, given the service quality available.

Locations identified through this process are outlined in the table below:

Priority Location	Explanation
Trips to, from and within the city centre	<ul style="list-style-type: none"> • The city centre's street network does not provide sufficient capacity to support future population and employment growth, as well as undermining its amenity. Reallocating space to more efficient and less polluting modes is necessary to enable the city centre to achieve its potential as a driver of Auckland and New Zealand's economic prosperity. • Significant construction and disruption in the city centre over the next five years will reduce traffic capacity and increase the need to move more people in less space.
Manukau, Middlemore, Mangere, Glen Eden, Glen Innes, New Lynn, and Newmarket	<ul style="list-style-type: none"> • These are locations that have spare capacity on the public transport network and are important growth locations over the next few years where travel demand is expected to grow. • The need to improve socio-economic outcomes also underpins the prioritisation of some of these areas.
Mt Eden Road, Sandringham Road, Great North Road	<ul style="list-style-type: none"> • Improving use of existing services along select corridors as part of the Connected Communities Programme, which will bring together bus, cycling, walking and road safety projects to accelerate mode shift.
Northwest Auckland	<ul style="list-style-type: none"> • The northwest part of Auckland is already relatively car dependent and residents face long commutes due to relatively low employment levels in the west. • Significant growth in the northwest is happening and is planned to continue for the foreseeable future. Reducing the extent to which this population growth translates into lengthy car commutes is important for the ongoing success of this area.
Short trips, especially in the inner city and to schools	<ul style="list-style-type: none"> • Walking, cycling and other emerging forms of mobility like e-scooters provide healthy and sustainable travel options for short and medium length trips that generate significant and life-long health benefits, especially for children. • The uptake of e-bikes and e-scooters, combined with the completion of the 2015 Urban Cycleway Programme and key walking/cycling links (e.g. across the Waitemata Harbour) in the next few years is a major opportunity to dramatically increase the use of active modes.

2.3. Timing and sequencing

This document describes how mode shift to public transport, walking and cycling can be achieved over the next five years. This covers two 'transport funding cycles', the final two years of the current funding period (i.e. from now until June 2021) and the next funding cycle (July 2021 to June 2024).

Short term priorities (0-2 Years)	Medium term priorities (3-5 Years)
<ul style="list-style-type: none"> • Within the current 2018-21 funding cycle, meaning the main focus is on delivering existing plans and ensuring existing programmes focus on achieving mode shift. • Planning, design and investigation work to support faster implementation of medium and longer-term initiatives. 	<ul style="list-style-type: none"> • Inform next GPS and 2021-24 funding plans. • Initiatives that will take 3-5 years to be delivered. • Greater funding flexibility and scope, but still key affordability constraints. • Relies on planning work over the next two years.

In general, funding and deliverability constraints mean the focus in the near term will be on delivering currently planned initiatives and undertaking necessary planning work for medium-term priorities. Beyond the next two years, the opportunity to further accelerate mode shift is greater as there is more time to deliver substantial initiatives and somewhat greater funding flexibility (although still major affordability challenges as major projects like City Rail Link and light-rail will be under construction at this time).



3. THE PLAN

3.1. Summary

Better Travel Choices is based on the three levers detailed in the over-arching NZTA Mode Shift Plan “Keeping Cities Moving”. Under each lever are a series of key focus areas for actions over the next five years. Priorities are then identified within each focus area.

Shaping urban form	Making shared and active modes more attractive	Influencing travel demand and transport choices
<ul style="list-style-type: none"> • Enable, support and encourage housing and business growth in areas with better travel options. • Locate significant public facilities near high quality public transport. • Ensure the layout and design of new urban areas supports the use of public transport, walking and cycling. • Improve the safety and attractiveness of streets for walking and cycling. 	<ul style="list-style-type: none"> • Expand, improve and optimise public transport services. • Invest in infrastructure and network optimisation to make public transport more efficient and attractive. • Accelerate implementation of major rapid transit, bus and cycle lane programmes. 	<ul style="list-style-type: none"> • Make it safe, easy and intuitive for people to change the way they travel. • Combine policy, service and infrastructure initiatives in target areas to maximise mode shift. • Ensure financial incentives and disincentives support mode shift.

These priorities are a mix of initiatives, some of which are funded and underway, others which need further investigation, some which have been scoped but are not yet funded and also some which are likely to be able to be funded but are not yet confirmed as part of future work plans. Appendix 1 provides more detail about the status and responsibility for each priority.

3.2. Shaping Urban Form

Context

The density and layout of our communities and neighbourhoods, as well as the streets and roads that link them together, have a critical impact on the likely relative attractiveness of different travel options. Throughout the second half of the 20th century, changes to Auckland’s urban form were intertwined with significant mode shift from public transport, walking and cycling to private vehicles. Parts of the city built at this time were often single-use, low-density developments with disconnected street networks and wide, high-speed roads that made travel by any form other than private car increasingly unsafe and unattractive.

Much effort has gone into reversing this trend over recent years, but more can be done so Auckland’s urban form better supports multi-modal travel options. The main ways to achieve this are:

- Enabling, supporting and encouraging housing and business growth in areas with better travel options.
- Locating significant public facilities near high quality public transport (ideally rapid transit).
- Ensuring the layout and design of new urban areas supports the use of public transport, walking and cycling.
- Improving the safety and attractiveness of streets to people walking and cycling.

Enable, support and encourage housing and business growth in areas with better travel options

Through the Auckland Plan's Development Strategy and the Unitary Plan, key land-use plans already go a long way towards encouraging growth into areas with the best travel choices. For example, the Unitary Plan's zoning pattern generally allows higher intensity development around train stations, within walking distance of centres and along key public transport routes.

There is evidence to suggest that the market is already responding to this. In the 12 months to April 2019, 36% of all consents issued for the urban area were for sites within walking distance of rapid transit, compared to only 20% in 2012.

The most significant way of encouraging more growth in areas with better travel options is therefore through facilitating housing construction, investing in necessary infrastructure (e.g. water or wastewater capacity) to enable growth in these locations and partnering with the private sector to encourage a greater proportion of housing construction to occur in these parts of the city. Kāinga Ora-Homes and Communities (the government's development agency) and Panuku (Auckland Council's development agency) have a key role to play in shaping a supportive urban form for mode shift.

Auckland Council has commenced spatial planning work around key rapid transit corridors, with the initial focus being the City Centre to Māngere Light Rail corridor. This work should continue to roll out to other rapid transit corridors over time, sequenced in a logical way that aligns with the timing of key planning work for those corridors or (where the project is more advanced) aligned with the timing of project completion.

Possible future priorities for spatial planning work include:

- City Centre to Māngere (already underway)
- State Highway 16 corridor between Westgate and the city centre (significant project planning work to be undertaken on Northwest rapid transit over the next few years).
- Puhinui/Manukau (already a key priority area for Council and Government)
- Albany (to align with the Northern Busway extension's completion in 2021/2022 and Albany's new status as a 'node' in the Auckland Plan)

Ongoing monitoring and review of the Unitary Plan is also underway, looking at whether particular zones are achieving their desired outcomes as well as making ongoing improvements to the plan. The transport section of the Unitary Plan, which sets out parking and other transport-related regulations, is a potential candidate for future review.

Priorities:

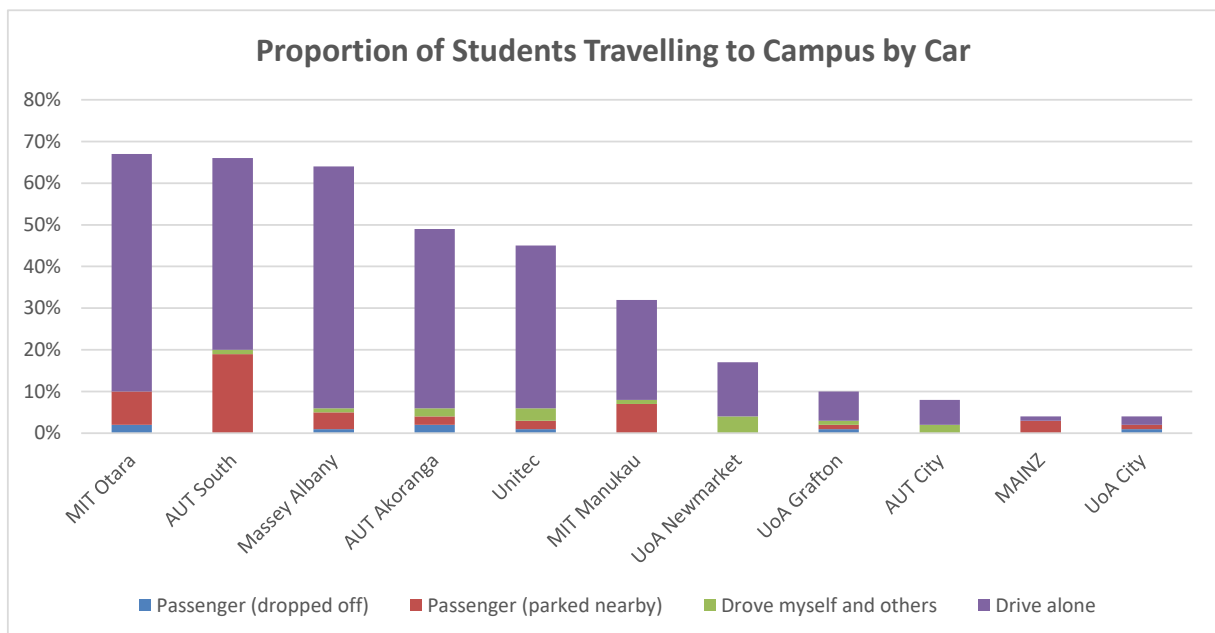
- Facilitate and encourage housing and business development in areas with better travel choices, especially through the actions of development agencies, and the investment priorities of infrastructure providers.
- Progress spatial planning in locations where major rapid transit projects are being planned and/or will soon be completed, to identify opportunities for further growth.
- Ensure the ongoing review of parts of the Auckland Unitary Plan considers the need to support mode shift by enabling more growth in key locations.

Locate significant public facilities near high quality public transport

Major facilities like hospitals, tertiary education facilities, shopping centres, museums and stadiums generate significant numbers of trips – by both staff, students (for education facilities) and visitors. Their highly specialised nature means that people often travel from all over Auckland (or even further afield).

The location of major facilities can have a major impact on their travel patterns. For example, tertiary institutes in locations close to high quality public transport (e.g. Auckland University city campus, AUT University city campus, MIT Manukau) see over 60% public transport mode share for students. This compares to institutes in locations further away from high quality public transport, like Massey Albany, AUT South (located in Manukau but around 1.2 km away from the train station and bus interchange) and MIT Otara, where under 30% of students use public transport.

The extremely wide variance in mode splits across different tertiary institutes, as shown in the diagram below, illustrates how important their location is to future travel patterns¹¹:



¹¹ Auckland Transport Tertiary Travel Survey (2018)

The substantial difference in mode share between MIT Manukau and AUT South, which are located within 1.5 km of each other, illustrates the importance of locating these facilities in very close proximity to high quality public transport.

While in some cases it might be possible to adapt and improve public transport networks to better serve these locations, this can often lead to less efficient and effective networks (e.g. if routes need to divert to serve a facility then it leads to delays for other customers). Therefore, as future decisions are made about locating new (or relocating existing) large public facilities, proximity to high quality public transport needs to be a key consideration.

Priorities:

- Develop agreed guidelines for the location of key public facilities, with particular regard to how their location will support mode shift.

Ensure the layout and design of new urban areas supports the use of public transport, walking and cycling

The Auckland Unitary Plan identifies approximately 15,000 hectares of rural land for future urbanisation with the potential to accommodate approximately 137,000 dwellings and 67,000 jobs. These areas are expected to accommodate around 25% of Auckland's growth over the next 30 years.

Planning for new urban areas has advanced significantly over the past few years. Several major structure plans have been developed in Warkworth, Silverdale West, Whenuapai and in the south. Transport planning work has also progressed, with indicative networks now developed for all major areas. Ensuring public transport, walking and cycling play a strong role in meeting the future transport needs of these areas has been a high priority in work to date.

As both land-use and transport planning work moves to the next, more detailed phases, it will be essential for mode shift to remain a high priority in the design and development of these areas. Constructing 'connected grid' street networks (especially for footpaths and cycleways), predominantly using narrow and slow-speed streets and ensuring plenty of safe crossing opportunities for pedestrians will be essential to making walking and cycling safe and attractive travel choices.

Furthermore, as areas start to develop and people move in to newly completed houses, it will be important for them to have quality transport choices from 'day one' as travel habits are formed and residents make long-standing major decisions around how many vehicles they purchase.

Priorities:

- Time and sequence the development of key growth areas to integrate with the delivery of major public transport initiatives.
- Locate higher intensity uses near rapid transit, with a particular focus on supporting rapid transit's key role in serving longer trips linking new urban areas with major employment centres in existing parts of Auckland.
- Support the early introduction of public transport services, potentially through innovative funding agreements with landowners and developers.
- Ensure the detailed layout and design of streets supports high levels of walking and cycling for short to medium length trips.

Improve the safety and attractiveness of streets for walking and cycling

Street design standards and guidelines have too often ignored or downplayed the importance of active modes, while transport funding policies have until recently not even considered footpaths as part of the transport system that warrants funding. Similarly, processes for setting speed limits until recently

focused more on efficiency than safety. As a result, the layout and design of existing streets are often unsafe and unattractive for walking and cycling.

Major cycle lane programmes are described in more detail in the next section and will play a key role in providing for cycling and a series of emerging travel modes like e-scooters. However, that programme will take time to roll out across all parts of Auckland and will require sustained investment over many years. This means further steps need to be taken to improve the safety and attractiveness of walking and cycling across Auckland in the short-term, unlocking the potential of these travel options in contributing to mode shift.

Street design standards and guidelines have been significantly updated in recent years¹² placing much greater focus on active modes and on supporting the increasingly important role of our streets as part of the public realm. These new guidelines and standards now need to be given effect to, not only through new projects, but also in shaping how streets are maintained and renewed.

Signalled investment in safety programmes over the next decade will be a key opportunity to increase the use of active modes. Real and perceived safety concerns currently discourage a lot of people from walking and cycling more, while personal security concerns are often cited as a key factor discouraging people from using public transport at night. Addressing these concerns will significantly help with achieving mode shift.

Priorities:

- Finalise and communicate new street design guides and standards and how they place a greater focus on active modes.
- Pursue opportunities to align maintenance and renewal programmes with improvements to street design and deliver better safety outcomes for active modes.
- Integrate the development and delivery of safety and security programmes with ongoing mode shift work.

¹² <https://at.govt.nz/about-us/manuals-guidelines/roads-and-streets-framework-and-the-transport-design-manual/>



3.3. Making shared and active modes more attractive

Context

Public transport ridership and the number of people cycling in Auckland have grown significantly in recent years where improvements to infrastructure and service quality have been made. Implementation of the new public transport network has more than doubled the number of people living within 500 metres of a service that operates at least every 15 minutes at most times, supporting a sharp rise in usage.

As discussed earlier, the Auckland Transport Alignment Project outlines a step-change improvement to the quality of Auckland's public transport, walking and cycling networks over the next decade. By far the largest area of investment (over \$8 billion) is into expanding and upgrading Auckland's rapid transit network through a series of rail, light-rail and rapid bus investments. While much of this investment will occur over the next five years, major projects like City Rail Link will open from 2024 onwards.

This means that in the next five years, efforts to achieve mode shift through improving infrastructure and service quality need to focus on:

- Continuing to expand, improve and optimise public transport services.
- Improving the efficiency and attractiveness of public transport through well-targeted infrastructure investments and network optimisation.
- Accelerate the implementation of major bus and cycle lane programmes, as well as key rapid transit initiatives.

Expand, improve and optimise public transport services

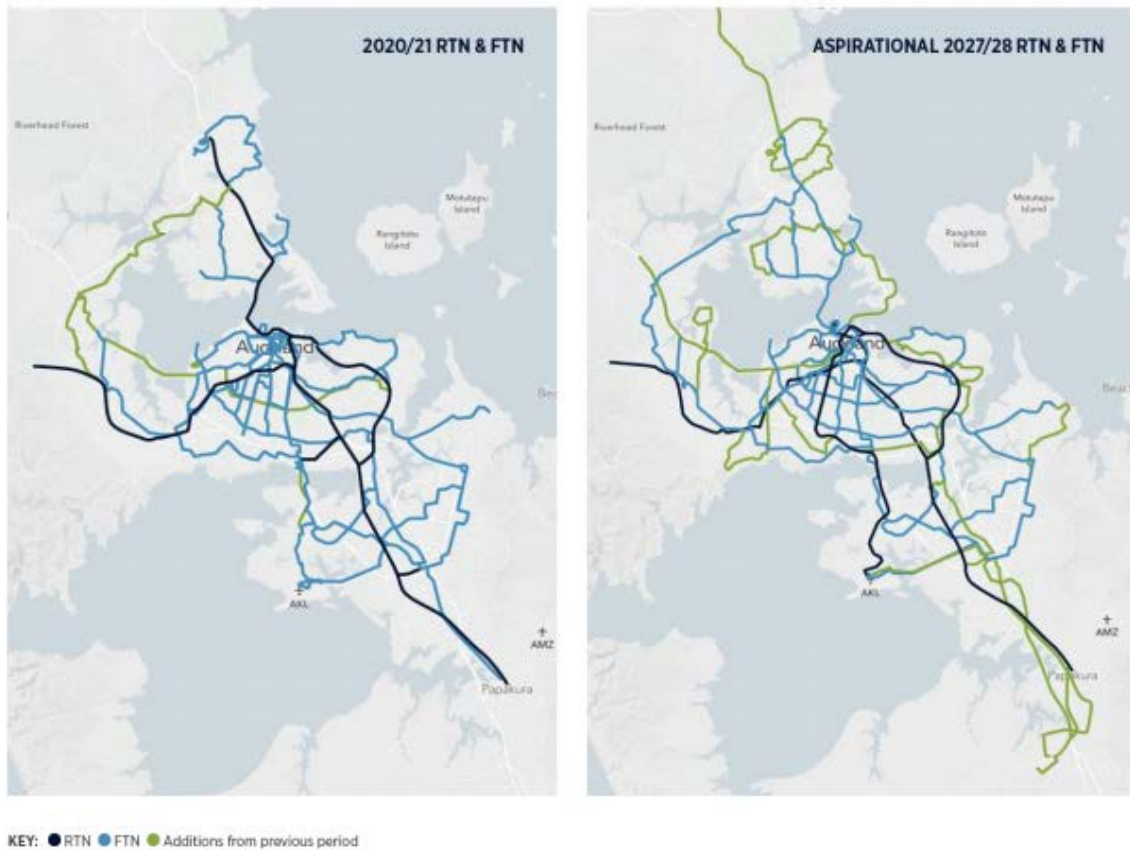
The rollout of Auckland's new public transport network was completed between October 2016 and September 2018. This brought the design of public transport services in Auckland into line with international best-practice and for the first time focused on how bus, train and ferry services could together deliver an integrated public transport network. In combination with the HOP Card and the introduction of zone-based fares, the New Network has delivered a transformational step-change improvement to public transport services.

As outlined in the Auckland Regional Public Transport Plan¹³, there are still major opportunities to continue to improve public transport services. Many routes are overcrowded at peak times, large parts of Auckland are not served by frequent public transport, newly developing areas will need to be served, and moving the definition of 'frequent' from a service every 15 minutes to one every 10 minutes is necessary to fully deliver the promise of 'turn up and go' frequencies.

Key priorities for improved services in the near future are connections to the growing northwest, cross-isthmus improvements and better serving Auckland airport.

These are shown in the map below, along with a longer-term aspirational rapid and frequent public transport network. Supporting the faster implementation of this 2027/28 network is a high priority for continuing the growth of public transport use and delivering mode shift.

¹³ <https://at.govt.nz/media/1979652/rptp-full-doc-final.pdf>



Improving public transport services is an important and quick way to deliver mode shift, but requires ongoing operational funding, as over half the cost of running these routes is funded by Auckland Council and the NZ Transport Agency (fares and other funding sources like the Super Gold Card cover the remainder). This means it is important for Auckland Transport to continue to optimise services and identify where additional funding is most needed, ensuring resources are being allocated in the best way. Trade-offs must be made in clear and transparent ways between services aimed at achieving mode shift and generating high levels of ridership, against those that focus on coverage and meeting basic access needs. If (and only if) emerging forms of technology can more efficiently and effectively meet the need for basic coverage services, then these should be pursued.

As detailed in the previous section, the early introduction of public transport services to new growth areas is important to support the establishment of multi-modal travel habits. However, these services can be very costly to support as they will initially have very low ridership levels. Given the availability of public transport is likely to be a key consideration for potential home-buyers in these areas (e.g. the Hobsonville ferry supporting the development of Hobsonville Point), it is likely to be in the best interests of landowners and developers to support the introduction of these services – at least initially as development occurs and ridership builds up. Partnering opportunities should therefore be explored.

Priorities:

- Expand frequent networks and work towards frequent services having a 'every 10 minutes' definition.
- Ensure service delivery is being optimised, with trade-offs being made in a clear and transparent way.
- Explore the ways new forms of shared mobility could more efficiently and effectively meet basic coverage and access needs.
- Partner with landowners and developers to enable the early introduction of public transport services (or improvements to existing services) in growth areas.

Invest in infrastructure and network optimisation to make public transport more efficient and attractive

Public transport must be safe, reliable, efficient and easy to use. Significant improvements have been made in recent years to the customer experience of public transport in Auckland, contributing to strong rapid growth. This work needs to continue, especially to fully unlock the benefits of the New Network and to support ongoing service improvements.

Often the infrastructure needed to make public transport more efficient and attractive is relatively small-scale and can be done as part of ongoing optimisation programmes. This includes initiatives like upgrading motorway shoulder lanes so they can be used by buses, providing buses with priority at ramp signals and undertaking more active network management in locations with high service frequency, such as giving buses more priority at busy signalised intersections.

Auckland Transport's 'Neighbourhood interchange programme' is an emerging priority, although it is not currently funded in the RLTP. This programme will fully unlock the benefits of the new public transport network by making 'bus to bus' interchanges much easier and more attractive at key locations. The New Network has a much greater reliance on connections between services, which enables frequencies to be improved, but a lack of facilities at key interchange points currently discourages customers from making trips newly enabled by this network.

Another priority is to improve access to high quality public transport services through better 'first mile/last mile' options. This includes safer and better pedestrian access to stations, improving cycling facilities (e.g. secure bike parking and safer cycling access to stations), partnering with e-scooter and shared mobility providers so they focus much more on linking people to and from public transport, and partnering with landowners to increase park and ride opportunities without needing to make major infrastructure investments.

Priorities:

- Focus network optimisation programmes on improving the efficiency of public transport services and supporting mode shift.
- Develop the 'Neighbourhood Interchange Programme' for consideration as a future funding priority.
- Improve access to high quality public transport through better walking/cycling facilities and partnering with the private sector.

Accelerate implementation of major rapid transit, bus and cycle lane programmes

Providing dedicated corridors and lanes for public transport services, and safe attractive cycle lanes for people on bikes, is the most important way of improving safety, speed, efficiency and reliability of these travel options. International evidence shows us that providing dedicated space to these travel

modes is critical to increasing their use and achieving long-lasting mode shift, while Auckland-based research shows the primary reason people do not use public transport, walk or cycle is due to these options being too slow or unsafe, and travelling by car being quick and easy.¹⁴

ATAP outlines a significant programme of bus lanes that will remove buses from road congestion, allowing much quicker and more reliable travel times. Not only does this provide a much more attractive travel choice for customers, but also the improved efficiency enables more frequent services to be delivered for the same resources (as buses complete their routes quicker).

Bus lanes are being delivered by Auckland Transport as part of the Connected Communities Programme (formerly known as the Integrated Corridors Programme). Delivery of this programme, which also delivers cycle lanes and safety upgrades on key routes, is essential to achieving mode shift over the next five years in Auckland. Extending the operating hours of bus and transit lanes should continue to be investigated where this would deliver significant benefits and support mode shift.

Connected networks of cycle lanes are essential to making this mode of transport safer, more attractive to a wider range of people, and ultimately increasing usage. New technologies like e-scooters do not mix well with either pedestrians on footpaths, or with vehicles on streets, but are very compatible with cycling. Consequently, the growing uptake of e-scooters and e-bikes, as well as the number of people cycling over the past few years, is dramatically increasing the use of existing cycle lanes and the need for new ones.

The location of cycle lane improvements is guided by a Programme Business Case that Auckland Transport completed in 2017, which highlights priority locations for improvements beyond the Urban Cycleways Programme. Parts of the Urban Cycleways Programme still need to be finished, alongside planning, designing and delivering the next round of priority cycling improvements to grow cycling levels:

- Completing missing strategic links, such as between the city centre and Takapuna
- Providing safe and attractive cycling facilities on key arterial routes in central and southern Auckland (to be developed and delivered as part of the Connected Communities Programme).
- Developing 'area-based approaches' to cycling improvements in Henderson, Mangere East and Manukau.
- Improving walking and cycling facilities as part of large-scale developments in greenfield areas, or redevelopments of existing areas.
- Implementing 'Greenway Plans', which have been adopted by many Local Boards. These plans complement other walking and cycling programmes by providing safe and high-quality connections through parks and open spaces, with a focus on improving access to local services and attractions.

Development of Auckland's rapid transit network is a major focus for the ATAP programme and several projects are under development. In general, rapid transit projects take a long time to plan, design and deliver and it is difficult for them to be accelerated. However, there are some opportunities to support the early implementation of rapid transit corridors through service and more minor infrastructure improvements, or to optimise existing networks in advance of more significant upgrades. Key opportunities that should be explored further over the next five years include:

- Phasing delivery of the Airport to Botany rapid transit corridor through early delivery of the Puhinui interchange, rapid transit like services and dedicated bus lanes.

¹⁴ Nexus Travel Demand Management research for NZTA, April 2019.

- Phased improvements along the SH16 northwest rapid transit corridor, including service upgrades, improved bus shoulders and early completion of key interchanges.
- Optimising and improving the Northern Busway by extending the dedicated busway to Albany, improving city centre facilities for North Shore buses and providing dedicated bus lanes where services currently face delays.
- Delivering the AMETI Eastern Busway in the fastest and most efficient way.

Priorities:

- Successfully deliver the Connected Communities Programme to improve bus and cycle lanes on key corridors.
- Complete the Urban Cycleways Programme and commence delivery of cycling improvements in high priority areas identified in the 2017 Cycling Programme Business Case.
- Explore opportunities to accelerate implementation of key rapid transit corridors, including phased implementation that delivers early improvements.

3.4. Influencing travel demand and transport choices

Context

Travel choices are influenced by a wide variety of factors, such as travel time, reliability, cost, ease of use, safety and flexibility. Encouraging mode shift in a way that enhances access – the goal of this work – means that the main focus is on improving service quality, as discussed in the previous section. However, for these service improvements to have the most impact on mode shift, they need to be complemented by a range of other tools that help encourage people to change the way they travel.

This is not simply about complementing the ‘pull factors’ of improved service levels with ‘push factors’ to discourage driving. Overcoming key financial barriers to using public transport and cycling more, or simply making these travel options easier and safer to understand and use, is an essential part of achieving mode shift. Integrated programmes of policy, service and infrastructure improvements in targeted areas is likely to be the most effective overall approach.

Finally, financial incentives such as road pricing and parking charges have proven to be very effective in removing subsidies for private vehicle travel and supporting a more efficient overall transport system.

This means that in the next five years, efforts to achieve mode shift through policies and incentives that encourage changes to the way people travel need to focus on:

- Making it safe, easy and intuitive for people to change the way they travel.
- Combining policy, service and infrastructure initiatives in target areas to maximise mode shift.
- Ensuring financial incentives and disincentives support mode shift.

Make it safe, easy and intuitive for people to change the way they travel

For people who are used to travelling by car, changing mode to something new can be daunting. Complex route maps, complicated payment systems or unfriendly customer service can discourage infrequent users from using public transport, while a lack of gear, changing facilities or knowledge of safe routes can put people off trying cycling.

This means there is an ongoing need to raise awareness of public transport and cycling, including how these modes can be faster and more reliable than car travel where dedicated infrastructure is provided. For example, the use of signage like the image below is a simple but very effective way of marketing the travel time benefits of the bus:



People also generally under-estimate the full costs and time required to travel by car (especially ‘hidden’ costs like depreciation) while over-estimating the cost of public transport.¹⁵ Providing accurate information about overall travel costs (including time) by different modes can help inform important decisions people make around whether to purchase another vehicle or whether to start travelling by a different mode.

Research by Auckland Transport¹⁶ indicates that once people leave university to start their first job and begin to form new households, they become significantly more reliant on private vehicles and no longer use public transport as much as they did when studying. This suggests that it is important to have an ongoing focus on workplace and school travel planning, to find locally specific ways to avoid establishing long-lasting car dependency at this stage of life.

Priorities:

- Continue to raise awareness of the advantages of travelling by public transport, walking and cycling, predominantly focusing on encouraging occasional users to travel more frequently by these modes.
- Focus travel planning on workplaces and schools, to help establish life-long travel habits other than private vehicle use.

Combine policy, service and infrastructure initiatives in target areas to maximise mode shift

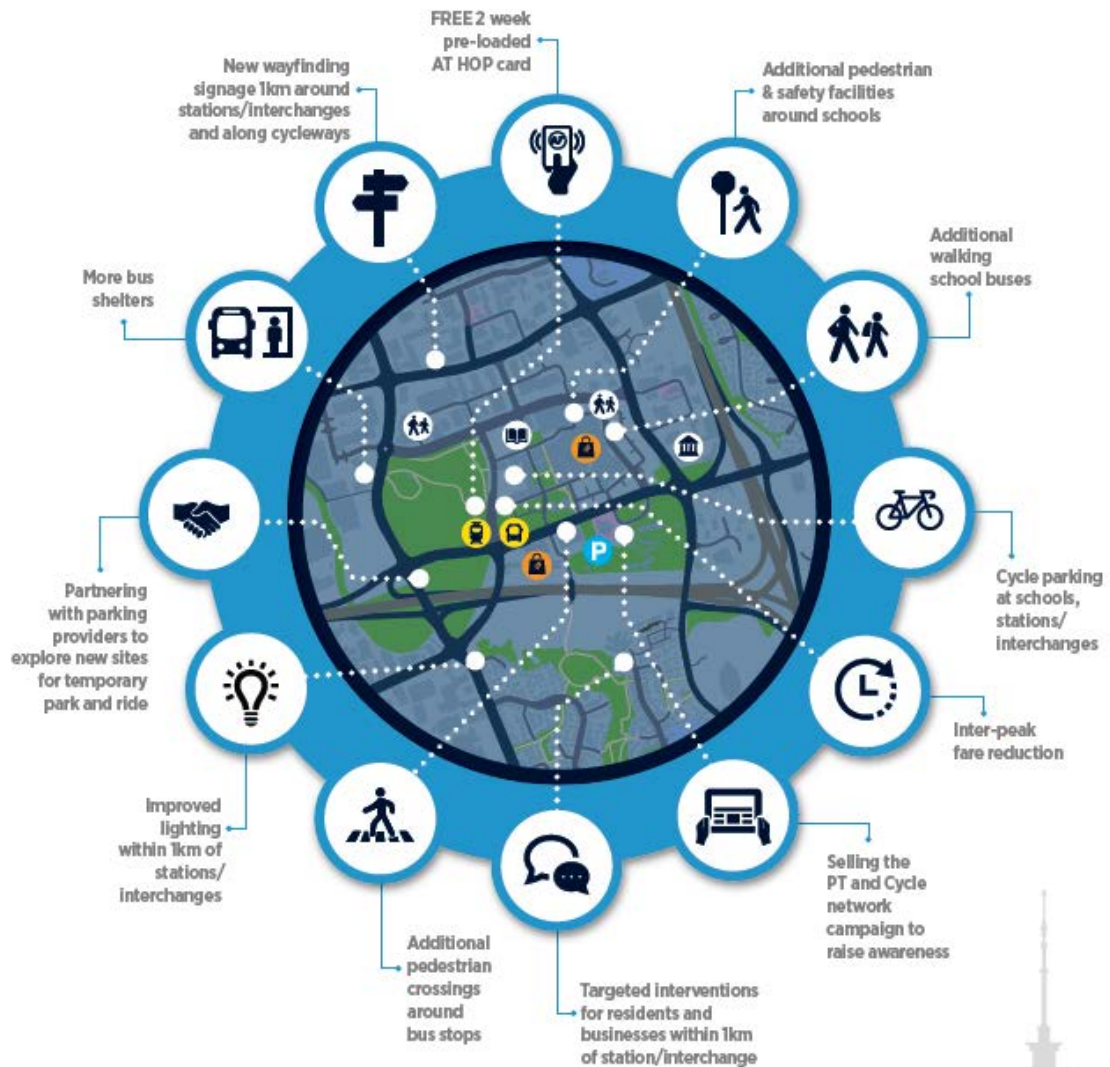
Analysis undertaken in the development of this plan (see section 2) has identified high priority areas for achieving mode shift over the next five years. These are a combination of locations where mode

¹⁵ TDM qualitative research, slide 26

¹⁶ Auckland Transport Market Perceptions Survey, year to March 2019.

shift would support broader outcomes the most, and pragmatic considerations about where mode shift is likely to be possible in the short and medium term.

Applying an integrated approach in these locations will deliver the best results, as interventions can be tailored to the particular needs of each location and mutually reinforce each other. Packages could include behaviour change and small-scale projects to improve first and last leg access to existing and improved services. The diagram below shows a theoretical example of how interventions could be integrated in a target location.



Specific interventions should be refined as target areas are confirmed.

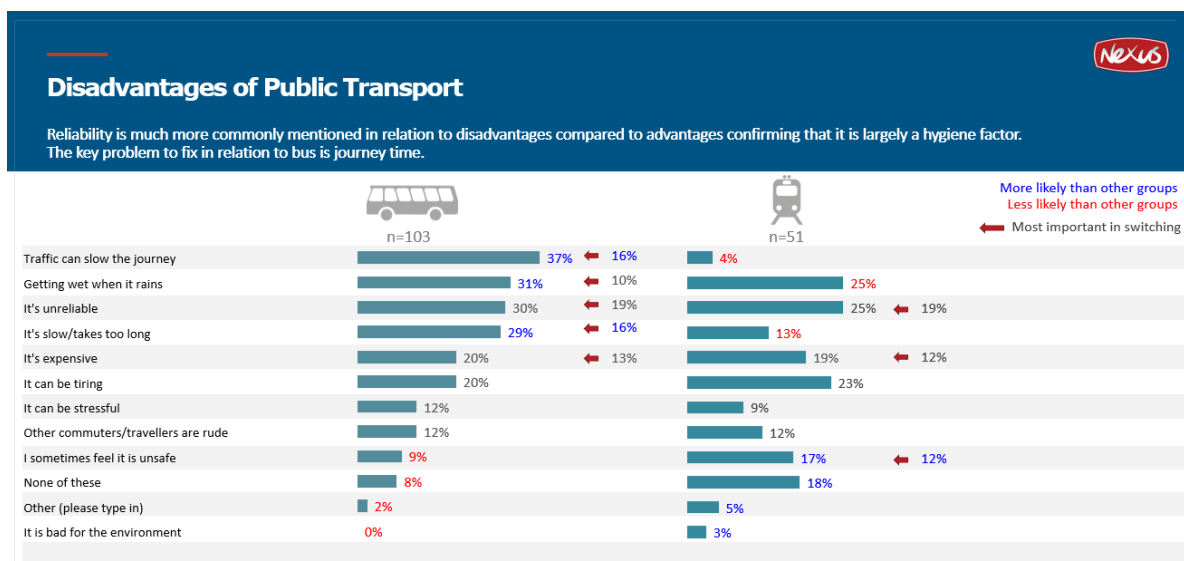
Priorities:

- Develop localised mode shift programmes in target areas that integrate policy, service and infrastructure initiatives.

Ensure financial incentives and disincentives support mode shift

While travel time and reliability are the most important factors in determining travel choices, financial incentives can play an important role in determining the way people travel.¹⁷ Highly visible costs, like parking charges for those working in the city centre, play a major role in determining why trips to locations where parking is not free are often much more multi-modal.

Public transport fares can be a disincentive for some people to travel by bus, train or ferry, but international best practice generally suggests that improving service quality is more likely to grow ridership than lowering fares.¹⁸ This is reinforced by local research, which suggests that the primary disadvantages of public transport relate to travel time, getting wet and poor reliability.¹⁹



As shown in the graph above, the cost of public transport is a key issue for some travellers. Lower income households in Auckland tend to live in more peripheral areas, travel to employment locations that tend to be less well served by public transport, and potentially face longer commutes. Targeted fare reductions that focus on those with the greatest need are therefore likely to support mode shift the most, as well as contribute to wider social equity goals. Efforts should also be made so that it is easier for low income areas to access Hop Cards and take advantage of the fare discounts this card offers.

Fare changes that encourage more efficient use of existing services should also be considered. For example, providing children with free public transport at weekends could encourage more adults to travel at a time when there is spare capacity, as well as building life-long habits of travelling via means other than private vehicle. In May 2019, Auckland Council approved funding for fare free weekends for children from September 2019. Similarly, creating a difference between peak and off-peak fares

¹⁷ TDM quantitative research, slide 28.

¹⁸ Jarrett Walker “Should we cut fares or increase service, an advocacy parable”

<http://humantransit.org/2013/12/should-we-cut-fares-or-increase-service-a-portland-parable.html>

¹⁹ TDM quantitative research, slide 33.

could 'smooth demand' throughout the day and result in the more efficient use of existing services and less pressure on 'peak of the peak' services that are very expensive to provide.

Ensuring the parking regulation and management does not unduly subsidise private vehicle travel is also a key factor in supporting mode shift. The Auckland Unitary Plan largely removed or reduced minimum parking requirements (i.e. rules that required the provision of on-site parking as part of a development), although these rules still exist for some retail and business service activities, as well as for housing developments in some zones. These rules should be reviewed, to ensure that parking regulation – as well as other detailed transport regulations in the Unitary Plan – support and do not undermine achieving mode shift. Auckland Transport's management of on-street parking is guided by a desire to achieve 80-90% occupancy rates in areas where on-street parking is appropriate, and to manage on-street parking on arterial roads by removing parking where it causes delays to the speed and reliability of public transport, or creates safety risks for people walking or cycling. . These approaches will help support mode shift, are in line with international best practice and should therefore continue to be rolled out across the city.

Finally, changes to the cost of travel through road pricing can act as a powerful tool in supporting a more efficient transport system. Through varying the cost of travel by time and location, road pricing seeks to more accurately charge users the full costs of their travel and therefore incentivise more efficient travel choices. The 2016 ATAP report highlighted that road pricing (termed smarter transport pricing) must be an essential part of Auckland's transport future to ensure population growth doesn't translate into widespread congestion. Road pricing options are being developed through the multi-agency 'Congestion Question' project and this work should continue.

There may also be smaller-scale opportunities to use differentiated prices to encourage e-scooters or shared mobility providers to operate more in some parts of the city (e.g. feeding into key public transport stations) than others (e.g. ridesharing vehicles driving around the city centre empty), which should be explored further.

Priorities:

- Investigate targeted public transport fare changes, focused on improving travel affordability for those in the greatest need and on optimising existing service capacity.
- Review parking and transport regulations in the Auckland Unitary Plan, to ensure they support mode shift.
- Continue current investigations into road pricing.
- Explore opportunities to encourage e-scooters and shared mobility providers to operate more in some areas than others.

4. IMPLEMENTATION

4.1. Funding

Transport funding plans are prepared on three-year cycles, with the current cycle being from July 2018 to June 2021.

The Auckland Regional Land Transport Plan outlines around \$9 billion of investment in Auckland's transport system over the next three years (net of user payments like fares and parking charges). A substantial proportion of this amount is already allocated to committed projects (e.g. City Rail Link, Eastern Busway and Northern Busway extension) and ongoing programmes (e.g. public transport service funding, road maintenance etc.)

As funding plans for 2018-21 have already been finalised and are constrained, it will be difficult to accelerate any new investments over the next two years that are not already budgeted for. Furthermore, legislative requirements constrain how Regional Fuel Tax revenue can be used, limiting the ability to change existing budgets. Major changes to transport capital programmes can also make delivery especially challenging, as substantial time and momentum needs to be built up to plan, design and then deliver major initiatives.

Funding challenges are particularly severe for public transport services, where boardings are growing faster than expected – creating capacity constraints and overcrowding. While ongoing optimisation work will continue to ensure services are being focused in the right places, additional operational funding for public transport service improvements will be required over and above what was allocated in ATAP and the RLTP if mode shift is to be achieved.

Funding flexibility is likely to be greater post June 2021 as a new Government Policy Statement, National Land Transport Programme and Auckland Council 10-year budget are developed, and as some committed projects are completed. However, multi-year commitments to the delivery of several large-scale infrastructure projects, such as the City Rail Link, will continue to place post 2021 transport budgets under strain.

Timing and sequencing of the ATAP 10-year programme will be updated as part of normal transport planning and budgeting processes. Placing a strong 'mode shift lens' on this work is an important part of ensuring phasing and spend on transport in Auckland supports ongoing mode shift to public transport, walking and cycling. Accelerating mode shift initiatives in future transport funding plans will require additional funding or placing greater priority on accelerating mode shift within existing funding levels, meaning other priorities are progressed more slowly.

4.2. Building Community Support

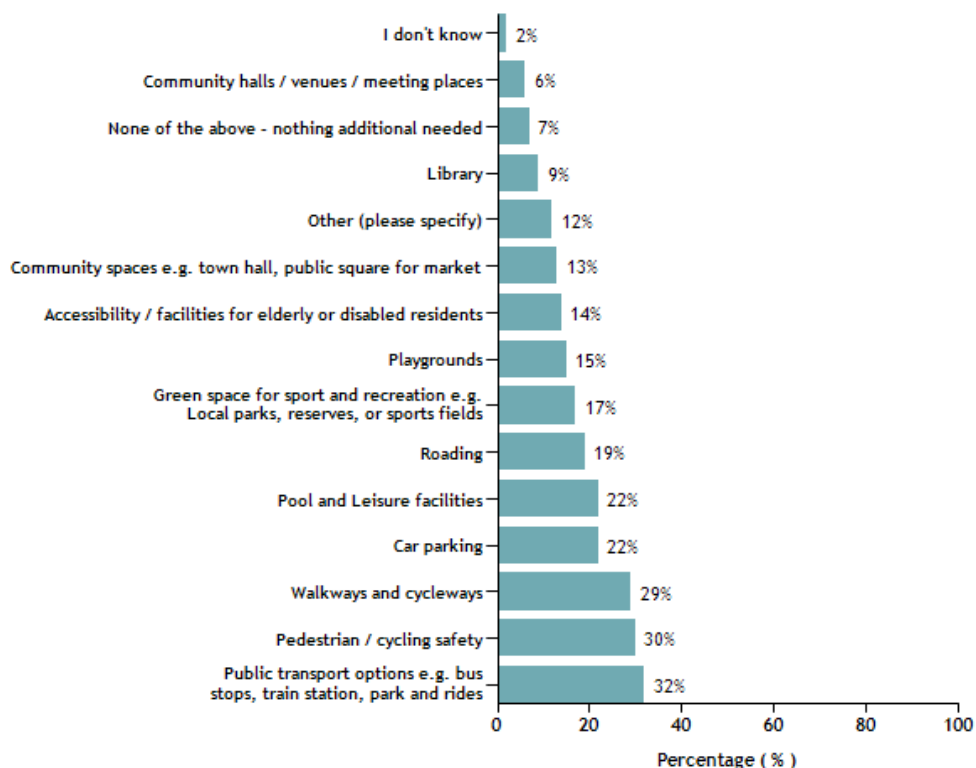
Achieving the scale of mode shift required to support access, environmental, safety, health and urban form outcomes will require significant change to the form and function of Auckland's transport system, especially its streets. Allocation of more street space to bus and cycle lanes, as well as changes to rules to make walking and cycling safer and more attractive, will change the way people use Auckland's roads and streets. Less space will be available for on-street parking, while in some cases space currently allocated to general traffic may need to be reallocated to a safer or more efficient purpose.

To successfully implement this Plan it will be essential to build community support. Experience in other cities, as well as within Auckland, suggests that these changes can be unpopular with some residents and businesses – often with legitimate concerns about how the changes will affect their quality of life or their livelihood.

Recent public consultation on major transport plans in Auckland highlights that there is widespread support for Auckland becoming a more ‘multi-modal city’ and reducing its car dependency. For example, a recent survey asked nearly 2,000 Aucklanders what they would like to see more of in their community, with the top three results being better and safer public transport, walking and cycling facilities:²⁰

Question 3D What does your area need more of? Or what existing facilities in your area need an upgrade?

Please select your **top three** priorities.



Number of responses to this question	1,928 (100%)
Total number of responses for this survey	1,930

Consultation on the Auckland Plan, the Regional Land Transport Plan and the Regional Public Transport Plan all reinforced this strong public support for providing Aucklanders with better travel choices. However, when specific changes to roadspace allocation that support these outcomes are proposed, this high-level public support often reduces. This is particularly frequent where the removal of on-street parking is proposed.²¹

Innovative approaches to communications and engagement will be essential to build public support for the implementation of this Plan. This means ensuring consistent and robust consultation and engagement processes that can help close the gap between strong public support for broadly

²⁰ Auckland Council People’s Panel Survey February/March 2019: <https://aucklandcouncil.uq.co.nz/surveys/printable/report/quo918cry0q06qjWvZYXDA>

²¹ For example: <https://www.stuff.co.nz/auckland/111766526/auckland-transport-proposal-for-st-heliers-and-mission-bay-over-the-top>

improving travel choice in Auckland against frequent opposition to the very proposals that will achieve this outcome, without unduly delaying the timely delivery of important projects. Possible initiatives (some of which are already being done) include:

- Greater use of scientific polling and surveys to ensure the opinions of the whole community are captured.
- Early, genuine and robust engagement processes with the public, key stakeholders and elected members that focus on identifying the outcomes communities seek to achieve and what people value in a local area, rather than the technical details of design.
- Strong analysis that clearly identifies the benefits of the proposals (quantified as much as possible) and why streetspace reallocation is needed (compared to options that could avoid reallocation such as corridor widening).
- Greater use of 'fail-fast' trials where new ideas can be tested in a low-cost way and adapted, developed or removed depending on their impact.
- Stronger collaboration across all ATAP Agencies to present a 'united front' in support of important initiatives, including joint branding and/or greater use of the ATAP brand.
- More clarity about decision-making processes in response to public consultation, especially to ensure consistent and transparent information about why changes have or have not been made as a result of public and stakeholder feedback.

4.3. Monitoring and Measuring Progress

Monitoring delivery of the actions in Better Travel Choices is essential to its success. This will be done as part of wider ATAP implementation processes in the following ways:

- Six-monthly updates will be provided to the Minister of Transport and the Mayor of Auckland as part of ATAP progress updates, reporting major areas of progress in delivering this plan.
- Key measures relating to mode shift (e.g. public transport ridership, cycling counts etc.) will be reported as part of wider ATAP work and existing monitoring processes (e.g. statements of intent).

This plan does not currently include targets, which may be added over time as wider policy work (especially in relation to reducing carbon emissions) progresses.

Auckland Transport Board Meeting - Closed Session - Items for Noting

Appendix 1: Status and responsibility for priorities

Lever	Priority	Status/Next Steps	Funding	Responsibility (Lead)
Shape urban form	<i>Enable, support and encourage housing and business growth in areas with better travel options</i>			
	Facilitate and encourage housing and business development in areas with better travel choices, especially through the actions of development agencies, and the investment priorities of infrastructure providers.	Underway/Planned	Budgeted	Shared responsibility
	Progress spatial planning in locations where major rapid transit projects are being planned and/or will soon be completed, to identify opportunities for further growth.	Underway/Planned	Budgeted	Auckland Council
	Ensure the ongoing review of parts of the Auckland Unitary Plan considers the need to support mode shift by enabling more growth in key locations.	Underway/Planned	Budgeted	Auckland Council
	<i>Locate significant public facilities near high quality public transport</i>			
	Develop agreed guidelines for the location of key public facilities, with particular regard to how their location will support mode shift.	Further Investigation Needed	Unbudgeted	Shared responsibility
	<i>Ensure the layout and design of new urban areas supports the use of public transport, walking and cycling</i>			
	Time and sequence the development of key growth areas to integrate with the delivery of major public transport initiatives.	Underway	N/A	Shared responsibility
	Locate higher intensity uses near rapid transit, with a particular focus on supporting rapid transit's key role in serving longer trips linking new urban areas with major employment centres in existing parts of Auckland.	Underway	N/A	Auckland Council
	Support the early introduction of public transport services, potentially through innovative funding agreements with landowners and developers.	Underway/Planned	Unbudgeted	Auckland Transport
	Ensure the detailed layout and design of streets supports high levels of walking and cycling for short to medium length trips.	Underway	Partly Budgeted	Auckland Transport, Auckland Council
	<i>Improve the safety and attractiveness of streets for walking and cycling</i>			
	Finalise and communicate new street design guides and standards and how they place a greater focus on active modes.	Underway	Budgeted	Auckland Transport
	Pursue opportunities to align maintenance and renewal programmes with improvements to street design and deliver better safety outcomes for active modes.	Underway	Partly Budgeted	Auckland Transport, NZTA
	Integrate the development and delivery of safety and security programmes with ongoing mode shift work.	Underway/Planned	Budgeted	Auckland Transport, NZTA
Making shared and active modes more attractive	<i>Expand, improve and optimise public transport services</i>			
	Expand frequent networks and working towards frequent services having an 'every 10 minutes' definition.	Planned	Partly Budgeted	Auckland Transport
	Ensure service delivery is being optimised, with trade-offs being made in a clear and transparent way.	Underway	Budgeted	Auckland Transport
	Explore the ways new forms of shared mobility could more efficiently and effectively meet basic coverage and access needs.	Investigation Underway	Unbudgeted	Auckland Transport
	Partner with landowners and developers to enable the early introduction of public transport services (or improvements to existing services) in growth areas.	Underway/Planned	Unbudgeted	Auckland Transport
	<i>Invest in infrastructure and network optimisation to make public transport more efficient and attractive</i>			
	Focus network optimisation programmes on improving the efficiency of public transport services and supporting mode shift.	Underway	Budgeted	Auckland Transport, NZTA

Auckland Transport Board Meeting - Closed Session - Items for Noting

Lever	Priority	Status/Next Steps	Funding	Responsibility (Lead)
	Develop the 'Neighbourhood Interchange Programme' for consideration as a future funding priority.	Investigation Underway	Unbudgeted	Auckland Transport
	Improve access to high quality public transport through better walking/cycling facilities and partnering with the private sector.	Underway/Planned	Partly Budgeted	Auckland Transport, Auckland Council
	<i>Accelerate implementation of major rapid transit, bus and cycle lane programmes</i>			
	Successfully deliver the Connected Communities Programme to improve bus and cycle lanes across key routes.	Underway	Partly Budgeted	Auckland Transport
	Complete the Urban Cycleways Programme and commencing delivery of cycling improvements in high priority areas identified in the 2017 Cycling Programme Business Case.	Underway	Partly Budgeted	Auckland Transport
	Explore opportunities to accelerate implementation of key rapid transit corridors, including phased implementation that delivers early improvements.	Underway	Partly Budgeted	Auckland Transport, NZTA
Influencing travel demand and transport choices	<i>Make it safe, easy and intuitive for people to change the way they travel</i>			
	Continue to raise awareness of the advantages of travelling by public transport, walking and cycling predominantly focusing on encouraging occasional users to travel more frequently by these modes.	Underway	Budgeted	Auckland Transport, NZTA
	Focus travel planning on workplaces and schools, to help establish life-long travel habits other than private vehicle use.	Underway	Budgeted	Auckland Transport
	<i>Combine policy, service and infrastructure initiatives in target areas to maximise mode shift</i>			
	Develop localised mode shift programmes in target areas that integrate policy, service and infrastructure initiatives.	Further Investigation Needed	Unbudgeted	Auckland Transport
	<i>Ensure financial incentives and disincentives support mode shift</i>			
	Investigate targeted public transport fare changes, focused on improving travel affordability for those in the greatest need and on optimising existing service capacity.	Underway	Partly Budgeted	Shared responsibility
	Review parking and transport regulations in the Auckland Unitary Plan, to ensure they support mode shift.	Further Investigation Needed	Budgeted	Auckland Council
	Continue current investigations into road pricing.	Underway	Budgeted	Shared responsibility
Explore opportunities to encourage e-scooters and shared mobility providers to operate more in some areas than others.	Underway	Partly budgeted	Shared responsibility	